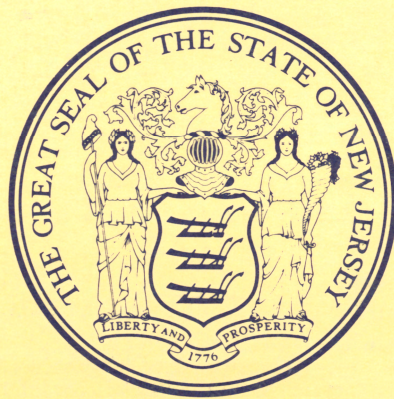


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# STATE LAW ENFORCEMENT PLANNING AGENCY



## 1970 NEW JERSEY PLAN FOR CRIMINAL JUSTICE

DISSEMINATION DOCUMENT NO. 8

JULY, 1970

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*(This 1970 Plan for Criminal Justice was prepared entirely by the SLEPA staff, which developed the programs and assembled all the other data it contains. No consultants were used in its preparation.)*



# FOREWORD

In the past two decades, criminal activity in the United States has been increasing so steadily it is considered now by many experts to be the Nation's number one internal problem.

The Congress of the United States, realizing that although the outlook for America's crime situation seemed bleak it was surely not hopeless, enacted the Omnibus Crime Control and Safe Streets Act of 1968. It made possible for the first time a broad program of Federal financial assistance, for State and local law enforcement agencies, designed to improve this Country's crime control effectiveness.

To qualify for the new Federal assistance, New Jersey created by Executive Order No. 45 in August, 1968, the State Law Enforcement Planning Agency. Some months later, this new Agency filed with the Law Enforcement Assistance Administration of the Department of Justice a comprehensive application for planning funds. This marked the start of the program through which Federal funds are moving now in New Jersey to all law enforcement agencies through State and local units of government under systems instituted to deal more effectively with crime and lawlessness.

Crime as a business cannot thrive if the skills of law enforcement continually are improved. Beginning with New Jersey's 1970 Plan, there will be a continually greater thrust of Federal monies to criminal justice programs to meet the State's needs for 1970 and the next three years. This Plan is aimed primarily at attacking crime now and assisting the fundamental social changes that must occur in New Jersey wherever the administration of criminal justice touches human life.



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# **Section One**

## **Existing Systems**

# EXISTING CRIMINAL JUSTICE SYSTEMS AND INTERACTIONS

## LAW ENFORCEMENT AGENCIES

In 1969, New Jersey had 594 law enforcement agencies. These included 440 organized municipal police departments, 92 special or non-organized municipal police departments, the 21 prosecutors' and 21 sheriffs' offices, two county police departments and eight county park police departments, the State Police, and nine State agencies with some law enforcement responsibilities. The latter include: the New Jersey Marine Patrol, Division of Fish and Game, Division of Motor Vehicles, Division of Alcoholic Beverage Control, Division of Weights and Measures, Division of Shell Fisheries, Department of Institutions and Agencies, Forest and Park Service, and Forest Fire Service. Descriptions of these and other agencies, including their available resources, are set out herein.

## MUNICIPAL AND COUNTY CRIMINAL JUSTICE

### *Municipal Police*

Since the turn of the century, the main base for law enforcement in New Jersey's twenty-one counties has been the organized police department. Using the definition of an organized police department as one that has one or more policemen on a full-time, permanent basis, we find that New Jersey has 440 organized municipal police departments; 92 special or non-organized municipal police departments; and no local police departments in 39 New Jersey municipalities.

The size of a municipal police department and the degree of its diversification depends in part upon its population density and location in the State. In the smallest departments of five men or less, special officers must assist the regular force in patrol work at night and on weekends. While on duty, the special police officers have the full authority of regular police officers. They are appointed by the municipality's governing body on an annual or seasonal basis. Most of the State's 32 one-man departments depend on special police officers, assistance from adjacent police agencies, and the New

Jersey State Police if emergencies develop or special work is required.

New Jersey Revised Statutes provide that the appointment of all prospective organized municipal police officers are probationary or temporary until they complete a prescribed police training course at a school approved by the New Jersey Police Training Commission. The police candidates are allowed a one-year period to complete the training course. This training is mandatory before the officer gains permanent status.

New Jersey police systems generally operate without comprehensive, regional, functional communications or any pooling of technological resources and services. On a day-by-day basis, 165 of New Jersey's larger police departments are tied together by the Law Enforcement Teletype System, operated by the New Jersey State Police. The Teletype System transmits statewide and regional crime alerts as they are received. Many small departments, however, are accessible only by telephone.

In 1968, the municipal police employees of New Jersey, (including civilian personnel) increased to 14,106 from 13,499 in 1967. This represented a general increase of 4.5%. The number of municipal police employees is 1.9 per thousand residents in New Jersey. Municipalities with over 100,000 population had the highest police employment rate for the year with an average ratio of 3.7 police employees for every one thousand residents. The remaining population had a ratio of 1.7 per thousand.

Police department budgets and manpower figures of New Jersey's six major cities, as reported to SLEPA, for the end of year 1969 operations were as follows: Camden, \$3,460,585 with a total of 345 uniformed personnel; Elizabeth, \$3,078,762 with a total of 271 uniformed personnel; Jersey City, \$9,660,325 with a total of 903 uniformed personnel; Newark, \$14,801,144 with a total of 1,417 uniformed personnel; Paterson, \$3,965,634 with a total of 382 uniformed personnel; and Trenton, \$3,247,261 with a total of 267 uniformed personnel.



## ***County Law Enforcement***

In New Jersey, the county is subordinate to the State. The county has no constitutional authority and no charter. It possesses only those powers granted to it by the New Jersey Legislature. Each county falls into one of six classes, depending on its population and location. The classification of New Jersey's twenty-one counties, as determined by the Legislature, is as follows:

*First class* — more than 600,000 population (Bergen, Essex, and Hudson)

*Second class* — 200,000 to 600,000 (Burlington, Camden, Mercer, Middlesex, Morris, Passaic, and Union)

*Third class* — 50,000 to 200,000 (Cumberland, Gloucester, Hunterdon, Salem, Somerset, and Warren)

*Fourth class* — less than 50,000 (Sussex)

*Fifth class* — bordering the Atlantic Ocean and with more than 100,000 population (Atlantic, Monmouth, and Ocean)

*Sixth class* — bordering the Atlantic and with less than 100,000 (Cape May)

The governing body in each county is the board of chosen freeholders. New Jersey is the only State still using this ancient title. The Freeholder Board operates like the commission form of government in a city. It has both legislative and executive powers. Thus, the same group that determines policy also implements it.

## ***Office of the County Prosecutor***

The chief legal, constitutional officer of the county is the prosecutor. He is aided by a legal staff and a force of detectives and investigators, all of whom are paid by the county.

New Jersey's twenty-one county prosecutors are appointed by the Governor with the consent of the New Jersey State Senate to terms of five years (N.J.S.A. 2A:158-4). The responsibilities of county prosecutor's offices include (2A:158-5) detection, arrest, indictment and conviction of offenders. The prosecutor represents the State of New Jersey in cases where defendants appeal their convictions. He represents the State in appeals taken from convictions for disorderly conduct in the municipal court, as well as cases appealed to the United States District Court, United States Circuit Court of Appeals and the United States Supreme Court.

In each of the counties the prosecutor may appoint a number of qualified persons as county detectives and investigators; the number is fixed by statute. Those appointed as detectives are classified under civil service. Investigators are unclassified and serve at the pleasure of the prosecutor. Both detectives and investigators possess all the powers, rights and obligations of police officers,

constables, and special deputy sheriffs in criminal matters.

## ***County Sheriffs***

The twenty-one county sheriffs are elected for four-year terms. The sheriff and his staff are authorized by statute (N.J.S.A. 2A:3-22) to serve writs and orders of the court within 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. All appointments and promotions are made from a civil service list.

## ***County Police***

There are presently two county police departments (Bergen and Hudson) in the State of New Jersey. The county police have legal enforcement powers and the authority to enforce resolutions, or ordinances adopted by the county board of freeholders regarding the supervision and regulation of traffic on county roads. The county police can make criminal arrests in any part of the county in which they are appointed.

## ***County Park Police***

Eight New Jersey counties (Camden, Essex, Middlesex, Morris, Ocean, Passaic, Somerset and Union) maintain county park police departments to patrol county park lands. The county park police receive their appointments from the board of chosen freeholders, subject to Civil Service standards.

The jurisdiction of the county park police is currently limited to the county park area. Various legislation is pending, however, which would extend their authority outside of the park limit generally or during times of riots or civil emergencies.

The chief and officers of the county park police have all of the powers conferred by law on police officers or constables in the enforcement of New Jersey State Laws and the apprehension of violators. (N.J.S.A. 40:37-95.41, 40:37-155, 40:37-203, 40:37-262).

# **STATE LAW ENFORCEMENT**

## ***State Police***

The New Jersey State Police, organized in 1921, is a line-staff organization that is one of the eight Divisions of the Department of Law and Public Safety. The Division is commanded by a superintendent, whose staff is grouped into four broad functional areas: administration, records and identification, investigation, and operations.

The present authorized strength of the State Police is 414 civilians and 1,565 officers and men.

The Division maintains central headquarters at West Trenton and, in addition, is organized into five police commands: Troop A — Southern New Jersey; Troop B — Northern New Jersey; Troop C — Central New Jersey; Troop D — the New Jersey Turnpike; and Troop E — The Garden State Parkway. There are 49 State Police stations strategically located throughout New Jersey.

The State Police are authorized to enforce New Jersey laws and to furnish police protection to the inhabitants of rural sections of the State where there are no organized local police forces. The State Police may lend assistance to any other State department, or any State or local authority to detect crime, apprehend criminals, or preserve law and order.

Some functions of the State Police are:

- Traffic — Traffic patrols, accident investigation and school safety patrols in rural areas. Enforcement including use of radar, drunkometer, truck weighing and safety equipment checks.

- Crime — Investigation of crime by detection and scientific methods, including the following special units: narcotics, organized crime task force, central security, gambling, subversive, human relations, polygraph, and auto theft.

- General Police — Policing and patrolling rural areas and rendering assistance to local police in policing adjacent areas.

- Special Activity — Aid to police and government agencies, the enforcement of regulatory measures including Liquefied Petroleum Gas safety regulations; licensing of private detectives and railroad police; policing of State Capitol and State Office Buildings; security at State Mental Institutions.

- Technical Service — State Bureau of Identification for fingerprints, photographs, criminal information and scientific laboratory services. Statewide police teletype service which is an integral part of the State Police communications system. Uniform Crime Reporting System; Civil Defense training for auxiliary police; Underwater Recovery Service; Firearms Investigation and Identification.

The New Jersey State Police Division has two academies offering basic, advanced, and specialized training: The State Police Academy, West Trenton, and the New Jersey Police Academy, Sea Girt. In addition to training its own members of the State Police, the two academies provide courses for representatives of local

police departments and members of other State agencies, such as the Departments of Defense, and Conservation and Economic Development.

During the 1968-1969 fiscal year, 4,510 State, County and municipal police officials received training in supervision, command, drug enforcement, and other police subjects. By Executive Order of the Governor, a Riot and Civil Disturbance School known as "Operation Combine" was established in August, 1967, to train State Police, municipal police, and the New Jersey National Guard in various phases of riot detection, prevention, and control. By February, 1969, "Operation Combine" had given a two-week resident training course to more than 1,500 command officers. It has since begun a one-week course on tactics for field supervisors and operational personnel.

Also, in 1969 in cooperation with Trenton State College, the Division initiated a college accredited program in the fields of Contemporary Social Problems, Introductory Psychology, and the Humanities. The program is offered to chiefs of police, supervisory municipal personnel, correction officers, and members of the State Police.

The State Police Organized Crime Task Force, created in 1967, currently has 15 full-time investigators and the supportive services of all bureaus in the State Police, especially the Intelligence Bureau and Criminal Investigation Section. In fiscal 1968-1969, this Task Force conducted 458 investigations and 97 raids which produced 348 arrests. In efforts toward expanding the Task Force the Division of State Police was awarded a grant in 1969 from the State Law Enforcement Planning Agency to train a group of organized crime investigators. This course was the first of its kind in the State of New Jersey, and perhaps in the country. It received high praise from the U.S. Justice Department. Twenty-two State Police detectives, a representative from the Attorney General's Office, and one detective from Essex County participated. The curriculum was designed by the Division, and instructors included experts from federal and state law enforcement agencies.

On January 1, 1967, the New Jersey Uniform Crime Reporting Law became operational, under the jurisdiction of the New Jersey State Police. At present 591 municipal, county, and State law enforcement agencies report offenses committed in their various municipal jurisdictions.

On February 1, 1968, the New Jersey terminal to the National Crime Information Center in Washington, D.C., became operational. The terminal is located at the New Jersey State Police Headquarters in West Trenton. New Jersey police agencies have already entered more



than 126,973 items of police information into the computerized system. More than 579,753 inquiries were made through this terminal, and positive identification data was returned in more than 15,288 cases. Communication to the New Jersey terminal by all agencies is accomplished by telephone, radio, teletype and dedicated lines to the New Jersey Turnpike, Garden State Parkway, and the Newark Police.

On January 14, 1969, an Electronic Surveillance Act became law in the State of New Jersey (N.J.S.A. 2A:156 et. seq.). Immediately, the New Jersey State Police formed an Electronic Surveillance Unit, and it became operational shortly thereafter. During calendar year 1969, this unit conducted 33 separate electronic surveillances and/or wire taps authorized by the courts of the State. As a result of these court ordered surveillances, the State Police arrested 82 individual defendants. Many of them were charged with more than one violation of the New Jersey Statutes dealing with loan sharking, extortion, threats to take life, gambling and narcotics traffic. The first court ordered electronic surveillance resulted in the largest narcotic raid in the State's history. During this raid, several persons were arrested on multiple charges and 2½ kilos of heroin were seized.

On June 1, 1968, the Inter-State Highway Patrol Bureau was established within the Division of State Police. Personnel of this Bureau have the responsibility of developing comprehensive plans for policing and patrolling of the inter-state highway system. A tentative headquarters site has been established, facilities for maintenance of patrol vehicles are being constructed, and programmatic aspects, such as manpower needs and patrol schedules, are in the process of formulation.

The Helicopter Patrol Bureau was established in 1969 to supplement patrolling of State and inter-state highways. The Bureau currently has three conventional and one jet helicopter for this purpose. Fourteen members of the Bureau began training on May 26, 1969. Plans for deployment are currently being developed.

In 1968 the Division of State Police and the Administrative Office of the Courts began a cooperative study to update and unify court disposition reporting information. This study resulted in the adoption of a Court Disposition Reporting System for the State. The system was successfully conducted in a 6 month pilot study in Mercer County prior to its adoption on July 1, 1969. Numerous seminars were conducted by State Police personnel during 1969 for component members of the system; these included police officers, judges, prosecutors, and court clerks. The CDR system is presently administered by a State Police unit located in the State Bureau of Identification.

The Division of State Police is also a participant in the "Project ALERT" system. Project ALERT is an acronym for Allied Law Enforcement Radio Tie and is the code name for a program designed to place in the hands of law enforcement agencies in New Jersey a State-wide portable radio communication system reserved for emergency use. The system provides instant and certain availability of emergency control communications equipment so that, in the event of civil or national disasters, wide area disorder, or other major emergencies, the basic elements of an emergency inter-municipal portable radio communications system will be already in existence in the area where it is needed — a system which can be readily expanded to meet larger emergency needs. Participants currently include twenty-five cities selected on the basis of geography and potential for civil disturbance. The ALERT system was developed by the State Police and became operational in 1969 with a special Action Grant received from the State Law Enforcement Planning Agency.

### ***State Department of Law and Public Safety***

The Attorney General, who is head of the Department of Law and Public Safety, is New Jersey's chief legal officer. He is a constitutional officer, appointed for the term of the Governor. As Attorney General, he administers the Divisions, Boards and Bureaus of the Department of Law and Public Safety, and enforces the provisions of the Constitution and all other State laws (N.J.S.A. 52:17A-4).

The Division of Law of the Department of Law and Public Safety renders legal advice to all State departments, boards, bodies, commissions, agencies, and officers, as well as to county Boards of Election, and Boards of Taxation. All legal matters for State government, including representation in the courts, are handled by the Division of Law. The Division also enforces the provisions of the New Jersey Securities Law and the Civil Rights Law. The Criminal Investigation Section, Bureau of Claims, Bureau of Securities, Office of Consumer Protection, and the Escheats Section are all part of the Division of Law.

The Criminal Investigation Section is a coordinating body between the Attorney General and the twenty-one county prosecutors. Investigators of the Criminal Investigation Section conduct investigations under the direction or supervision of the Director or one of the deputies assigned to the Section. The results of the investigations may be forwarded to the prosecutor for presentation to the county grand jury and subsequent prosecution, or, in some cases, deputies assigned to the Section may present the results of investigations to the county grand jury and prosecute indictments if certain statutory provisions are met (N.J.S.A. 52:17A-4(f); N.J.S.A. 2A:158-5).

The Attorney General, whenever he deems it in the public interest, may petition an assignment judge of the Superior Court for an order covening a State grand jury (N.J.S.A. 2A:73A-1, et. seq.). A State grand jury has the same powers and duties as a county grand jury except that its jurisdiction extends throughout the State. Indictments emanating from the State grand jury may be referred to the appropriate county for prosecution by the county prosecutor, or tried by the Office of the Attorney General.

Deputies in the Criminal Investigation Section represent the State Police in the prosecution of any type of case in the Municipal Court where the State Police request such representation and where there is no local municipal prosecutor. The Trial Section of the Attorney General's office represents the State Police in motor vehicle appeal cases in the County Courts where the State Police request such representation or where the magistrate requests such representation. The Trial Section also represents the State Police in the county court on appeals from the municipal court in cases of drunken driving, driving on the revoked list, or reckless driving where the original complainant is a member of the State Police or the Motor Vehicle Division. The Trial Section also prosecutes certain Title 34 violations, dealing with Labor and Workmen's Compensation where the defendant waives indictment and trial by jury.

The county prosecutors are obliged to make annual reports to the Attorney General on the performance of their duties and the operation of their offices. They also make any other reports that the Attorney General may require. The Attorney General is authorized to administer the affairs of any of the twenty-one county prosecutor's offices when a vacancy in the office occurs.

### ***Organized Crime Unit***

During 1968, the Legislature enacted into law Chapter 419, Laws of 1968, authorizing the Judiciary to convene a Statewide Grand Jury. The law empowered the Attorney General of New Jersey, or his designate, to present cases to the Grand Jury. As a result, the Attorney General appointed two attorneys as designates to handle Grand Jury work and, further, named them co-directors of the Organized Crime Unit of the Department of Law and Public Safety. To help the Unit accomplish its mission, the Legislature appropriated funds totaling \$170,287 from the Unit's inception through 1969.

At present, the legal resources available to the Organized Crime Unit include its co-directors, both lawyers, one secretary and one investigative aide, with offices at State Police Division Headquarters. The Unit receives supportive services from its own Department

and from the State Police, especially the Intelligence Bureau, Criminal Investigation Section and Organized Crime Task Force Bureau. The responsibilities of the Unit include, among others, the following:

- Drafting and preparation of all electronic surveillance applications, orders, authorizations, inventories, and other legal documents, through consultation with whichever operational State Police unit is conducting the investigation, and with the Electronic Surveillance Unit of the Intelligence Bureau.

- Preparation of all cases for presentation to the State Grand Jury, including analyzing facts, marshalling evidence such as wiretap transcripts and raid results into a case format, doing whatever legal research is required, structuring cases by selecting defendants and charges, drafting indictments, selecting and interviewing witnesses, deciding whether or not witness immunity should be employed, and ultimately interrogating witnesses in the Grand Jury. One of the attorneys also acts as clerk to the State Grand Jury and the Unit handles all administrative work and security in connection with the Grand Jury.

- Furnishing general legal advice as required to the State Police units in the organized crime area, in addition to assisting other State Police components with peripheral organized crime responsibility, such as the Undercover Unit, the Narcotics Unit, and the Auto Unit.

- Coordination of State Police organized crime investigations with other agencies, including federal investigative agencies, county prosecutors, and prosecutive officials of neighboring states.

In 1969 sixteen sessions of the State Grand Jury were held, resulting in eleven separate indictments naming 42 defendants. Offenses included extortion, loan-sharking, conspiracy to commit murder, gambling, bribery of police and public officials, atrocious assault and battery, and narcotics violations. In two current cases where indictments were returned, county prosecutors have asked to be superseded for trials of the indicted individuals.

### ***Police Training Commission***

The Police Training Commission was created in 1961. The Commission's major activities may be classified under three broad headings: administration of a mandatory basic training program for all newly-appointed county and municipal police officers; administration of a voluntary in-service training program for veteran officers; and, cooperation and consultation with universities and colleges to establish degree programs for police personnel.



The Commission staff consists of 22 employees, 14 of whom are classified as professionals. The professional staff is composed of police and educational personnel, who have diversified backgrounds and academic credentials. The Commission's State budget for the 1968-1969 fiscal year was \$245,358.

During the Commission's last report year (1968-1969), a total of 1,431 law enforcement officers were enrolled in fourteen approved schools for basic training programs; 363 or 25% were enrolled in training in their first month of service. From the Commission's inception until the present, 7,625 law enforcement officers have attended these schools. The Commission promulgates a standard curriculum of a minimum of 240 hours of instruction. The average number of hours offered by all the schools is 323 course hours. The Commission also certifies instructors teaching the curriculum and performs inspectional services to insure compliance with Commission regulations and procedures.

The Commission has established police libraries in each of the twenty-one counties. It researches and publishes lesson guides for instructor use; furnishes audio-visual equipment to approved schools; conducts police instructor training courses; distributes give-away training materials; publishes a monthly training publication and assists in curricula development. The Commission also operates two mobile in-service training units. Each unit is equipped with an array of audio-visual equipment, including the Edex Multi-Media Teaching System. The units can accommodate thirty trainees each and are completely self-contained. Since January, 1967, when the units became operational, 2,218 police officers have attended in-service courses on supervision.

Presently, two-year associate degree programs in police or correctional administration are being offered at Atlantic County College, Bergen County College, Cumberland County College, Gloucester County College, Brookdale Community College, Burlington County College, Camden County Community College, Mercer County College, Middlesex County College, Monmouth College, Ocean County College, Newark State College, Montclair State College, Paterson State College, St. Peter's College, Union College, Trenton State College, Morris County College, Rider College (Lawrenceville and Willingboro), and Rutgers University (Camden, Jersey City, Newark, New Brunswick and Paterson). There were approximately 600-700 individuals enrolled in these programs during the 1968 fall term.

The Governor, Richard J. Hughes, signed into law in September, 1968, a college scholarship bill authorizing

the Police Training Commission to award scholarships in the aggregate of \$50,000. Approximately 560 officers competed for these scholarships at a statewide competition held in October of 1968. At least 200 police officers are presently attending school on these scholarships.

The Commission also operates a police recruitment project in Newark for members of minority groups. This project is funded by the New Jersey Department of Community Affairs.

## **THE NEW JERSEY ADJUDICATION SYSTEM**

Under Article VI, Section 1 of the New Jersey Constitution (effective September 15, 1948) the State's judicial power was vested in a Supreme Court, a Superior Court, County Courts, and inferior courts of limited jurisdiction. There are presently throughout New Jersey twenty-one County District Courts, twenty-one Surrogate Courts, twenty-one Juvenile and Domestic Relations Courts, and 521 Municipal Courts, comprising, in the aggregate, the "inferior courts of limited jurisdiction" authorized by the Constitution.

### ***The Courts in New Jersey***

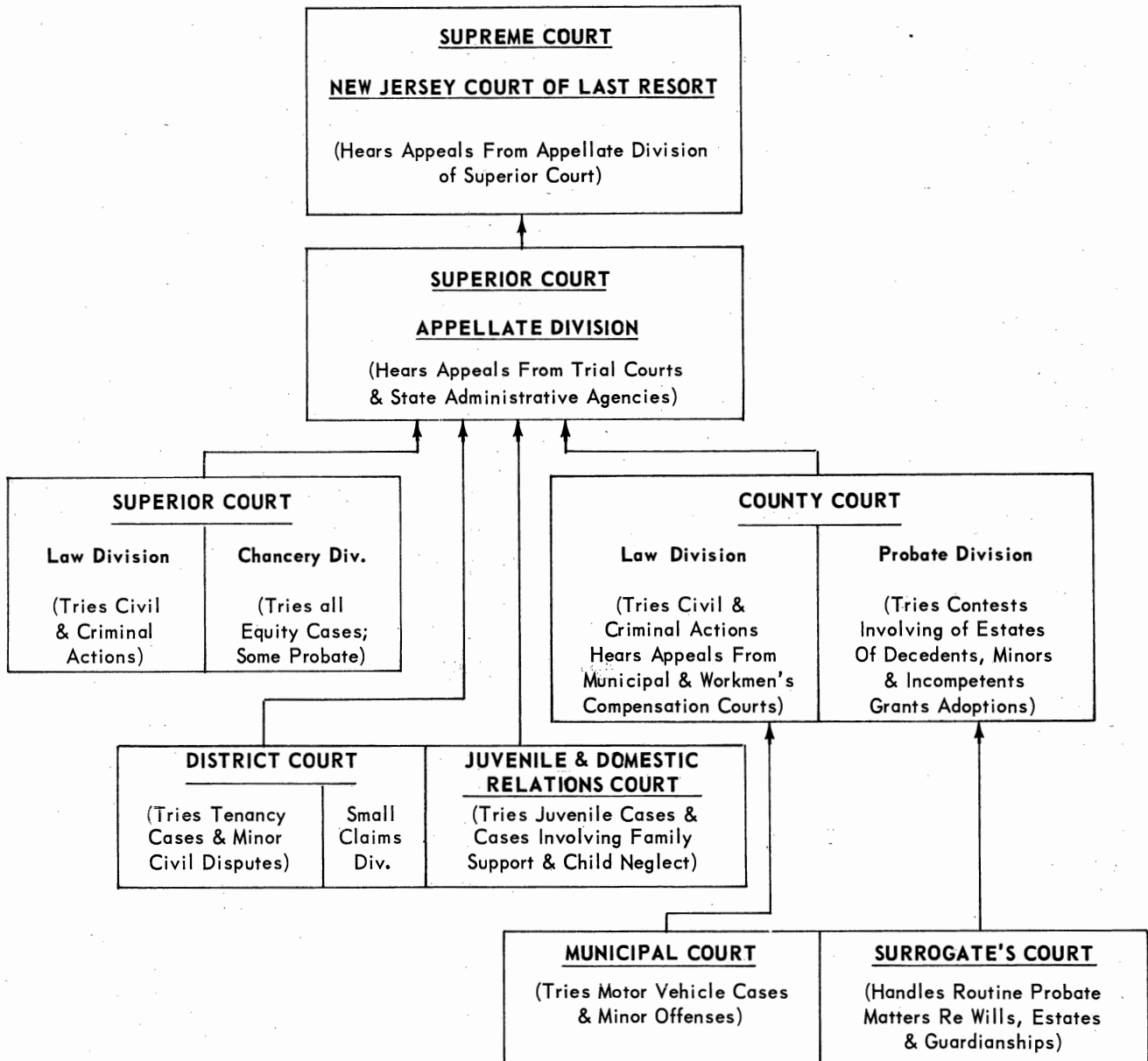
By the Constitution, the Chief Justice is the administrative head of all courts in the State. He carries out administrative rules adopted by the Supreme Court which govern all New Jersey courts and appoints an Administrative Director of the Courts who serves at his pleasure.

The Administrative Office of the Courts gathers and interprets statistics concerning the status of litigation in the State judicial system. It recommends certain adjustments to alleviate present court congestion and prepares projections on future needs of the judicial system. The Office also provides in-service training for both judges and supporting personnel, staff assistance to the several standing and special committees appointed by the Supreme Court, and is secretariat for judicial conferences held throughout the year.

Other management functions of the Administrative Office cover such areas as budget, personnel, court facilities, court reports, and supervision of record-keeping by the courts.

The State provides accommodations for the Supreme Court and part of the Superior Court (Appellate Division and Chancery Division only) and the clerks thereof. The county is charged with providing court facilities for the Law Division of the Superior Court, the

## NEW JERSEY COURT SYSTEM



County Court, the Juvenile and Domestic Relations Court, and County District Court, and their support functions. A municipality having a Municipal Court must provide space for the court and any other services it requires.

By rule of court, the Assignment Judge, designated by the Chief Justice, is responsible for the administration of civil and criminal justice in all courts in his region. He is subject to the direction of the Chief Justice in administrative matters. Provision is also made for designating presiding judges to be responsible for administering each multi-judge court within a region.

The judge, or presiding judge, of the Municipal Court is the administrative head of that court. He is subject to the rules of the Supreme Court and the directives of the Chief Justice, the Assignment Judge, and the Administrative Director.

The year 1967-1968 is the last one for which fiscal data on the New Jersey court system is available. The State's data is based on a July 1-June 30 fiscal year; the county and municipal information is based on a calendar year. The total expenditures for the courts by the State, counties, and municipalities were \$36,505,620, and total revenues were \$27,625,766. The relative burden of total

expenditures was State 19%, counties 67%, and municipalities 14%. The State appropriation for the judiciary was only 0.6% of a total State budget of \$1,500,256,061.

### ***Supreme Court***

The Supreme Court has the exclusive rule-making power regulating the administration, practice, and procedure of all courts. As a court of last resort, it exercises appellate jurisdiction in the following classes of cases:

- In causes determined by the appellate division of the Superior Court which involve questions under the Federal or State Constitution;
- In causes where there is a dissent in the appellate division;
- In capital causes;
- On certification to the Supreme Court, and to the county courts and inferior courts, as provided by the rules; and,
- Such other cases as provided by law.

The Supreme Court may also exercise such original jurisdiction as may be necessary to the complete determination of any cause on review.

The Supreme Court consists of a Chief Justice and Six Associate Justices, nominated and appointed by the Governor, with the advice and consent of the State Senate. The justices serve an initial term of seven years. Upon reappointment, they hold their offices, during good behavior, until they reach the mandatory retirement age of 70 years. The justices may retire at 65 if they wish.

### ***Superior Court***

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

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

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

The Law Division has general jurisdiction in all causes, civil and criminal, and under the rules may hear actions filed "in lieu of prerogative writ." The Chancery Division is divided into two parts, general equity and

matrimonial. The Law and Chancery Divisions may each exercise the powers and functions of the other division, subject to the rules of the Supreme Court, when the ends of justice require.

There are presently 78 judgeships authorized for Superior Court, plus 6 additional judgeships when certified by the Chief Justice as necessary to hear Meadowland disputes. County Court judges can be temporarily assigned by the Chief Justice to sit in the Superior Court. The terms of appointment, tenure, and retirement of judges of Superior Court are the same as accorded to Supreme Court Justices.

### ***County Court***

The law divisions of the twenty-one county courts have general jurisdiction in their respective counties over civil and criminal matters which arise within the county. Equity power may be exercised when the jurisdiction of the court is invoked to resolve the matter in controversy. Appellate jurisdiction is exercised on appeals from municipal courts within the county, from the Division of Workmen's Compensation of the Department of Labor and Industry, and as provided by statute.

The Probate Division has jurisdiction where probate is contested or where an interpretation is required on the terms or validity of a will, which has been admitted to probate.

By rule of court, it is mandatory that motions to suppress in criminal cases be brought in either Superior Court, Law Division, or County Court Law Division, regardless of which court in the county has jurisdiction of the matter being tried or to be tried.

There are presently 88 authorized county court judgeships. Judges serve five-year terms on nomination and appointment by the Governor, with the advice and consent of the New Jersey State Senate. They attain tenure after ten years and third appointment. The County Clerk is the clerk of the Law Division and the Surrogate is the clerk of the Probate Division.

### ***Inferior Courts of Limited Jurisdiction***

The Office of the Surrogate, Juvenile and Domestic Relations Court, County District Court, and Municipal Court are the four inferior courts presently in operation in New Jersey. They were created by statute pursuant to the powers granted by the New Jersey Constitution, Article VI, Section 1.

The Surrogate is the only judicial officer in the State elected to office. He serves a five-year term at a salary that by law may be fixed by the county board of chosen freeholders. The Surrogate is both clerk and judge of the court, and clerk of the Probate Division of County Court. He has jurisdiction over wills submitted for

probate, trusts, guardianships, and administration of intestate estates. He may not, however, hear any contested matters. An Office of the Surrogate exists in each county.

Exclusive jurisdiction over juvenile matters is vested in the Juvenile and Domestic Relations Court. The court also has exclusive jurisdiction on Uniform Support for Dependents Law complaints, filed or received. Judgments by the court which provide for support and maintenance may be docketed in Superior Court, thereby affecting property of the judgment debtor throughout the State. In addition, the Juvenile and Domestic Relations Court has concurrent jurisdiction with other courts relative to non-support, temporary custody of children, and child abuse.

If a juvenile is at least sixteen and less than eighteen years of age and is charged with an act considered indictable if committed by an adult, the juvenile may request that he be tried as an adult. The judge may also refer a juvenile case to the county prosecutor for criminal prosecution if the juvenile is sixteen or seventeen years of age and is a habitual offender, or, if the offense charged is of a heinous nature requiring imposition of a sentence upon conviction for the welfare of society.

There is a Juvenile and Domestic Relations Court in each of New Jersey's twenty-one counties. In thirteen counties there are specially-appointed judges, while the remaining eight counties have judges of County Court hearing matters in Juvenile and Domestic Relations Court. Twenty-seven judgeships are presently authorized for the Juvenile and Domestic Relations Court. The judges' salaries are fixed by statute and are paid by the county. They serve a five-year term on appointment by the Governor, with the advice and consent of the Senate.

Each county has a County District Court whose civil jurisdiction is limited to landlord and tenant cases, \$1,000 in contract actions, and \$3,000 in negligence cases. Criminal jurisdiction is concurrent with that exercised by the Municipal Court, but is not ordinarily exercised.

In eleven New Jersey counties, the County District Court is presided over by county court judges. In the other ten counties, there are specially-appointed judges. Presently, there are 35 authorized county district court judgeships. Judges of the County District Court are appointed by the Governor, with the consent of the State Senate, and serve a term of five years. Their salaries are fixed by statute and are paid by the county.

Each municipality may by law establish a Municipal Court. The territorial jurisdiction of the court is limited

to the area over which it presides, whether it be a single municipality or several municipalities, except in those cases covered by the Fish and Game Laws and offenses under Title 39 covering motor vehicles. Limited civil jurisdiction is conferred by statute, N.J.S.A. 2A:8-24, pursuant to approval by rule of the Supreme Court. Its criminal or penal jurisdiction is as follows:

- Violations of municipal ordinances;
- Violation of the "Disorderly Persons Law," as the offenses may be defined in N.J.S.A. 2A:169-1 through 2A:171-12;
- Violation of the Poor Laws, Ch. 1 and 4 of Title 44, and N.J.S.A. 2A:100-1, where the judge is an attorney, as required by the rules;
- Violation of Ch. 17 of Title 9, Children Bastardy Proceedings;
- Offenses of a lesser grade or degree than a misdemeanor or as to which no indictment by a grand jury is required;
- The specified offenses set forth in N.J.S.A. 2A:8-22 where the judge is an attorney and the one charged waives in writing indictment and trial by jury, Rule 8:3-3(b); and,
- The jurisdiction conferred by Title 4, Agriculture and Domestic Animals; Title 12, the Navigation Laws; Title 19, Elections; Title 55, Tenement Houses and Public Housing; Title 24, Food and Drugs; Title 34, Labor and Workmen's Compensation; Title 51, Standards Weights and Measures and Containers; Title 52, State Government, Department and Officers; and Title 54, Taxation.

### **Judges**

Judges in New Jersey have always been appointed. Depending upon the municipality's form of government either the mayor or the governing body may appoint the municipal court judge. The judge serves a three-year term at a salary fixed by ordinance. If there is a joint court serving two or more municipalities, the appointment of the judge is by the Governor, with the advice and consent of the New Jersey State Senate. The post is usually a part-time one and the judge may continue in private practice. In 1969, 521 municipal courts, including 16 joint courts, presided over by 414 judges, served 567 municipalities. Compensation is determined by the municipalities involved through duly adopted ordinances.

Constitutional provisions and State laws 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, and County Court judges must have been



admitted to the New Jersey bar for at least 10 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. Supreme Court and Superior Court judges may not practice law or engage in any other gainful pursuit. The Constitution prohibits their salaries from being reduced during their terms. Part-time municipal and county judges may carry on private law practices, subject to limitations involving conflicts of interest. All judges must be attorneys except in the case of previously appointed lay municipal court judges. They may be reappointed until they retire. Judges of the three constitutional courts are subject to impeachment or to compulsory retirement if incapacitated. The judges of the Superior Court and County Courts are subject to removal from office by the Supreme Court for such causes and in such manner as provided by law.

## **COUNSEL BEFORE THE COURT**

### ***Prosecution***

The Prosecutor is the chief law enforcement officer in his respective county. Each of New Jersey's twenty-one Prosecutors are appointed by the Governor, with the advice and consent of the New Jersey State Senate, for a term of five years. The County Prosecutor's offices are responsible for criminal investigation, trial preparation and court presentation of indictments returned by the grand jury, and special investigations. In addition, the Prosecutor represents the State in appeals by defendants to the Appellate Division of Superior Court and to the New Jersey Supreme Court. He also represents the State in appeals taken to the County Court by those convicted in the Municipal Courts of violating the Disorderly Persons Act and the Motor Vehicle Act.

The County Prosecutor generally concentrates his energies on serious crimes, while lesser offenses such as traffic violations and disorderly persons offenses are handled in Municipal Courts by municipal prosecutors or by the Municipal Court Judge. 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.

The Prosecutor wields much discretionary power. He decides whether to conduct investigations and how thoroughly they are to be conducted; he decides whether to bring an alleged offender before a grand jury; he controls what evidence a grand jury hears; he may decide to reduce the charge to a lesser offense in return for a plea of guilty (called "plea bargaining"); he may decide under certain circumstances to ask a judge for permission to drop a case after a grand jury has returned

an indictment. It is truly said that the quality of county law enforcement in New Jersey is directly affected by the quality of the Prosecutor.

For these reasons, among others, Senate Bill No. 448 was enacted into law on February 9, 1970, creating full-time prosecutors in certain more populous counties. The law, Chapter 6 Laws of 1970, stipulates that prosecutors appointed on or after January 20, 1970 will devote full-time to the duties of office and not engage in the practice of law or other gainful employment. The law applies to counties of the first class i.e., more than 600,000 population (Bergen, Essex, and Hudson), counties of the second class having a population in excess of 265,000 according to the 1960 census (Camden, Mercer, Middlesex, Passaic, and Union), and counties of the fifth class having a population in excess of 265,000 according to the 1960 census (Monmouth). Prosecutors already in office in those counties on the effective date of the Act may choose to devote full-time to their duties by filing notice to the Governor, Attorney General, the Secretary of State and the Clerk of the County Board of Freeholders. The Act also provides that full-time prosecutors receive the same annual salary as full-time judges of the County Courts, and that assistant prosecutors must also devote full-time to the duties of the Prosecutor's Office rather than practice law or pursue other gainful employment.

The Attorney General administers the affairs of any of the twenty-one county prosecutor's offices when there is a vacancy in the Office of the Prosecutor; when the prosecutor requests his aid because of a conflict of interest; when an assignment judge requests assistance; when the Board of Chosen Freeholders requests the Attorney General to assume administration in the county; or, at the Governor's request. The Criminal Investigation Section of the Division of Law, Department of Law and Public Safety, acts as a coordinating body between the Attorney General and the twenty-one county prosecutors. The Criminal Investigation Section's staff attorneys may prosecute cases at the request of the county prosecutor.

Formal, specialized courses are available to members of the prosecutor's staff on an infrequent basis.

### ***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 — the preliminary hearing, the trial, the appeal, the petition for post-conviction relief, and any hearing dealing with the revocation of probation.

In New Jersey, the only reason for an adult or juvenile defendant in a criminal proceeding to appear pro se in a matter before the court is if he waives his right to counsel. The Office of the Public Defender was established to represent indigent defendants in all indictable offenses and to represent 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.

### ***Office of the Public Defender***

Effective on July 1, 1967, the State of New Jersey established the Office of the Public Defender to provide legal representation for any indigent defendant formally charged with an indictable offense. Chapter 43, Laws of 1967, provides for all necessary services and facilities of representation, including investigation and preparation for the indigent defendants. The jurisdiction was later expanded (N.J.S.A. 2A:158A-24) to include indigent juveniles, formally charged with the commission of an act of juvenile delinquency, whose prosecution could result in institutional commitment (in the opinion of the juvenile judge).

The services of the Office of the Public Defender are rendered in the county courts of New Jersey, the Juvenile and Domestic Relations Courts, 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 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, and that the guilty be convicted only after a fair trial. Indigency is determined by an affidavit of indigency from the applicant.

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.

The Office of the Public Defender is administered by the New Jersey State Public Defender, who is appointed by the Governor with the advice and consent of the Senate for a term of five years. The Office consists of a headquarters at Trenton, twelve regional offices and one sub-regional office, as well as an appellate section and a section for the defense of juvenile offenders.

The headquarters section is composed of the Public Defender and Deputy Public Defenders, who handle liaison work in the Northern and Southern Regions and supervise the Statewide juvenile program, as well as the appeals section in Newark. The staff includes 93 trial attorneys and 15 appellate attorneys, as well as 47 members of the investigative force. The Public Defender formulates overall policy and directs the program's administration. The regional offices cover areas comparable to the vicinages of superior court assignment judges. These regional offices supervise case loads, establish and maintain volunteer attorney pools, and supervise reporting to the headquarters of cases received and their disposition. The court refers the indigent accused to the Office of the Public Defender.

The appeals section, is located at Newark. It handles all matters of an appellate nature arising in the regional offices. It also acts as a clearing house, furnishing data on new court decisions and new statutory regulations to all staff members.

The Office of the Public Defender has stated that whether the indigent accused is to be served by staff personnel or by trial pool counsel, the legal representatives must render the same service to the indigent as though they were privately retained, and without regard to the use of public funds to provide such services.

In its first year of operation, the office received 9,987 cases and disposed of 4,841. The costs are borne entirely by the State, and in fiscal 1969-1970, \$3 million was appropriated for operations. The office is administratively attached to the Department of Institutions and Agencies.

### ***Legal Services Projects***

The Office of Economic Opportunity's Legal Services Projects provide legal representation to indigents charged with indictable offenses up to the preliminary hearing stage. They may also represent indigents on non-indictable offenses and on civil matters. If the civil matter, however, is one of a fee-generating nature (e.g., workmen's compensation or an auto negligence claim as plaintiff) then the applicant-client uses the referral system to obtain an attorney. In the event that Legal Services cannot supply counsel on a non-indictable offense, an application can be made by the person charged to the judge of the Municipal Court. Counsel will then be assigned from the master list which the assignment judge maintains.

In 1969, there were 13 projects located in New Jersey, generally as part of community action agencies but

operative out of 55 county and neighborhood law offices. O.E.O. grants pay 80% of the operating costs of the projects and the balance is raised locally, usually by county appropriations or bar associations. The Department of Community Affairs provided \$814,300 to these projects in fiscal 1969-1970 to meet local share costs of legal services grants awarded by the U.S. Office of Economic Opportunity.

The applicant for legal assistance must swear to an affidavit of indigency. If the applicant's income exceeds O.E.O. income guidelines, a referral attorney can be obtained. He is, of course, then compensated by the applicant-client.

There are second and third-year law students presently serving Legal Services Projects in New Jersey by performing non-litigative tasks in the civil area. They interview clients, do legal research, and prepare legal memoranda for Project staff. With the approval of the Legal Aid Society and State Supreme Court, third year law school students and law school graduates under Court Rule 1:21-3(c) may represent indigent persons in civil litigation in the County District Courts, Juvenile and Domestic Relations Courts, and Municipal Courts.

A limited number of summer internships are available directly with the Legal Services Projects and indirectly with the Projects through an interim program administered by the New Jersey Department of Community Affairs. In addition, VISTA and Smith Fellowships are available at no charge to the requesting organization.

## CORRECTIONS IN NEW JERSEY

### *State Government Corrections*

The Department of Institutions and Agencies is the unit of State government responsible for administering institutions and agencies designed to meet human welfare needs. The department is governed by a voluntary board of prominent citizens, the State Board of Control, and is headed by a Commissioner who serves as a member of the Governor's cabinet. The Commissioner of Institutions and Agencies is appointed by the State Board of Control with the approval of the Governor. He serves as Commissioner for as long as the State Board of Control desires.

The Division of Correction and Parole develops programs and operates institutions and agencies directly concerned with corrections at the State level. Its components are two staff bureaus (the Bureau of Programs and the Bureau of Operations), two operational bureaus (the Bureau of Parole and the Bureau of State Use Industries), fourteen correctional

institutions, ten satellite camps, and a community residential half-way house.

The Bureau of Programs develops standards for operational unit programs and assists the Division Director in devising viable correctional programs. The Bureau of Operations audits operational unit programs to evaluate effectiveness and proximity of their operations to Division standards.

The Bureau of Parole supervises all parolees, age fourteen and over from New Jersey State correctional institutions, and parolees from other State jurisdictions accepted under the terms of the Inter-State Compact for the Supervision of Parolees. Parolees under the age of fourteen are supervised by the Bureau of Children's Services, Division of Public Welfare.

The Bureau of Parole investigates requests for parole planning from in-state and out-of-state sources, develops parole placements and completes special, related investigations as requested. To implement these programs, the Bureau operates from nine district offices strategically located throughout the State; from institutional parole offices in the major correctional institutions, and from a central office in Trenton. Staff consists of 227 employees; 157 of whom are parole officers and supervisors. As of June 30, 1969, there were 5,351 cases under supervision in New Jersey from in-State and out-of-State institutions, for an increase of .3% over the previous year.

### CASELOADS

<i>Year Ending</i>	<i>Cases Under Supervision in New Jersey</i>	<i>Numerical Increases</i>	<i>Percentage of Increase Over Prior Year</i>
6-30-65	4959	353	7.6%
6-30-66	4981	22	0.4%
6-30-67	5430	449	9.0%
6-30-68	5335	-95	-1.7%
6-30-69	5351	16	0.3%

Special projects currently operational in the Bureau of Parole include:

- A specialized caseload of adult parolees having a history of narcotic usage. Two years experience with this caseload, measured against a control group, shows less arrests, better employment record, and less narcotic involvement. A similar project has been initiated for juveniles.
- Specialized caseloads of juveniles encompassing prior parole violations, of minimum discharge cases, and of mothers of out-of-wedlock children. Data on these special caseloads are not presently available.

- Inauguration of the first New Jersey community-based parole facility, located in a low-income housing complex in Jersey City which operates 24 hours a day, 7 days a week. 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.

The Bureau of Parole also has a number of research projects in progress, the notable of which include:

- A study sponsored by the Rutgers School of Sociology which will examine the "Socializing Effects of Girl Friends or Wives on Male Parolees." The study seeks to determine the values of meaningful relationships on parolee success rates.

- A Federally funded project, "Parole Techniques Study," sponsored by the Division of Correction and Parole, will try to determine those techniques in the treatment process which aid parolees in community adjustment.

- Cooperation of the Bureau of Parole with the National Probation and Parole Institutes "Uniform Parole Reports" resulted in a parole outcome study for a one year period. This study will permit the Bureau to evaluate New Jersey parolees against national statistics.

The Bureau of State Use Industries provides inmate production occupations for the manufacture of goods that are sold to and for the use of governmental agencies. In 1969, the Bureau operated 28 shops, accommodating 33 industries in six institutions.

There are 813 inmates at the prison reformatory complexes and nine residents of the Edward R. Johnstone Training Center who are employed full-time in the shops. Wages paid to inmate workers in the last fiscal year for State Use production total \$65,847. A voluntary citizen State Use Advisory Council serves in an advisory capacity to the Bureau's operations.

### ***State Prison Complex***

The State prison complex consists of three major institutions, Trenton Prison, Rahway Prison, and Leesburg Prison — as well as three camps — West Trenton satellite of Trenton Prison, Rahway Camp and Marlboro Camp satellites of Rahway Prison. The prison complex population as of June 30, 1969 totalled 3,213 inmates. This represented an increase of 10% over the same period of the previous year. They were distributed accordingly:

Trenton Prison	1,360
West Trenton Unit	164
Rahway Prison	1,162

Rahway Camp	80
Marlboro Unit	126
Leesburg Prison	321

Trenton Prison is the receiving institution for male adults committed with fixed minimum-maximum sentences. Inmates from Trenton Prison are then classified. They either remain at Trenton Prison, or are selected for minimum security residence at the West Trenton Unit, or are sent to Rahway Prison and from Rahway Prison to the Marlboro Unit or Rahway Camp when relaxed security is warranted, or the inmates are selected to go to Leesburg Prison, presently a minimum security prison farm. A new medium security prison is now under construction at the Leesburg Prison site. It will merge administratively with the present Leesburg Prison. Initially the new facility will house 350 inmates. By 1971 it will expand to 500. However, the continuing increase in commitments indicates that present expansion of facilities will be inadequate to meet even the present overcrowding of the Trenton and Rahway Prisons. A study done by the Division of Correction and Parole on projected prison populations, indicates that the State may expect an approximate prison population increase of 44% by 1980. A conservative projection for 1975 places the total prison population at 3,600.

Trenton Prison and its satellite have 342 staff positions: 235 custody staff positions, 43 positions in the medical, social service, psychology and education areas, and 64 positions in industrial, maintenance, trade and support activities. The Rahway Prison operations are carried out by 306 employees: 222 employees hold custodial positions, 19 hold medical, social service, psychology and education positions, and 63 hold industrial, maintenance, trade, and support positions. There are 187 employees at Leesburg Prison: 126 employees are in custodial slots; 18 hold medical, social service, psychology, and educational positions; and 43 are in industrial, maintenance, trade, and support positions.

The 1969-1970 fiscal year operating expenditures budgeted for Trenton Prison and its satellite are \$3,225,266; the budget for Rahway Prison and its satellites is \$2,406,268; and the Leesburg Prison operating budget totals \$1,279,116.

### ***State Reformatory Complex***

The State reformatory complex consists of three major institutions — the Youth Reception and Correction Center, Bordentown Reformatory, and Annandale Reformatory; five camps designated West Trenton Unit — a satellite of Youth Reception and Correction Center; the Neuro-Psychiatric Institute Unit and the New Lisbon Unit of Bordentown Reformatory;



and the Stokes Forest and High Point Units of Annandale Reformatory; and, the Robert Bruce House — a community half-way house, administered by the Youth Reception and Correction Center.

As of June 30, 1969, the reformatory complex had a total population of 2,019, a 9% increase over the same period of the previous year, distributed as follows:

Youth Reception Center	172
Youth Correction Center	460
West Trenton Unit	33
Bordentown Reformatory	685
Bordentown Unit at Neuro-Psychiatric Institute	62
Bordentown Unit at New Lisbon	63
Annandale Reformatory	465
Annandale Unit at Stokes Forest	43
Annandale Unit at High Point	46

The Youth Reception and Correction Center, opened in November, 1967, receives and classifies all male reformatory commitments. It has a capacity of 296 for indeterminate sentenced inmates, offers a special residential treatment unit with a capacity of 60 beds for severely disturbed reformatory inmates, and provides a residential facility with a capacity of 518 for regular reformatory inmates. From the Youth Reception and Correction Center, inmates may be placed in its minimum security satellite unit at West Trenton, or may remain in residence at the Correction Center, or may be sent to Annandale Reformatory with subsequent option for placement in one of Annandale's minimum security satellites, or may be sent to Bordentown Reformatory in one of Bordentown's minimum security satellites.

Bordentown Reformatory is an institution for males, ages 16 to 30, who have not previously served a sentence in a prison or penitentiary. The reformatory attempts a positive resocialization of the offender through its social education classes, group and individual psychotherapy and counseling, social casework, and work program.

Annandale Reformatory is a cottage-type institution for males, ages 15 to 21, who have had no previous commitment to a reformatory or prison. The institution attempts to inculcate acceptable standards of good citizenship, good work habits, and sound social values. The treatment program consists of social and academic education, prevocational, group and individual psychotherapy and counseling, extensive recreation activities, and a comprehensive work program.

The Youth Reception and Correction Center and its satellite have 298 staff positions: 159 custody staff positions, 73 positions in medical, social service,

psychology and education areas, and the remaining staff positions are in industrial, maintenance, trade and support activities. Bordentown Reformatory and its satellites have 239 staff positions: 146 in custody, 30 in medical, social service, psychology and education areas, and 63 positions in industrial, maintenance, trade and support activities. Annandale Reformatory and its satellite units have 216 positions: 125 custody staff positions, 29 medical, social service, psychology and education positions, and 62 staff positions in industrial, maintenance, trade, and support activities.

Appropriated funds for operating expenses in the reformatory complex of institutions for the current fiscal year are as follows: Youth Reception Center and its satellite, \$2,438,932; Bordentown Reformatory, \$2,138,077; and Annandale Reformatory, \$2,185,069. The West Trenton Unit funding and staff is included in the appropriations for the three major institutions of the reformatory complex.

The community half-way house, or Robert Bruce House, was established in 1962 upon the approval of a grant from the National Institute of Mental Health. When the Federal grant was terminated, the Robert Bruce House became administratively a part of the Youth Reception and Correction Center. The Robert Bruce House is located in downtown Newark. It provides a supportive environment for parolees from the reformatory complex who are without friends and relatives to assist them in their re-entry into society. The House can handle as many as 21 parolees and is staffed with a director and 4 assistants. Its operating budget for the current fiscal year is \$46,556.

### ***Training School Complex***

The training school complex consists of the new Training School for Boys, the State Home for Boys, and its satellite — The Wharton Tract Unit.

The Training School for Boys began receiving commitments in January, 1969. The facility consists of twelve brick cottages arranged in a horseshoe pattern facing an all-faith chapel. It can accommodate 200 boys between the ages of eight and thirteen, thus permitting the separation of first and very young offenders from the influence of older more sophisticated delinquents. The training school is a self-contained school, providing small academic and remedial classes, psychiatric and school services, arts and crafts, and an indoor-outdoor recreation program. It is located adjacent to the Neuro-Psychiatric Institute at Skillman. The population at the Training School for Boys, as of June 30, 1969, was 96.

The State Home for Boys is a cottage-type facility for juvenile male commitments between the ages of eight

and sixteen. The correction program is concerned with developing good work habits, preliminary training in certain skills, and vocational and social interests. In addition, there is individual and group counseling, and formal schooling available to the inmates. The population at the State Home for Boys, as of June 30, 1969, was 408 and, in addition, there were 28 boys in residence at the Wharton Tract Satellite Unit.

The Training School for Boys' staff complement totals 144; 71 of these positions are custodial; 38 are medical, social service, psychology, and education positions; and 35 are in maintenance, trade, and support activities. The State Home for Boys has 270 staff positions; 132 of which are custodial positions; 56 are medical, social service, psychology, and education positions; and 85 are in maintenance, trade, and support activities.

The 1969 budget for operations at the new Training School for Boys was \$924,988. Operating expenses at the State Home for Boys in 1969 was \$2,243,733.

### ***State Home for Girls***

The State Home for Girls in Trenton, is an institution for juvenile delinquent females between the ages of eight and seventeen. Population figures at the State Home for Girls as of June 30, 1969, show 120 in residence at the main institution and nine in residence at the community pre-release center. Many of the girls committed have had previous institutional or probation experience.

The staff consists of 139 employee positions; 57 are custodial positions; 29 are medical, social service, psychology, or educational positions; and 53 are maintenance, trade, and support activities. The operating budget for the State Home for Girls, including its community residence, for 1969 totals \$1,278,050.

### ***State Reformatory for Women***

Clinton Farms is a cottage-type institution for females sixteen years and over. The population as of June 30, 1969, was 201 with 9 of these at the community center. Over one-half of the women are under 21. Their offenses range from juvenile delinquency to homicide. The reformatory operates a residential community center in the town of Clinton where women gain experience in community living while still in inmate status. Staff positions total 226; 108 are custodial positions; 31 are medical, social service, psychology, and education activities positions; and 87 are in industrial, maintenance, trade, and support activities. The 1969 operating budget for Clinton Farms and its satellite was \$1,687,034.

### ***Residential Group Centers***

The Highfields-type residential group center originated in New Jersey in 1950. Highfields, supported by private funds, occupied the residence of Charles A. Lindbergh. In 1952 the State of New Jersey took over Highfields. The Division of Correction and Parole now supports four such centers, three for boys and one for girls. All of the centers follow the same program of work, community contacts, and guided group interaction that has characterized Highfields. The only change is the location of the center and the type of work engaged in during daytime hours.

Boys at the Warren residential group center, which opened in 1960 in northern New Jersey, work at a fish hatchery operated by the State Department of Conservation and Economic Development. In 1961, Turrell, the first such residential unit for girls, was established in central New Jersey. The fourth and newest center, Ocean residential group center, was opened in southern New Jersey in 1963. Turrell girls help care for geriatric patients at Marlboro State Hospital, and the boys at Ocean work at the State Game Farm.

Residents in group centers retain legal status as probationers and are responsible directly to the Juvenile Court. This is not the case with commitments to other Division of Correction and Parole institutions. The age grouping of 16-18 years has been continued from the original Highfields concept as have the other criteria of admission, namely: the residents should not be psychotic, mentally retarded, sexually deviate, or have any previous commitment to a State correctional institution. Their length of stay is limited to four months. New Jersey juvenile courts find the residential centers a welcome alternative to reformatory commitments for 16 and 17-year olds who have failed under the usual conditions of probation in their home communities.

The number of residents at each residential group center ranges from fourteen to twenty at any one time. Each facility has a staff of six, including a superintendent and assistant superintendent. The 1969-1970 fiscal year operating budgets for the centers are: Highfields — \$75,921, Warren — \$64,731, Ocean — \$70,230, and Turrell — \$66,671.

### ***Inmate Services***

Satellite camps of the correctional institutions are located in places where inmate help may be utilized to the advantage of institutions and agencies other than the Division of Correction and Parole. Inmate services to mental hospitals and retarded institutions include laundry, food service, maintenance, patient care, farming. In addition, services are rendered to the

Department of Conservation and Economic Development in parks and forestry projects. A regional laundry, located at Rahway Prison, and a regional bakery, located at Trenton Prison, provide services for State institutions located in these geographic areas. In 1969, some 750 minimum security inmates provided services to other State institutions and agencies.

### ***Training***

The Division of Correction and Parole conducts a number of training programs for its operational unit staffs. In the 1969 fiscal year, monthly one-day orientation programs for new employees reached 533 new staff members in 73 different job categories.

One six-day and one seven-day Officer's Training School programs reached 72 persons; the seven-day program included three nights in residence. There were also three two-day in-residence training courses conducted for 62 supervisory personnel, one two-day Executive Development Program for superintendents and bureau chiefs, and two one-day sessions for 11 institutional training officers.

In addition, there were 180 line-staff persons who participated in three-day Group Counseling Workshop programs; 85 persons who took part in nine-day sessions under a Federally funded training project; 192 persons who took part in training programs sponsored by the Department of Institutions and Agencies; and 70 persons who received special training, such as speed reading and management techniques, through the Department of Civil Service.

### ***Inspection and Consultation Services***

The Division of Correction and Parole is legally responsible for inspecting county jails, workhouses, and penitentiaries, county juvenile detention shelters, and municipal police lock-ups. The Division also inspects the physical plant and custodial operations of its own institutions. Inspections are made to insure that facilities safely contain prisoners, provide the necessary comforts, and ensure the separation of juveniles from adults, as well as females from males. During the last fiscal year, Division of Correction and Parole staff inspected all 241 of the State's municipal lock-ups; all fifteen juvenile detention homes; four penitentiaries and workhouses, two county jail annexes, and all of the twenty-one county jails.

Division staff provides consultation services to local government units engaged in building or remodeling existing correctional facilities. Twenty-seven consultations were held during the fiscal year regarding new construction and alteration of physical facilities.

Other special assignments included interviews with

inmates regarding grievances and surveys of custodial staff needs and special operational areas. These services are performed by three staff members — a correction captain, a correction officer, and a senior jail inspector.

### ***Statistical Services***

The Division of Correction and Parole employs a research specialist to develop statistical data and systems for collection and dissemination of data pertinent to effective management of the Division's operating units. Updated institutional population trend tables are distributed monthly, quarterly, or semi-annually depending upon the nature and importance of the trend category being reported.

Special statistical studies completed during 1969 include a series of statistical reports on the offender, personal characteristics of inmates in different institutions, and special studies of admissions and population trends.

In addition to the preceding discussion of Division of Correction and Parole programs, there are corrections activities that are either not under the direct jurisdiction of the Division of Correction and Parole or are shared with other units of State government.

### ***Board of Managers***

Voluntary citizen Boards of Managers, subject to the supervision, control and ultimate authority of the State Board of Control, are vested with the responsibility of establishing policy guidelines in the management, direction, and control of the State prison complex, reformatory complex, training school complex, State Home for Girls and Reformatory for Women. Except for the State prison and minimum-maximum sentenced women at the women's reformatory, the Boards of Managers are the paroling authority.

### ***State Parole Board***

The State Parole Board, a three-member body appointed by the Governor, is administratively independent of the Division of Correction and Parole. The board determines parole for those persons serving sentences having fixed minimum-maximum terms and life sentences. It also considers for parole certain inmates of county penitentiaries, but only if they apply for hearing after they have served at least one year of sentences greater than a year. In addition, the parole board advises the Governor in clemency matters.

### ***Parole Services of Bureau of Children's Services***

The Bureau of Children's Services, in the Division of Public Welfare, Department of Institutions and Agencies, is responsible for supervising paroled children from the juvenile institutions under age fourteen; or

those between ages fourteen and sixteen who have special problems that can best be handled by this agency.

Field services of the agency are performed from 22 district offices, one in each county except Essex which has two district offices. As of January 19, 1970, the Bureau of Children's Services had 310 cases under parole supervision — 170 from the State Home for Boys, 12 from the Training School for Boys and 128 from the State Home for Girls. Since correctional services are not divorced from general field services, it is not possible to state the budget for correctional services rendered.

## NARCOTICS TREATMENT — PUBLIC AND PRIVATE PROGRAMS

There have been three significant events in New Jersey in recent years that are precipitating a rapid and far reaching advance in drug abuse prevention, control, treatment, and rehabilitation in the State. Each had its genesis in statutory enactment by the New Jersey Legislature.

The first major step was the enactment in 1964 of Senate Bill 210, N.J.S.A. 30:6C, which offered hospitalization as a voluntary alternative to incarceration for noncriminal addicts convicted as disorderly persons. This bill reflects the socio-medical view of drug abuse. It called for a pattern of in-patient residential treatment centers for withdrawal and treatment, and regional aftercare clinics sponsored by counties for medical aftercare services. The bill calls for a multi-disciplinary program of prevention; of education aimed at the public, the helping professions, and addicts themselves; of vocational and social rehabilitation; and of quasi-legal and legal control in the field of drug addiction.

The second major step was placement by the Legislature on the November 1968 ballot, and approval by the people in referendum, of a \$6 million bond issue for the construction of a Narcotic Drug Treatment Center. Architectural studies are currently under way. The Center will provide a quarantine setting without jail appurtenances.

The third major step was the enactment in 1969 of Assembly Bill 271, N.J.S.A. 26:2G, which creates a Division of Narcotic and Drug Abuse Control in the State Department of Health, and draws together a wide range of State prevention, control, treatment, and rehabilitation activities presently scattered in several State Departments. These include education programs,

registration programs, institutional and community-based treatment and rehabilitation programs — a combination that may, with the first two tools set out above place New Jersey in the forefront in integrated State programs against drug abuse. This new Division is now in process of formation. Many of the public programs listed herein will be part of the new Division's armory within a matter of months. A likely synergism will result from their combination and coordination. The public programs are as follows:

- **Department of Institutions and Agencies.** This Department presently has prime responsibility for carrying out a wide range of education, diagnosis, treatment, and rehabilitation activities in accordance with the aforesaid N.J.S.A. 30:6C. Of particular interest in this regard is the Department's discharge of the in-patient and aftercare aspects, already mentioned above, of that statute.

The in-patient aspect of the statute calls for one or more in-patient residential treatment centers to be established in State, county or municipal institutions or as new, separate facilities. The first of these is a **Drug Substance Section** maintained at the New Jersey Neuro-Psychiatric Institute, Skillman, New Jersey. The unit presently has a 64-bed ward for male patients and a 12-bed ward for female patients. There were 86 budgeted positions in the 1969 operating budget of \$790,336.

Most of the patients admitted for treatment have been sentenced as disorderly persons based upon the Narcotic Act, N.J.S.A. 24:18, or the Dangerous Drug Act, N.J.S.A. 24:6C. The judge on sentencing is required to give the offender the option of serving time or of volunteering for treatment. If the offender volunteers for treatment, sentence is suspended and the person is placed on probation up to three years, providing that he remains under an effective treatment program. The maximum length of sentence upon conviction as a disorderly person is six months. The law also provides for the admission of patients not under duress. As a private citizen age 21 or over or as a married person under age 21, a patient may voluntarily admit himself. He must agree to remain a minimum of 45 days. If he is under 21 years of age and unmarried, he can be admitted if his parent or legal guardian will sign the admission papers.

Those convicted on the charge of use of narcotics or dangerous drugs, who are serving sentence, may apply for resentencing. As a condition of resentence they may ask for admission to **in-patient treatment centers**. People on bail or bond who await grand jury action or trial for the use of drugs or other charges not involving acts of violence that constitute high misdemeanors may seek treatment in a **residential in-patient center**. They must be



considered acceptable to the program by the professional staff, and they must be recommended by professional custodial persons. In all cases the physician in charge of the residential in-patient center, with the approval of its coordinator, may deny an admission or discharge a patient while in treatment if diagnostic screening and evaluative decisions deem the person an unsuitable candidate for the program. In-patient facilities comprise the above mentioned seventy-six beds, with ancillary services and treatment including screening, diagnosis, detoxification, and methadone maintenance preparation.

The **Center** employs a conventional mental hospital staffing pattern. It utilizes a gas chromatography lab and thin layer chromatography, and provides detoxification services and methadone loading services for its maintenance research program.

Treatment in the Center begins with the rapid reduction and withdrawal of addicting drugs from the patient. Then the patient enters a carefully structured correction and rehabilitation program. It is designed to produce a more responsible attitude toward life and its problems. Under a 51 month N.I.M.H. grant a second in-patient facility is maintained at Marlboro State Hospital, with thirty-two beds.

The out-patient aspect of the Statute calls for the establishment of one or more regional, medically-oriented **aftercare clinics**. The clinics are to be operated by individual counties or by several counties on a joint cooperative basis. At present, these include an out-patient facility for subsequent methadone maintenance maintained at 1100 Raymond Boulevard, Newark; also, nine County-State aftercare clinics maintained in Union County (Rahway), Bergen County (Bergen Pines Hospital, Paramus), Middlesex County (Roosevelt Hospital, Metuchen), Morris County (All Souls' Hospital, Morristown), Passaic County (Paterson), Essex County (State Offices, with two sub-stations), Mercer County (Trenton), and Camden County (Camden). A total of \$189,079 in State aid was available to these clinics in 1969.

The treatment approaches are adapted to area demography and epidemio-legal findings: Middlesex County has a combined alcohol-drug clinic; Morris County uses a social-psychiatric approach with emphasis on preventing drug abusers from further abuse and addiction; Bergen County's out-patient clinic setting reaches into the community, stressing family and community involvement; Union County has an integrated probation-psychiatric approach; Passaic County utilizes the conventional mental health approach in a storefront-type setting; and Essex County has an integrated psychiatric-probation-community agencies

approach. The community aftercare clinics had an aggregate operating budget for 1969 of \$423,529. The total caseload from July 1, 1969 to December 31, 1969 was 1,374, and the clinics had 47 full-time and 29 part-time employees.

- **Department of Health.** This Department has responsibility for the control of manufacturing and distribution of "narcotic drugs" through licensure and inspection. It engages in similar control of "dangerous drugs", but here the tools are registration and records keeping. In addition, the Department is responsible for examining (after notice to the Department) and certifying the identity of wild marihuana, and for the supervision of destruction by the County Prosecutor. As mentioned above, the new Division of Narcotic and Drug Abuse Control will be placed administratively in this Department.

- **Department of Community Affairs.** This Department is fiscal intermediary for, and supplies additional in-kind services to, the New Jersey Regional Drug Abuse Agency at "Liberty Park" in Jersey City. This is a community-based facility, in the form of a non-profit corporation financed through the Department from Federal funds under the 1966 amendments to the O.E.O. Act of 1964. The facility includes 225 beds. It is a voluntary program, and includes detoxification, interaction group therapies, job training and placement, and attitudinal training. There are six community out-reach centers in four counties: Union City, Jersey City, Newark (2), New Brunswick, and Asbury Park.

- **Department of Education.** This Department has prime responsibility for mounting educational programs against drug abuse. This is discharged through a Summer Workshop for school teachers on drugs and drug abuse; regional seminars for teachers and administrators on drugs and drug abuse; and State College conferences on drug abuse for students (future teachers), school nurses, counselors, and other personnel.

- **Department of Labor and Industry.** This Department conducts rehabilitation efforts toward employment counseling and placement of detoxified addicts. The Department works with the Neuro-Psychiatric Institute and the County aftercare facilities. Hudson, Middlesex, Essex, Bergen, and Union Counties are served.

- **New Jersey College of Medicine and Dentistry.** This State Medical College, situated as it is in Newark, and actively entering into a comprehensive narcotics program, holds great hope for impact in the Newark area. As of September 1, 1969, an N.I.M.H. grant has enabled establishment of a narcotic addiction treatment

and rehabilitation program for the Newark Model City area. Relationship as co-sponsor is extended to six private and public agencies. In-patient care, out-patient care, halfway-houses, emergency services, consultation and education will be provided. In addition, the College is mounting a Narcotics Registry Project, a Narcotics Laboratory, preventive education courses, an out-reach clinic, and an evaluation unit.

There are seven principal institutional (non-profit corporation) private drug abuse programs conducted in New Jersey. Frequently these are community-based operations, and there is frequent religious organization involvement. Presently there are no State standards, and hence little State-aid. The private programs do, however, perform a State service, since they provide 37% of the State's in-patient beds. There are also a number of non-incorporated associations (citizens or community) against drug abuse, one of which (S.L.A.N.T.) is included below as an example.

- **New Well.** This is a day center self-help program in Newark with a satellite unit in Passaic. The program is privately financed with supplementary staffing funds from the National Institute of Mental Health. The program offers detoxification, urine analysis, case finding, self-help therapies and vocational guidance and placement.

- **D.A.R.E. (Drug Addiction Rehabilitation Enterprise, Inc.).** This is an addict and ex-addict self-help program with a central office and an out-reach unit and residential center in Newark, a residential hotel operation in Island Heights, and a rural residential treatment farm in Carlisle, Pennsylvania. The program is funded by private N.I.M.H. support. The program offers medical care, urine analysis, modified Daytop Village approach of induction, treatment and aftercare services in the community.

- **Mt. Carmel Guild Narcotic Rehabilitation Center.** The program is located in Newark, and consists of individual and group therapy and counseling in all areas of addict rehabilitation. The program will be included in the Mt. Carmel Guild Community Mental Health Center now being constructed. This agency is funded by diocese and Federal support.

- **St. Dismas Hospital for Drug Addicts.** This is a residential treatment, privately operated hospital in Paterson. The program offers a religious, authoritative and directive treatment regimen. Families of addict residents are directed to attend group therapies. The program is privately and contractually funded.

- **Integrity, Inc.** This is a residential self-help house with cost sharing and interaction supportive program. Staff is partially funded by N.I.M.H. grant.

- **N.A.R.C.O. (Narcotic Addicts Rehabilitation Center Organization).** This organization provides narcotic casefinding services, urine monitoring and ex-addict and professional services. It is a privately funded self-help group. At present it is seeking further funds through the County and State.

- **Odyssey House.** This is a residential house, affiliated with Narcotic Project of the New Jersey College of Medicine and Dentistry. Operational as of November of 1969, its treatment includes a psychiatrically supervised therapeutic community involving 30 beds with "storefront" outreach centers in the neighborhood.

- **S.L.A.N.T. (Student League Against Narcotic Temptation).** This is a unique student movement against drugs. Primarily active in Hudson County, but nationally reported-on.

### **Forensic Unit**

The forensic psychiatry section is one of the seven semi-autonomous clinical sections of the **Trenton State Hospital**. It provides observation, examination, and treatment for patients from the entire State who require the specialized security facilities that can only be provided by this hospital section. The patient population, therefore, is limited to patients who require maximum security facilities because of their clinical condition, or because they have come from State penal institutions, or have such serious charges against them, (e.g., homicide) that they require maximum security handling. The unit is administered by an assistant medical director, who is directly responsible to the medical director for the proper operation of this section.

The physical plant used by the forensic psychiatry section, unfortunately, reflects an emphasis on security common at the time the plant was built. The treatment resources of the physical plant are markedly inferior to the plant's security resources. Because the unit's population has been reduced, some space previously used in its security operation is now available for treatment programs.

A major treatment goal is to get the patient out of the grim prison-like surroundings of the forensic psychiatry physical plant as rapidly as possible. If a patient has been admitted for maximum security reasons (e.g., a transfer from another psychiatric hospital or a mental retardation institution), he is returned to his original institution as soon as the need for maximum security no longer exists. Patients admitted as having been unable to stand trial are returned to 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

their original institution as soon as the major symptoms that required their 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 their mental condition, but still requiring hospitalization and treatment, are constantly evaluated for transfer to the civil section of Trenton State Hospital or to the psychiatric hospital serving their area of residence. Availability for the continuation of their treatment program must be reported to the committing court and permission for such a transfer obtained. Sex offenders, who are sent to the forensic psychiatry section for maximum security reasons, are returned to the jurisdiction of the Menlo Park Diagnostic Center as soon as they no longer require maximum security.

The unit has appropriate treatment programs that accomplish the above goals with varying degrees of efficacy. Group and individual psychotherapy, drug therapy, electrotherapy, occupational therapy, recreational therapy, and bibliotherapy are some of the modalities available. Advances in patient-oriented treatment are constantly handicapped by those factors in the physical plant that foster depersonalization (steel bars, rooms that were designed as cells, prison-type locking devices, lack of privacy, etc.).

Major efforts are made to respect the patient's civil rights. Censorship of patients' mail no longer occurs, and patients are assisted in contacting their attorneys and committing court.

### ***Diagnostic Center Activities***

The Diagnostic Center at Menlo Park, New Jersey, was established by enactment of Chapter 118, Laws of 1946. It administratively places the center in the Division of Mental Health and Hospitals, Department of Institutions and Agencies. The center's particular mission is to provide complete psychiatric evaluation for socially-disordered individuals. The center also administers the sex offender program that is described later.

The center offers both in-patient and out-patient services. In-patient facilities are limited to children and adolescents between the ages of eight and eighteen. Out-patient services are available to individuals of any age. Bed capacity is 93 and the maximum length of stay, which is fixed by statute, is 90 days. The average length of stay is presently 63 days.

The criteria for acceptance maintain that a problem in psychiatric diagnosis must exist and that it be exhibited by some form of antisocial behavior. The center focuses primarily on the juvenile delinquent and criminal. Court referrals are received as are referrals from public and private agencies when it is in the public interest.

During 1969, 559 patients were examined in the in-patient department. Of these, 547, or 94.9% of the total number admitted during the year, were committed by various juvenile courts in the State. Two patients, or 0.4%, were private admissions; 8 patients, or 1.4% were referred by the Bureau of Children's Services; and 2 patients, or 0.4% were two-way transfers from the Division of Correction and Parole.

The traditional clinical team approach is used in the in-patient department. Each patient's evaluative process is determined by a psychiatrist, a psychologist, and a psychiatric social worker who are especially assigned to the patient at the outset of his treatment. The examination includes a complete physical, psychiatric, and neurological examination; psychological testing; and continuous contact by the social worker with the parents, referral agents, and any other community resources involved in planning for the child. During his stay, the child's education and recreation needs are met. Upon completion of observations and tests, the probation officer, or other referral agent, and school representatives join the nurse, teacher, unit supervisor, and clinical team for a final staff conference at the Diagnostic Center. The patient is then returned to the referral source with specific recommendations for future handling.

The out-patient department provides evaluations (on a daily basis) for individuals of any age, who present a problem in diagnosis and anti-social behavior in the community. During 1969 a total of 1,470 were examined by the out-patient department. Of these, 1,087, or 73.9%, were committed by the various courts of the State; 296, or 20.1% were sex offenders; 50, or 3.4%, were examined for other institutions of the State — primarily the correctional institutions; 234, or 15.9%, were private patients; and finally, 99 individuals, or 6.7%, were referred to the Center for electroencephalograms.

Individuals referred to the Center by the court are committed at the discretion of the judge, except in the case of a sex offender where commitment is mandatory. The out-patient examination ordinarily involves a psychiatric examination and partial batteries of psychological tests. The Center's participation ends with the completion of the examination. A report of the findings including the diagnostic conclusions and recommendations is then forwarded to the out-patient's referral agent.

### ***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 is ordered to the Diagnostic Center for analysis not to exceed 60 days. Upon completion of the offender's physical and mental examination, but in any event no later than 60 days after the date of the order, a written report of the examination results is sent to the court. If it appears that it has been determined through clinical findings that the offender's conduct is characterized by a pattern of repetitive, compulsive behavior, violence, or age disparity, it is the duty of the court to submit the offender for specialized treatment for his aberrations.

The disposition of the offender made by the court, upon the written report and recommendations of the Diagnostic Center, includes one or more of the following measures: the court may place the offender on probation with the requirement that he receive out-patient psychiatric treatment in a prescribed manner, or he may be committed to an institution, designated by the Commissioner of Institutions and Agencies, for treatment, and upon release be subject to parole supervision. When the court orders the commitment of a sex offender, the order does not specify a minimum period of detention. In no event, however, may a person be confined for a period of time greater than that provided by law for the crime which he has committed. Any person committed to confinement as a sex offender may be released under parole supervision when the State Parole Board, following the recommendation of a special classification review board appointed by the State Board of Control, is satisfied that the person is capable of making an acceptable social adjustment in the community. Each chief executive officer of any institution confining a sex offender reports in writing, at least semi-annually, to the Commissioner concerning the physical and mental condition of the offender. He may recommend continued confinement or consideration for release on parole.

Psychiatric diagnosis of persons convicted of sex-related offenses is made at the **Menlo Park Diagnostic Center**. After diagnosis, the individual is then sent to the Rahway Diagnostic Unit, located on the grounds of Rahway Prison. He remains there until a determination is made as to which institution of the Department of Institutions and Agencies he will be sent to for recommended rehabilitation. He may remain at Rahway as a resident of the Rahway Treatment Unit and participate in a special program for sex offenders; or, if

his continued custody is an over-riding factor, he may be transferred to Trenton Prison; or, if he appears to be in need of specialized psychiatric services or is mentally retarded, he may be transferred to a mental hospital or institution for the retarded.

During 1969, 296 convicted sex offenders were referred by the courts to the Menlo Park Diagnostic Center for examination. Of this total, 67 (22.6%) fell under the purview of the Sex Offender Act and required a program of specialized treatment. Of the latter group, 18 (26.9%) received probation; 29 (43.3%) were committed for institutional treatment, and the remaining 20 cases were still pending court action. The committed represent 9.8% of the total of all sex offenders examined during the fiscal year.

The special classification review board is the component that reviews each sex offender's case twice per year and recommends either his continued confinement, parole, or transfer to another institution. The board consists of five members who represent the various administrative agencies involved in treating sex offenders. A total of 120 cases were reviewed during the year for parole and transfer recommendations.

## COUNTY GOVERNMENT CORRECTIONS

County government in New Jersey is responsible for administering county jails, penitentiaries and workhouses, juvenile detention centers, and for financing probation agencies.

In January 1970, the New Jersey State Law Enforcement Planning Agency undertook a survey of county jail operations. The survey included informational inputs on facility operations in terms of staff, population, and program profiles and represents the most current picture of county jail operations.

### *Jails*

Each of New Jersey's twenty-one counties operates a jail for housing adult prisoners over the age of eighteen, and juveniles between the ages of sixteen and eighteen. According to law, specifically N.J.S.A. 2A:44-33, juveniles must be housed in quarters that are physically separated from adult quarters. A few counties ignore this statute when jail facilities are overcrowded, but most counties do separate adults from juveniles in their jails. The statute also prohibits incarcerating juveniles under the age of sixteen in any prison, jail, lockup, or police station. The bases for county jail confinement are:

- If an individual is arrested in a municipality without a police lockup and cannot be released pending a



municipal court hearing because the charge is serious, or he cannot post bond:

- If he has been bound over for grand jury action by the municipal court and is unable to post bail;
- If he has been indicted by a grand jury, awaits court adjudication, and is unable to post bail;
- If he has been found guilty by the court, is awaiting sentence, and is unable to post bail;
- If he has been sentenced and awaits transfer to the receiving institution;
- If he is a prisoner whose presence is required in the county for appeal procedures;
- If he is a juvenile between 16 and 18 awaiting court action, who cannot be released because the charge is serious or because there is no other immediate place of residence available;
- If he is an adult, sentenced to serve jail time for misdemeanor type offenses;
- If he is a Federal prisoner awaiting transfer to a Federal institution or Federal court action;
- If he is a State parole violator awaiting administrative determination by parole authorities or transfer to a State institution;
- If he is a witness who must be protected or isolated from the community pending his testimony in court.

### ***Penitentiaries and Workhouses***

Of New Jersey's twenty-one counties Essex and Hudson counties operate penitentiaries; Mercer and Middlesex operate workhouses; and Bergen and Camden counties operate annexes that are similar to workhouses. The county institutions incarcerate misdemeanor-sentenced adults, most of whom participate in work programs that produce goods and services to support general county operations. Rehabilitation-oriented programs are almost non-existent within the county facilities. One hopeful sign however, is the county work release act signed into law late in 1968 and which became operational in July 1969. At the present time five counties have implemented such programs.

All county jail wardens are under the jurisdiction of the Office of the Sheriff, except in Essex, Hudson, Mercer, and Warren counties. In those four counties, the jail administration is directly responsible to the elected board of freeholders. The penitentiary and workhouse wardens are directly responsible to the board of freeholders. The Camden County annex is under the executive direction of the county jail warden, who is

responsible to the Sheriff. In Monmouth County, jail and annex facilities are combined in one operation that is administratively under jurisdiction of the Office of the Sheriff. Jurisdiction is split in only one county. The Middlesex County jail is under the authority of the Sheriff, but its workhouse is administered by the board of freeholders.

### ***Juvenile Detention Centers***

Fifteen counties operate juvenile detention centers. The institutions are used for the temporary shelter of juveniles up to the age of sixteen who are awaiting Juvenile Court action, or awaiting transfer to a State correctional institution, or are pending a parole decision, or are in need of a sheltered situation while an agency secures a community placement. Some counties with juvenile detention centers accommodate juveniles from adjacent counties, who do not have such facilities, on a per diem basis when space is available.

### ***Special Facilities***

The Morrow Association on Correction is a private philanthropic organization. The Association's program is two-fold. It assists county jail releasees in their efforts to make a positive adjustment to the community and involves private citizens in correctional programs. The Association has chapters in seven of New Jersey's twenty-one counties and is striving for representation throughout the entire State. The interest of private citizens in providing social services to misdemeanants is a hopeful aspect of New Jersey's county corrections system.

With the help of a current Office of Economic Opportunity grant, the Morrow Association is administering a special project in Mercer and Middlesex counties. Each inmate is interviewed soon after his admission to a county correctional institution by a professional staff composed of social workers, employment specialists, and employment center manager and case aides. If the inmate wants help, the professional staff will make a determination, based on all available background information, as to what type of service can be initiated in his behalf. Service is not imposed on inmates who do not specifically request it.

Some county jail inmates are given only limited service if the prospect for rehabilitation seems poor. Many of the limited-service releasees are referred to local job training and community action programs. If expanded service is indicated, but the prognosis for a positive response in the inmate is uncertain, then general service is given. General-service releasees receive a variety of services, but are not eligible for other benefits of the complete program.

Inmates with a high potential for rehabilitation are officially admitted to the program. Various types of service, contingent upon staff assessment of the individual need, can be provided. These services include job placement, employment counseling, vocational testing, individual counseling, group therapy, adult education, appropriate agency referral, medical, dental and psychiatric services. The final decision as to what type of services are rendered to an inmate is the responsibility of the Warden's Committee. This Committee includes the warden of the institution, the project administrator, the special project professional staff, a representative of the community action program, the chairman of community volunteer groups, a representative of local clergy, and the case aides.

An important part of the special project is the employment center. It provides a temporary residence for men, who are selected and recommended by the Warden's Committee, and is similar to a family-run boarding house. The average number of men in residence at any one time is 13. Emphasis is on integrating the individual into the community as a productive citizen. The administration of the special project is by staff and case aides who carry out programs with the help of professional staff and community volunteers.

### **Probation**

Probation in New Jersey is a function of each county. The twenty-one departments operate under the general supervision of the County Courts and are, in fact, considered as agents of the courts. The County Court Judges are responsible for appointing probation officer staff and for setting salaries. Because boards of freeholders must appropriate the funds for probation department operations, they exercise considerable influence on staffing and programs.

An Assistant Director for Probation, located in the State Administrative Office of the Courts, serves as technical advisor to the various probation departments, acts as consultant on probation matters to the Chief Justice and Supreme Court of New Jersey, coordinates programs and implementation of policy throughout the twenty-one jurisdictions, arranges for State-wide seminars and training programs, and stimulates new programs, projects, and procedures.

A report still in process, and as yet unofficial, indicates that in the 1969 calendar court year (September 1, 1968-August 31, 1969) there were 558 probation officers of all ranks, including supervisors, working in the 21 county probation departments. Cases

on probation for supervision as of August 31, 1969, as a disposition of the County, Municipal, and Juvenile Courts are shown in the following chart along with staff complements of probation officers and senior probation officers engaged in actual case supervision.

COUNTIES	CASES	STAFF	CASE-STAFF RATIOS	BUDGET
Atlantic	528	7	1: 75.4	\$ 198,411
Bergen	2,009	37	1: 54.3	780,902
Burlington	1,222	10	1: 122.2	210,694
Camden	965	14	1: 68.9	420,917
Cape May	720	5	1: 144.0	110,038
Cumberland	400	4	1: 100.0	122,760
Essex	4,556	120	1: 38.0	2,262,226
Gloucester	372	10	1: 37.2	166,430
Hudson	3,400	37	1: 91.9	689,400
Hunterdon	372	2	1: 136.0	69,904
Mercer	962	18	1: 53.4	348,847
Middlesex	1,424	28	1: 50.9	481,946
Monmouth	2,850	22	1: 129.5	337,509
Morris	633	16	1: 39.6	325,692
Ocean	1,023	45	1: 68.5	866,279
Salem	244	6	1: 40.7	75,036
Somerset	569	17	1: 33.5	259,970
Sussex	105	5	1: 21.0	90,824
Union	1,528	35	1: 43.7	721,850
Warren	295	6	1: 49.2	99,500
Totals	27,159	452	1: 60.0	\$8,746,135

In addition to supervising activities, the probation department conducts investigations and prepares presentence reports for the courts. In calendar court year 1969, the twenty-one county probation departments conducted some 24,723 investigations. Probation departments also collect and disburse support payments. In 1969, more than 64,000 of these cases were supervised by probation departments. Although investigators and subprofessionals are increasingly used to handle routine tasks, the support collection operations of probation still consume significant blocks of professional time in detriment to caseload responsibilities.

### **Municipal Government Corrections**

Corrections at the municipal level in New Jersey consists of the police lockup. There are 241 police lockups distributed throughout the State. Each lockup accommodates from one to over fifty prisoners for the temporary detention of those who await Municipal Court hearing and cannot be released. These persons are considered to represent a danger to themselves or others, or they are unable to post bail.

Usually, prisoners are kept in the municipal police lockup only for a night or a weekend, although some prisoners may be kept longer if special circumstances warrant. Since municipal lockup detention is for a very limited period, there are no correction programs or social services rendered at this level.

## COMMISSIONS

### *State Commission of Investigation*

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

The primary and paramount statutory responsibility vested in the Commission is set forth in Section 2 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 of officers and employees of public corporations and authorities;
- Any matter concerning the public peace, public safety and public justice.

Further, Section 3 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 counsels, and an administrative assistant.

In 1969, more than 80 witnesses were subpoenaed to give testimony on various inquiries in private, formal hearings presided over by Commission members and held in various parts of the State. One hundred and eight

subpoenae were issued for production of public and private records and files. The Commission conducted an investigation in Monmouth County, with particular emphasis on Long Branch. Also, at the request of the Legislature, the Commission conducted an investigation into the waste disposal industry and submitted its report and legislative recommendations.

During 1969, counsel to the Commission were called on to defend several legal challenges made in the State and Federal courts against the constitutionality of the enabling statute. Chief Judge William H. Hastie of the Third U.S. Circuit Court of Appeals ruled in favor of the Commission, declaring that the constitutionality of such investigative agencies was firmly established in law.

An important weapon in the Commission's arsenal is the power to grant immunity to witnesses under several safeguards spelled out in the law. On January 20, 1970, the New Jersey Supreme Court upheld the constitutionality of the State Commission of Investigation and the exercise of its immunity powers.

### *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. This district encompasses all of the deepwater facilities in New York and New Jersey within the metropolitan New York area.

The Commission is a police agency with the power to issue subpoenas to compel attendance and to take testimony under oath. Specific duties include combating crime on the waterfront, regulating hiring practices, stabilizing 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 3 year terms. The staff consists of 13 attorneys, 5 investigative accountants and 50 special agents with full police powers in the Port of New York and New Jersey. The Commission has broad investigatory powers to inquire into corrupt or criminal conditions that may exist in waterfront matters in either state.

The Waterfront Commission is supported exclusively by an assessment upon waterfront employees of a statutory 2% of the wages paid to persons licensed or registered by the Commission. In 1969, there were 236 employees and the operating budget was \$3,370,000. The Commission operates 14 employment centers, four

of which are in New Jersey. To qualify for employment a worker must be registered and entered in the Longshoremens' 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 businesses, such as trucking and warehousing, the Commission's jurisdiction was extended in 1969 to include these businesses. The Commission is investigating information that organized crime is endeavoring to place persons in key positions on the waterfront for the purpose of gambling, loansharking, larcenies, and other illegal activities and thereby exert a more powerful criminal influence on the waterfront and derive substantially more income through such influence.

### ***Criminal Law Revision Commission***

This legislative Commission was established, pursuant to Chapter 281 Laws of 1968, to study and review the statutory law pertaining to crimes, disorderly persons, criminal procedure 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 such 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 and conflicting, overlapping and redundant provisions; and to revise and codify the law in a logical, clear and concise manner." The Commission received an appropriation of \$50,000 in fiscal 1969.

## **REGULATORY AGENCIES**

The regulation of business and industry, as well as other governmental functions, is often performed by a type of governmental agency called a "regulatory agency" or an "administrative agency." These agencies are created by the Legislature to administer legislative policies. They are quasi-legislative to the extent that they formulate rules and regulations to further legislative intent, and they are quasi-executive to the extent that they try to enforce compliance with the laws and their rules. Furthermore, certain of their duties may be called "quasi-judicial" because they hold hearings on contested cases and decide whether there has been compliance with the law. To meet the quasi-judicial test, they must conduct a fair hearing, necessitating their having subpoena powers to compel the attendance of witnesses and the production of records; make a determination based on the evidence; and give reasons for their decision. Thus, although they are located in the

executive branch, they have sometimes been called a "fourth branch of government", because they are different from the three traditional branches.

The powers and procedures of these agencies vary, depending on their statutory authority and the nature of the regulated activity. But generally speaking, their power rests on their discretionary power to grant privileges, usually indicated by the issuance of a license. No agency can legally undertake a regulated activity unless it has a license. If it proceeds without one, the licensing agency (or the police) can refer it to a prosecutor for criminal prosecution. With the authority to grant a privilege goes the power to retract it. If the license holder violates the pertinent laws or the rules and regulations of the agency, the agency (after a hearing) may suspend or revoke its license. In addition, some agencies have specific legislative authority to impose a fine or order compliance; otherwise they can go to court to seek a court order or a fine or injunction (where appropriate). The agencies have the power to investigate the conduct of the licensee, with some having police power to make arrests and issue summonses and complaints for violations. These regulatory agencies deal with the corporate or "white collar" crimes, which for a variety of reasons do not receive the publicity that attends street crimes and organized crimes. The corporate crimes include fraud, conspiracy, tax evasion, false and misleading advertising, adulteration of food and drugs, illegal price-fixing, and stock swindles. There is at present no State law prohibiting anti-trust practices.

### ***Office of Consumer Protection***

The Office of Consumer Protection, located in the Division of Law, Department of Law and Public Safety, was created in 1967 as a successor to the Bureau of Consumer Frauds. In 1969, this office processed some 8,760 complaints and had a backlog of some 11,000 cases. Some 258 hearings were held during the year and \$600,000 was recovered. Half of its cases fall within five categories: home improvement, automobile sales and repair, household appliances and television sets, rugs and furniture, and books and magazines.

The office operates on several fronts. It acts as an information center for complaints, which are referred, when necessary, to an appropriate agency. It educates consumers through its publication of "buyer beware" literature in English and Spanish — telling the reader how to avoid bad deals and find best buys — and by having its staff speak to groups and appear on radio and television programs. Moreover, the office lobbies for changes in legislation that would better protect the consumer.

In addition, the office enforces the laws prohibiting fraudulent and misleading selling and advertising practices. If it finds a violation after a hearing, it can impose a \$100 penalty for the first offense and a \$250 penalty for a subsequent offense. Or it can accept, instead, an assurance of voluntary compliance. If these measures fail, the Attorney General can seek court-imposed sanctions (even to the extent of forcing the company out of business), or he can turn the case over to a county prosecutor for criminal prosecution. The complainants can also sue in court for damages. Use of this approach usually depends on whether the amount involved warrants the legal costs and delays.

The Office of Consumer Protection operates from an office in Newark. At present, the Legal Services Projects located throughout the State, which give legal advice to indigents in civil cases, function as branch offices. The office's executive director is appointed by the Attorney General and serves at his pleasure.

### ***Bureau of Securities***

To prevent fraud in the sale of securities, all persons selling securities, including stock in housing cooperatives, within or from the State must pass an examination and be registered with the Bureau of Securities. This Bureau is also in the Division of Law located in Newark. The Bureau investigates complaints. After hearings it may impose penalties; if necessary, the Attorney General can seek sanctions against the individual or corporation from the courts. In 1969, some 500 investigations were conducted and 150 hearings held by the Bureau.

### ***Department of Public Utilities***

The Board of Public Utility Commissioners, which operates under N.J.R.S. 48:2-1 et seq., is composed of three members, one appointed every other year for a term of six years by the Governor, with the consent of the Senate. It has broad regulatory jurisdiction over the more than 852 public utilities which serve the State with gas, electric, water, sewer, telephone, telegraph, pipeline, street railway, autobus and railroad services. By law, its responsibilities and powers are based on the importance of providing the public with safe, adequate and proper utility services at fair and reasonable rates.

State control over private utilities arises from the fact that, generally speaking, utilities enjoy a State-enforced monopoly. In return for this benefit, utilities must accept regulation of their rates and supervision of the adequacy, safety, and quality of their services. The PUC tries to assure that the public is well served while at the same time assuring the utilities a reasonable enough return on their investment to make continued operation worthwhile.

As an administrative agency, the PUC promulgates rules which the regulated utilities must follow, investigates services, and grants or denies applications for rate or service changes. The Board can order a company to improve services under penalty of losing its franchise. In such an event, it could order the company to buy new equipment and authorize it to float bonds and raise rates. But the PUC cannot compel a company to stay in business.

To decide disputes or requests for changes, the department holds hearings presided over by a staff member acting as a hearing examiner or, in significant cases, by one or more commissioners. Unless interested citizens or officials participate, the public's "side" is presented only in important rate-increase cases, when the Attorney General appoints an outside attorney to act as the public's "rate counsel." His fee, based on a percentage of the gross wealth of the affected utility, is charged to the company. The hearing examiner reports his findings and recommendations to the full board, which makes all final decisions.

Once approved by the Commission, rates and services may not be changed without further hearings and Commission approval. The sale of a utility or the issuance of new securities by a utility is also contingent on Commission approval.

Investigations form a large part of the PUC's work. Questions of all types come to the department constantly. The most common complaints from customers are about inadequate water or sewer facilities, poor bus or railroad service, or an inaccurate electric or telephone bill. If the department's investigators find cause in the complaint, the department will take steps — from conferences, to hearings, to court orders — to assure that the problem is corrected.

Departmental inspectors also go throughout the State to make the routine checks required by law. Every bus in the State that is a common carrier is examined for maintenance twice a year; railroad crossings and bridges are periodically observed for safety; railroad tracks and structures are inspected for soundness. Where inspections reveal the need for repairs or improvements, the Commission requires compliance within a reasonable time. The results of these inspections are also used by the department to allocate State funds in the grade-crossing elimination program. In 1969, there were 120 budgeted positions in the Department with an operating budget of \$1,284,264. Caseload data indicates that in the Accounts and Finance Division 300 formal proceedings were held, 250 orders and decisions issued, and 1,200 financial reports examined; in the Administrative and Legal Divisions, 700 decisions were issued and 60 pieces of legislative memoranda prepared;



in the Engineering Division, 455 formal proceedings were conducted along with 500 field examinations; in the Motor Carrier Division, 86 formal proceedings were held, and 504 informal complaints investigated; in the Railroad Division 200 formal proceedings were held; and in the Rates and Research Division 275 formal proceedings were held and 600 informal complaints investigated.

### ***Departments of Banking and Insurance***

The Departments of Banking and Insurance administer and enforce the statutes regulating the conduct of the business of banks, insurance companies, building and savings and loan associations, credit unions, loan brokers, check cashing companies, and sales finance companies. Headed by Commissioners appointed by the Governor and confirmed by the Senate, the Departments are organized into the bureaus of banking, savings and loan, insurance and actuarial. Prior to February, 1970, the operations of these Departments had been combined under the single Department of Banking and Insurance.

As an administrative agency, the Department of Banking has the power to grant or deny applications, after public hearings, for new bank charters, branches for existing banks, bank mergers, and bank holding companies. The Department of Insurance authorizes the formation of new insurance companies and the types of insurance, subject to legislation, that they may sell, as well as grants or denies changes in insurance rates. In important rate-increase cases, the Attorney General may appoint an outside "rate counsel" to represent the public.

The Departments promulgate rules and regulations for the institutions they regulate and the individuals they license. Violators are subject to disciplinary proceedings. The Department of Banking periodically audits and examines the institutions it supervises. The Department of Insurance examines insurance companies, examines and issues licenses to all insurance agents and brokers, examines and audits insurance company statements, and conducts investigations of complaints. This Department is also responsible for the examination of rating companies (companies engaged in setting insurance rates) and advisory organizations and insurance company underwriting. It is the function of the Actuarial Bureau to analyze, review, and file policy forms, and investigate complaints. In 1969, there were 276 budgeted positions and the Department of Banking and Insurance had an operating budget of \$2,824,041. Caseload data indicates that 4,713 consumer credit organizations were licensed, and that 1,190 investigations were conducted; 37 insurance companies were examined, 83,571 agents licensed, and 6,000

insurance complaints investigated; and 340 examinations of savings and loan associations were conducted.

### ***Division on Civil Rights***

The Division on Civil Rights, pursuant to N.J.S.A. 18:25 et seq., is administered by the Attorney General, who is advised by a Commission on Civil Rights composed of 7 non-salaried members. The Division conducts investigations and receives, investigates, and acts upon complaints alleging discrimination in employment, public accommodations or housing, against persons because of their race, creed, color, national origin, ancestry, liability for service in the Armed Forces or age. The field staff carries on investigations of these complaints, and conferences are held in attempts to settle the complaints by conciliation. Where necessary, public hearings on the complaints are held before a designated member of a panel of five hearing examiners. The Division engages in programs of education for citizens of the State designed to promote good will and to minimize and eliminate all forms of discriminatory practices.

The Division is also authorized to engage in studies of discriminatory practices in areas where no aggrieved individual has filed a complaint, for the purpose of determining means and making recommendations to eliminate existing forms of discriminatory practices. In addition, as the result of an amendment to N.J.R.S. 10:2-1 et. seq., and as the further result of the designation of the Attorney General to the Director of the Division to carry out the amendment, the Division also administers and enforces this law, which prohibits any form of employment discrimination in the carrying out of any public contracts. Also, under a New Jersey Supreme Court decision handed down in June, 1969, the Director may require discriminators to reimburse victims for financial losses suffered.

The Division cooperates with its counterparts in Federal agencies. Where complaints fall under the jurisdiction of the New Jersey law, Federal agencies refer the cases to the New Jersey Division for remedial action. Where the discriminatory practice is not covered by New Jersey law, such as cases of discrimination because of sex, the New Jersey agency refers the case to the Federal agencies charged with enforcing Title VII of the Civil Rights Act.

The Division works closely with groups in the State, by assigning field representatives as liaison with the 53 municipal civil rights commissions, and through mailings to human relations councils, fair housing groups, local chapters of national human relations organizations, civil rights leaders, and other local

officials. Through its police-community relations training program, the Division conducts lectures for policemen at recruit training schools and at in-service training programs.

In 1969, the Division had 46 budgeted positions and a budget of \$705,141. The total complaint caseload indicates that 1,511 were reviewed during the year, of which 1,008 were closed and 5,083 still pending action at end of year operations. Also, 800,000 pieces of literature and publications were disseminated, public meetings were held for 25,000 persons, 400 police training lectures were held, and 15,000 police manuals distributed. Under the Division's Affirmative Action Program 25 investigations were held, 10 special surveys conducted, 5 special hearings convened, and 10 educational projects inaugurated.

### ***Division of Motor Vehicles***

The enforcement of motor vehicle and traffic laws is one of the principle responsibilities of the Division of Motor Vehicles, although police in the State also have a major responsibility in this regard. The Director of the Division is appointed by the Governor with the consent of the Senate for a four-year term coinciding with that of the Governor.

The Division and its bureaus have many diverse responsibilities. For example, its Enforcement Bureau, probably the oldest traffic enforcement unit in the country, examines driver license candidates, operates 6 driver improvement clinics, investigates frauds, stolen cars, auto dealers, junk yards, driver schools, race tracks; conducts the Motor Carriers Tax road checks; provides police information service and headquarters building security; promotes driver education activities such as training classes and "road-co" judging; and supplies instructors for the Police Training Commission and for other police training. The Vehicle Inspection Bureau operates the vehicle inspection stations and sets the motor vehicle State inspection standards. The Division also has a Licensing Service Section which issues driver licenses, other special licenses, vehicle registrations, certificates of ownership, and also supervises and audits the motor vehicle field agents, and collects the revenues relating to the above activities. The Traffic Safety Service collects, analyzes, and reports traffic accident statistics; conducts traffic engineering field surveys; reviews and approves local traffic ordinances; makes recommendations for traffic safety and regulatory procedures; and promotes traffic safety education. The Motor Carriers Road Tax Bureau administers the provisions of the Motor Carriers Road Tax Act of 1963 (N.J.S.A. 54:39A-1, et. seq.), by collecting the revenue and enforcing compliance.

The Division had a total of 1,947 employees in 1969 of which 211 were assigned to the Enforcement Bureau.

The total budget was more than \$18 million of which \$2,127,019 was allocated to the Enforcement Bureau. Caseload data for this Bureau in 1969 indicates that 28,350 investigations were completed, 8,000 summonses were issued, 225,295 driver road tests were conducted, 4,290 driver clinic examinations held, and driver improvement schools were held for 18,000 participants.

### ***Division of Weights and Measures***

The Division of Weights and Measures, pursuant to N.J.S.A. 52:17B-3, is a regulatory and service agency with police powers, which sets standards for uniform weights and measures and methods of sales of commodities. The Division is located in the Department of Law and Public Safety, but headed by a superintendent who is appointed by the Governor, with the consent of the Senate, for a term coinciding with that of the Governor. In 1969, the Division operated with a staff of 59 and a budget of \$477,263. In addition, there are 21 county and 16 municipal offices, with a total staff of 121 members who are considered part of the Division, though they are locally appointed and paid.

The Division tests weighing, measuring, and counting devices, and issues certificates of approval as to type and construction before such may be legally sold or used commercially; conducts surveys, undercover purchases, and reweighing of pre-packaged commodities; and operates 5 strategically located truck-weighing stations to assist the State Police and Division of Motor Vehicles in the enforcement of laws on overweight trucks.

The Division promulgates regulations, issues licenses, and disciplines licensees. Its inspectors have the power to arrest violators for acts committed in their presence. Besides examining and certifying public weigh masters, the Division licenses solid fuel dealers, poultry dealers and agents, and the vehicles used in handling these commodities; licenses dealers in "used" weighing and measuring devices and mechanics who install, adjust or repair such equipment; and investigates sources of procurement of anthracite and licenses its transportation in or through the State. The responsibilities of the Division require cooperation with Federal, interstate, and intrastate agencies for enforcing Federal and State laws, and to reconcile various requirements to facilitate the interstate shipment of materials.

### ***Division of Alcoholic Beverage Control***

The Division of Alcoholic Beverage Control, in the Department of Law and Public Safety, was established pursuant to N.J.S.A. 52:17B-3 to supervise the manufacture, distribution and sale of alcoholic beverages. Its activities include the issuance of manufacturing and wholesaling licenses and various types of special permits; the supervision of

administration of municipal retail licensing activity, including the hearing of appeals therefrom; the enforcement of the law by making investigations on the basis of complaints received; having violators arrested and conducting disciplinary proceedings against licensees; the inspection of licensed premises; the general supervision of trade practices of the licensed industry; and all activities necessary in support of the foregoing objectives. The Division's principal office is located in Newark, with field offices at Hackensack, Morristown, Nixon, Long Branch and Bellmawr. The Division is administered by a Director, who is appointed by the Governor, with the advice and consent of the Senate. In 1969, there were 169 budgeted positions and workload data indicates that 814 licenses were issued, 38,100 permits issued, 9,000 premises inspected, 3 seizures, 1,600 laboratory analyses, and 170 arrests. The budget was \$1,406,336.

### ***Cigarette Tax Bureau***

The Cigarette Tax Bureau, located in the Division of Taxation, and administratively part of the Department of the Treasury, pursuant to N.J.S.A. 54:40A-1 et. seq. and N.J.S.A. 56:7-18 et. seq., collects the taxes on cigarettes through sale of stamps to licensed distributors and enforces the laws prohibiting sales of cigarettes at less than cost. In 1969, there were 68 budgeted positions in this Bureau, and activities included the issuance of 63,900 licenses, 47,000 investigations, and 410 audits performed. The budget was \$691,114.

### ***Legalized Games of Chance Control Commission***

The Legalized Games of Chance Control Commission, in the Department of State, pursuant to N.J.S.A. 5:8-1 et. seq., is composed of five unsalaried members and supervises the administration of the Bingo Licensing Law and the Raffles Licensing Law. It establishes rules and regulations governing the issuance of licenses and the holding and conducting of games of chance, and enforces such regulations. In 1969, there were 16 budgeted positions, and the workload included the processing of 7,050 applications, 1,530 inspections, 1,140 investigations, 15 hearings, and the revoking of 8 licenses. The budget was \$133,701.

### ***Division of the New Jersey Racing Commission***

The New Jersey Racing Commission, Department of the Treasury, a 4 member non-salaried bi-partisan body, operates under the authority of N.J.R.S. 5:5-1 et. seq. Its members are appointed by the Governor, the term of each commissioner being 6 years. Its duties are to grant permits for the conduct of running the race meetings in the State, where pari-mutual wagering is allowed, and to control and supervise the conduct of races and persons

connected therewith. The Commission allots annual racing dates to existing permit holders, and supervises collection of the State's share of pari-mutual revenue. The Commission also licenses, fingerprints or screens all personnel working for or connected with track management; all horsemen and others engaged in the racing of horses; and all owners of any interest in the licensed tracks, to insure that no one connected with racing has ever been convicted of a crime involving moral turpitude. The Commission oversees the actual conduct of races, takes chemical samples of horses for testing and holds hearings. In 1969, some 4,000 identification cards were issued, 15,000 licenses issued, and 15,000 resident affidavits filed. There were 6 budgeted staff positions and an operating budget of \$309,606.

### ***Forest Park Service***

The Bureau of Parks, in the Division of Parks, Forestry and Recreation of the Department of Conservation and Economic Development, is responsible for maintaining, operating, and protecting the forest, park, and recreation areas of the State in such a manner as to provide optimum recreational conditions for use of these areas by the public. It also supervises the preservation and conservation of natural areas and historic sites and provides educational programs at these facilities for the public. In 1969, there were 229 budgeted positions and an operating budget of \$3,105,212.

### ***New Jersey Marine Patrol***

The New Jersey Marine Patrol is administratively part of the Boat Regulation Commission established in the Division of Resource Development of the Department of Conservation and Economic Development. The Commission in accordance with N.J.R.S. 12:7-34.1 et. seq. and N.J.R.S. 12:7-44 et. seq., provides for the numbering of power vessels on waters of the State, and establishes procedures for reporting boating accidents and furnishing accident statistics. The Marine Patrol is the enforcement arm of the Commission. In 1969, there were 27 budgeted positions, 95,000 boat licenses issued, 41,000 operators' licenses issued, 10,000 investigations, and 1,500 arrests. The budget was \$344,153.

### ***Division of Fish and Game***

The Division of Fish and Game, pursuant to N.J.S.A. 13:1B-23 et. seq., is administered by a Director under supervision of the Commissioner of the Department of Conservation and Economic Development, and in cooperation with an advisory board consisting of 11 councilmen. The Division is responsible for the proper development and management of fish and wildlife resources of the State. Activities of the Division include

the acquisition of land for public hunting and fishing and outdoor recreation; habitat improvement on lakes, streams, marshes and uplands; propagation and stocking of game birds and game animals and fish; enforcement of the fish and game laws; and the promotion of conservation education and related functions. In 1969, there were 155 budgeted positions in the Division and the operating budget was \$1,654,172.

### ***Division of Shell Fisheries***

The Division of Shell Fisheries in the Department of Conservation and Economic Development, pursuant to N.J.S.A. 13:1B-42 et. seq., preserves and improves the natural shellfish beds as an economic resource of the State. The Division enforces shellfish laws and, through its organization of shellfish protectors, polices the Atlantic Coast from Raritan Bay to Cape May, and from Cape May to Hope Creek in Salem County near the head of the Delaware Bay. The Division also issues licenses for clamming and tonging, licenses oyster boats in Delaware Bay, collects fees, and surveys and maps all areas which are leased to oyster culturists. In 1969, the Division had 47 budgeted positions, issued some 12,225 licenses, and obtained 75 convictions for Shell Fisheries Law Violations. The operating budget was \$460,145.

## **INTERACTION AMONG POLICE, COURTS, AND CORRECTIONS**

### ***Interaction by the Police***

The police community in New Jersey recognizes that its duties and responsibilities necessitate a high degree of cooperation and interaction with many elements. The New Jersey State Police cooperate with other State, county, municipal, and private agencies. The county and municipal police, in turn, cooperate with their own concomitant sets of State and local agencies and each other.

The number of agencies the police may interact with while working out the proper prevention, apprehension, adjudication, and rehabilitation aspects of their jobs is enormous. In fact, the closer one looks at the amount of interaction police have with other agencies, the more that interaction looks like an ever-expanding geometric progression. Examples of police interaction with other agencies indicate the scope of police involvement in the community.

### ***State Level***

The activities of the *New Jersey State Police* lend themselves readily to interaction with State-level agencies. The State Police maintain the State Civil Defense Center for the Department of Defense; collect information on crimes involving migratory labor for the Department of Labor and Industry; provide criminal

investigation service for the Racing Commission at New Jersey race tracks; work with the Cigarette Tax Bureau of the Department of the Treasury; disseminate information on high air pollution for the Department of Health; participate in State planning conferences held by the Department of Community Affairs; and assist in curricula development at Trenton State College, a part of the Department of Higher Education. Members of the State Police Community Relations Unit also work closely with the Division on Civil Rights. The State Police locate and confiscate stills and illegal alcohol for the Division of Alcoholic Beverage Control. If a homicide is committed, the State Police will help the medical examiner determine the cause of death. The Office of the Medical Examiner schedules seminars and supplies reference material to aid the State Police in their investigation of possible homicide. The Division of Weights and Measures maintains the scales used by the State Police in weighing trucks.

There are over 650 contributors to the State Bureau of Identification, which was established within the Division of State Police in 1930. The contributors include probation officers, parole officers, State and county institutions; sheriff's offices, prosecutor's offices, and municipal police. Criminal arrest fingerprint records, including arrest histories, and non-criminal fingerprint records are centrally processed and maintained at the Bureau. The Bureau also maintains a laundry and jewelry mark identification unit, a bureau of forensic science with laboratories, a ballistics laboratory, a firearms identification unit, and a questioned documents identification unit.

The State Police investigative section is another comprehensive component that renders services in the following areas to all law enforcement agencies: general criminal investigation; auto theft; narcotics; polygraph; private detectives; subversion; liquified petroleum gas; race track; undercover work; telephone toll unit; human relations; and organized crime investigation in special cases.

In 1966, the New Jersey Legislature authorized a mandatory Uniform Crime Reporting Law (N.J.S.A. 52:17B-5.1). The Act empowers the Attorney General to collect all crime information and related arrest data. The Division of State Police was designated by the Attorney General as the agency to establish an information system, and to collect, collate, and disseminate information generated by the that system. The appearance of "Crime in New Jersey - 1967 Uniform Crime Reports" in 1968 marked the beginning of an essential crime control measure. Accurate reporting of crime, meaningful interpretation of crime statistics, and projections for future control of crime are now more feasible.

The New Jersey State Police have two academies offering basic, advanced, and specialized training for law enforcement personnel. The State Police Academy of West Trenton and the New Jersey Police Academy at Sea Girt provide pre-service and in-service training for local police as a matter of routine. Members of other State agencies, such as the Department of Defense and the Department of Conservation, are also trained at these academies. In addition, the staffs of the State Police academies serve as visiting lecturers for the fourteen county police academies in the State.

In 1967, at the direction of the Governor, the State Police established a special training course for all State, county, and municipal law enforcement officers in the field of riot detection, prevention, and control.

The *New Jersey State Motor Vehicle Division* notifies police agencies of reciprocity information changes and revisions in motor vehicles and traffic laws. The Division supplies current information on revoked driver's licenses to all units of local enforcement, and furnishes instructors for the fourteen county police academies. In turn, the municipal police may collect revoked licenses and registration certificates for the State Motor Vehicle Division. Municipal police take motor vehicle counts and speed checks for speed limit changes or traffic light installations. The local police are also a repository for all motor vehicle summonses issued within their respective boundaries. The State Police have assigned men to the Motor Vehicle Division in the title files section to check on all suspicious titles in New Jersey. If the Motor Vehicle Division is unable to locate persons with revoked drivers' licenses or registrations, the State Police will help.

Narcotics, gambling, and auto theft are three areas in which the highest degree of cooperation among State and local police forces is essential and most evident. In 1968, the State Police gave assistance to a great many local police departments in all phases of investigation.

Undercover investigations, supporting field investigations, and resulting raids on gambling were performed by the State Police to reinforce local efforts. More than 200 separate raids, resulting in 667 separate arrests, were conducted in 1968.

Undercover efforts on the part of the State Police during 1968, in cooperation with other agencies, resulted in 1,493 separate arrests of narcotic law violators and approximately \$13 million in confiscated illegal drugs.

Most State Police investigations of auto theft involved single car thefts as well as commercial auto theft cases. Many of these auto theft cases resulted in arrests for fraud, or for receiving stolen property. These arrests

would not be possible without the cooperation of State and local police and the Division of Motor Vehicles.

### **Local Level**

On the county level, the major portion of interaction by police officials occurs with the Offices of Sheriff and Prosecutor.

The *Sheriff* is (excepting the Surrogate) the only elected law enforcement official in the State. As such, he is most sensitive to his role as emissary between the people and the systems of courts, corrections, and police. The duties of the Sheriff are varied. He provides custodial facilities, in 17 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 assistance from local police in most investigations in preparation for trial. The county detective, a member of the Prosecutor's staff, works closely with the police in all investigations. Furthermore, in Essex and Passaic counties, the State Police assign their own detectives to the Prosecutor's offices. They assist in gambling control and other matters as required.

Local police assist the State Police by providing arrest information, and by supplying investigative reports in all cases where the State Police have statutory jurisdiction.

In the rural areas of New Jersey, cooperative agreements regarding all police activity exist at the local and State levels. Personnel are shared in emergency situations; each town dispatches their available cars to assist their neighboring towns. During the 1967 civil disorders in New Jersey, weapons, ammunition, equipment, and personnel were supplied by surrounding towns on an assignment basis.

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

Many local police departments hold open house at their headquarters during National Police Week. Special displays of police work are constructed, and guided tours of the headquarters are given to the Boy Scouts, Girl Scouts, school classes, and other interested persons.



At the suggestion of the Attorney General, many Prosecutor's offices have recently organized intra-county law enforcement squads. Generally working under the direction of the County Prosecutor, the squads engage in gambling and narcotics investigation and undercover work. Raids or arrests resulting from their investigations are made by the regular County Prosecutor detectives.

Each municipality contributes one or more police officers to the squad. The officers are given special training at county expense, but the cost of their salaries is borne by the contributing municipalities. The squads utilize county vehicles and radio equipment.

Because the purpose of the squad is to overcome the problem of suspected gamblers or narcotic offenders recognizing local police, personnel of the squad are assigned to tasks within the county but outside their own municipalities.

## **INTERACTION AMONG POLICE, COURTS, CORRECTIONS AND COLLEGES AND UNIVERSITIES**

### ***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), 21 colleges and universities in New Jersey are participating in the Law Enforcement Education Program (LEEP). The purpose of the 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.

Loans and grants are each provided under the program. The student loan program provides up to \$1,800 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 \$200 per quarter or semester for tuition and mandatory fees. Only currently active law enforcement personnel enrolled as part-time or full-time students are eligible.

In fiscal 1969, 16 institutions were awarded \$176,200 and some 1,057 persons in various agencies of criminal justice in New Jersey received \$116,995 in academic assistance grants. In fiscal 1970, the State's 21 qualifying institutions expect to receive a total of \$531,605. This will provide educational opportunities to an estimated 2,700 law enforcement related people in

New Jersey for academic year 1970. The following is a listing of the participating New Jersey colleges and universities: Atlantic Community College, Bergen Community College, Brookdale Community College, Burlington County College, Camden County Community College, County College of Morris, Cumberland County College, Essex County Community College, Gloucester County College, Mercer County College, Middlesex County College, Monmouth College, Montclair State College, Newark State College, Ocean County College, Paterson State College, Rider College, Rutgers University, St. Peter's College, Trenton State College, and Union College.

### ***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 include such Federal crimes as kidnaping, bank robbery, counterfeiting, interstate transportation of narcotics, stolen cars or stolen documents, civil rights matters, etc. The Federal Courts also handle many types of civil cases, generally dealing with matters of an interstate nature. The United States 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, within the past year and a half, the Federal Government has established a new System of Magistrates, all of whom must be lawyers, to replace the post of U.S. Commissioners, which could handle Federal misdemeanors, issue warrants, set bail and hold court for traffic violations on Government Reservations, and can 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. Districts. 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 United States Supreme Court hears appeals from the courts of appeals 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 cause 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 from the Office of the Public Defender. The court

may in any juvenile cause where the interest of justice requires, request that the Attorney General, the county prosecutor, the municipal attorney, or the school board attorney, as appropriate, appear and prosecute the complaint.

To protect the interests of any child or children involved in any court proceedings, the court also may request reports from the State Bureau of Children's 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 new sentence.

Although the probation department is under the supervision of the Administrative Office of the Courts, its investigative functions should be noted. By statute, a pre-sentence report from probation may be ordered by a judge in any criminal case. However, by rule of court the pre-sentence report is mandatory before sentence is imposed, or probation, in a criminal case heard by a judge of the Superior or County Court. On the basis of the pre-sentence report, the judge decides whether justice can be served by means other than confinement. The pre-sentence report deals not only with the defendant as an offender, but contains information about his normal social roles i.e., employee, husband, neighbor, etc. When an individual has been sentenced to institutional confinement, a copy of the pre-sentence report is forwarded to the proper correctional authorities for guidance and inclusion in the offender's file.

If there is a determination that the defendant was insane when he committed his offense, the court will order institutional treatment. If the defendant was not insane when the offense was committed but is at the time of trial, and cannot cooperate with counsel, then institutional treatment will be ordered. The treatment will continue until the defendant can stand trial.

### ***Interaction by 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 services, programs, and facilities possible that may improve correctional practices.

Some arrangements are firmly rooted in New Jersey law, while others have grown through the cooperative efforts of various agency administrators. Other arrangements exist because of funded program provisions.

### **FEDERAL LEVEL**

The Division of Correction and Parole is the recipient of Federal funds to develop and augment programs in elementary and secondary education, adult basic education, vocational training, and training for correctional personnel. Projects are usually funded through "third party" arrangements with other State agencies. For this purpose, the Office of Chief Educational Consultant, administratively part of the Department of Institutions and Agencies, serves as liaison between the Division of Correction and Parole and the Department of Education.

Under Title I of the Elementary and Secondary Education Act, Federal funds totalling \$593,232 were received in 1969 in contrast to \$261,370 in 1968. These funds were allocated to five institutions: the Youth Reception and Correction Center, Annandale Reformatory, State Home for Boys, State Home for Girls, and the Training School for Boys. Funds helped establish such programs as learning disabilities, developmental reading, speech correction therapy, guidance counseling, in-service training for educational staff, 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 Economic Opportunity Act, Federal funds were received for improvement of Adult Basic Education by the Annandale Reformatory, Bordentown Reformatory, Rahway State Prison, and the Trenton State Prison. The total allocation for 1969 was \$39,700. The Clinton Reformatory and the Annandale Reformatory are recipients of funds under the Manpower Development and Training Act (P.L. 87-415) of 1965 as amended. Funds received under this Act are matched by the State through cash allocations and supportive materials such as facilities and in-kind services. The M.D.T.A. project at Annandale started in April 1967 and provides programs in adult basic education, pre-occupational concepts, welding, carpentry, plumbing, gas station attendant, building maintenance, and mechanics. The Reformatory received \$168,000 Federal support in fiscal 1969. The project at Clinton began in 1968 and consists of programs in pre-vocational training, domestic and home economics, laundry, clerical skills, sewing, nurses' aide, food service, and counter girl orientation. At the end of fiscal 1969 the Reformatory had received a total of \$102,378.

Under the Vocational Education Act of 1963 two operating units within the Division, the State Home for Boys at Jamesburg and the State Home for Girls in Trenton, are current recipients of Federal funds for

Distributive Education programs. Funds received under this Act are matched by State funds on a 50-50 basis. Total funds made available to the State Home for Boys were \$23,945 in 1968 and \$19,297 in 1969, while the State Home for Girls received a total of \$21,000 toward its Distributive Education Program for 1969. Under the same Act the State Home for Boys also received a separate grant for development of a program in Modern Practices in Mechanical Drafting. In 1968, \$5,244 was received, and in 1969 a total of \$4,904 was allocated for that purpose.

The Division of Correction and Parole was awarded a two-year grant by the Office of Law Enforcement Assistance in June 1967. The primary purpose of the grant was to plan and develop a Statewide in-service training program for correctional personnel in conjunction with a local university. The two-year grant totaled \$44,500 and was completed in August 1969.

### INTERSTATE LEVEL

The New Jersey State Correctional System is directly involved in the improvement of law enforcement through its membership in the Interstate Compact, Chapter 41, Laws of 1937. 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 detainees.

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, including Puerto Rico and the Virgin Islands, may serve as each other's agents in the supervision of certain parolees and probationers. The Compact provides a simple legal method whereby parolees and probationers 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, Chapter 83, Laws of 1953, 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 state.

New Jersey is a member of the Interstate Compact on Juveniles, Chapter 55, Laws of 1955. The major purposes of this Compact provide 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 delinquent 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 defective delinquents when such institutionalization will improve 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, Chapter 12, Laws of 1958. This agreement makes the clearing of detainees possible at the instance 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 detainees placed against him to secure final judgment 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.

### STATE LEVEL

Within the area of law enforcement, interaction with the State Bureau of Identification is legally sanctioned by N.J.R.S. 53:1-13. The chief administrative officers of the adult correctional institutions submit identification information such as fingerprints and photographs of all released offenders to the State Bureau of Identification within a prescribed period of time.

The Division of State Police also has a blanket agreement with the Department of Institutions and Agencies to house and care for arrestees, if it is necessary, during riots and civil disorders. The Chief of the Bureau of Parole is coordinator of this project. Channels have been opened within the institution to reach first-line employees who might be apprised, either through inmates or visitors, of impending community disorders.

The Department of Education and its Division of Vocational Education audits federally-funded programs in education, vocational training, and training for correctional personnel handled by the Division of Correction and Parole.

Annual assessments are undertaken in each of the institutions by staff members of the Division of Special Services, and professional consultants from various education department workshops are available for the institutions' education departments. The Department of Institutions and Agencies' Office of the Chief Education Consultant is a liaison post for coordination of all activity between the Division of Correction and Parole and the Department of Education.

#### LOCAL LEVEL

The Division of Correction and Parole and various operating units interact with a number of agencies on the county and local level — such as correctional facilities, educational institutions, public and private social service organizations, and various volunteer charitable organizations.

The major area of direct contact by the Division of Correction and Parole on the local level is authorized by N.J.S.A. 30:1-15. The Division office inspects county jails and municipal lockups. There are currently three staff members who inspect ten State correctional institutions and their satellites; 27 county jails, annexes, and penitentiaries; 241 municipal lockups; and 15 juvenile detention facilities. They are inspected every year. The standards advocated in the *Manual on Correctional Standards* by the American Correctional Association and the *Standards and Guides for the Detention of Children and Youth*, published in 1961 by the National Council on Crime and Delinquency, are used for evaluation. The inspectors consult with county administrators concerning the construction, management, and operation of county and municipal jail and detention facilities.

Provisions exist by 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. However, this is done as a matter of course

because cooperative arrangements exist in those areas surrounding correctional institutions.

## INTERACTION BY OTHER AGENCIES

**The New Jersey State Rehabilitation Commission** includes corrections as a further extension of its rehabilitation services through the Vocational Rehabilitation Act Amendments of 1965 (P.L. 89-333). The Commission's involvement with corrections began in 1966 as a cooperative venture between the Division of Correction and Parole and the Commission.

The initial funding for the correctional institution projects was shouldered by the Rehabilitation Commission. The institutions provided office space and other available resources. Expansion of services is planned through a third party funding clause; each dollar expended by the Division of Correction and Parole would be matched by three from the Rehabilitation Commission. The funds expended by the Division of Correction and Parole would include cash, services, and facilities over and above the goods and services normally required.

The Rehabilitation Commission also assigns counselors to the two district parole offices in Newark and each of the institutions in the reformatory complex — the Youth Reception and Correction Center at Yardville, the Reformatory for Males at Annandale, and the Reformatory for Males at Bordentown. Counselors interview referrals within the institutions, serve as guidance counselors, and make post-release arrangements for medical and/or social treatment, vocational training, and job placement. Upon release from the institution, the Rehabilitation Commission assigns the parolee to a district office and continues follow-up until the individual has adjusted satisfactorily to a job. During fiscal 1968-1969, offenders within the reformatory complex received either treatment or services totalling \$48,487.

Two institutions, the Reformatory for Males at Annandale and the Reformatory for Women at Clinton, receive services for pre-released offenders from the **Division of Employment Security**, an arm of the Department of Labor and Industry. Each month members visit Clinton, Annandale, and its satellite unit for a period of four days during which testing, counseling and appropriate referrals are made. Follow-up on inmates is carried out by the Employment Security field offices upon the inmates' parole from the institution. During fiscal 1968-1969, 614 offenders from Annandale were served.

**The Department of Conservation and Economic Development and the State Correctional System** also have mutually cooperative arrangements which benefit both agencies. Approximately 100 boys in the satellite program of the Reformatory for Males at Annandale work as aides controlling forest fires, clearing trails, and refurbishing camp sites and trail signs. In return for the services of supervision and instruction, conservation supervisors' salaries are paid by the Department of Institutions and Agencies.

**The Division of Motor Vehicles** provides driver examinations at the Reformatory for Males at Annandale every eight weeks for offenders enrolled in the driver education course. Licenses are provided free of charge upon graduation from the course. In 1969, the program was extended to include the Youth Reception and Correction Center at Yardville and the Clinton Reformatory.

**The Administrative Office of the Courts** uses resources of the Division of Correction and Parole for its Central In-Service Training Course for county probation officers. Probation officer training classes are held in institutional settings such as the Diagnostic Center at Menlo Park, each correctional institution within the State home and reformatory complexes, and in some residential group centers.

On December 27, 1968, then Governor Richard J. Hughes signed into law a **county work release bill**, Chapter 372, Laws of 1968. This Law extends the correctional practice of the county jails and penitentiaries. It permits selected prisoners to engage in work release, vocational training release, or to be released during part of each day to meet family needs.

The Act becomes operative in the county in which the county board of chosen freeholders formally acts to implement it. A staff member of the Division of Correction and Parole is senior procedures analyst. He consults with the County Boards of Freeholders, advises the county work release administrators, and audits the program's operations in accordance with the regulations of the Division of Correction and Parole.

In 1969, five counties began operating **work release programs**. These were: Bergen, Essex, Middlesex, Morris, and Salem. Reports on the program indicate that from June 2, 1969, when the first work releasee was placed, to December 31, 1969, fifty-seven inmates had been placed on work release programs. They reported a total of 1,729 days of gainful employment with gross earnings of almost \$45,000. While the experience of these counties has been good, that of other counties not implementing programs is one of concern over the lack of housing for minimum custody offenders, and the

paucity of eligible offenders who could be placed in the program.

Additional legislation was enacted on April 23, 1969, Chapter 22, Laws of 1969 (State Work Release), which permits selected inmates committed to State correctional institutions to work at paid employment or participate in training or educational programs in the community. The State work release program was initiated on June 2, 1969, when two inmates from the Rahway State Prison were placed. In addition to Rahway, the prisons at Trenton and Leesburg, the Youth Reception and Correction Center at Yardville, and the Reformatories at Annandale and Bordentown have inmates participating in work release.

Cooperative arrangements also exist between the Division's operating units and various public and private community organizations. A complete degree program was inaugurated during 1968 at the State Prison at Trenton in cooperation with the Mercer County Community College. In fiscal 1968-1969, a total of 70 students attended courses (each paying his own tuition at \$9.00 per credit), with a number of them sponsored by the Veterans Administration. In 1968 an experimental pilot project was also inaugurated at the Trenton prison through efforts of a member of the Prison's Board of Managers and the James Kerney Foundation. The foundation is a private organization that provides, among its many services, financial assistance for prison inmates who are residents of and who are released in the greater Trenton area. An instructor from Middlesex County Community College taught a three-credit course in psychology to twenty-two inmates from the State Prison at Rahway. In 1969, however, the program was discontinued due to the difficulty in obtaining teachers. A community volunteer from the town of Rahway solicited and donated a \$10,000 computer to the State Prison at Rahway for a computer operators course. Twelve inmates started in the course in 1969 with 5 remaining at the present time.

The major portion of **community involvement with corrections** exists in the State home complex. Groups of college seniors studying special education practicums at Trenton State College work for six week periods with girls from the State Home for Girls at Trenton. The students diagnose and recommend remedial action for specific learning disabilities. In-service training for the State Home faculty is also conducted by the Special Education Department of Trenton State College. The local Y.W.C.A. permits one of its wings to be used as a pre-release center for working-age girls from the State Home. The girls obtain jobs, contribute toward their board, have bank accounts, and purchase their own clothing and lunches. Seminarians from Princeton



Theological Seminary visit the State Home and hold group counseling sessions. Also, five students and a professor from the Rutgers School of Social Work worked on a part-time basis in 1969 without cost to the State Home. A most noteworthy community-action program is handled by the Community Volunteer Auxiliary. Its 200 or more members gave a total of 90,000 hours of service in 1969. They took girls from the State Home shopping for parole clothing, acted as friendly visitors for girls who do not receive visitors, worked in the library, and helped give the institution a positive public image.

The Princeton Area Council of Community Services has played a major role in coordinating community service for the Training School for Boys at Skillman. The Princeton school system operates a self-improvement program at the training school. Five teachers and ten students devote one day each week to the training school for programs they have established in art, music, and athletics. The Family Counseling Service of Middlesex County also provides a referral service for parents of children in residence at the training school.

Also, in 1969 affiliation was effected with the Special Education Department of Trenton State College to offer summer practicums to graduate students wishing to use

the Training School for field work. Exploration has also begun with a Graduate School of Social Work to enable the Training School to be used as a base for field work.

At the Turrell Residential Center, residents participate in various activities with the Avon Junior Women's Club, and serve as usherettes at the annual affair held by this group. During 1969, the Turrell Fund devoted \$500 to support activities at Turrell not included in the budget.

Within the reformatory complex of institutions, various programs are supported by community service organizations such as local Alcoholic Anonymous Clubs, church-oriented friendly visitor projects, Inner World Forums, local Kiwanis service clubs, and the Morrow Association. The Turrell Fund, a private organization, subsidizes a satellite of the Clinton Reformatory. It has also granted funds in the amount of \$38,288 to the State Home for Girls to establish a pre-release community residence in the Essex-Union County area for school-age girls. Annandale's "Volunteer Program" includes visitors from the community who tutor youths who are very difficult to reach. Included are a professor from a State College, two local school teachers, and seven interested citizens.

## **Section Two**

# **Profiles of Municipalities and Counties**

# PROFILES OF NEW JERSEY'S MUNICIPALITIES AND COUNTIES

## MAJOR CITIES IN NEW JERSEY

One of the few undisputed facts about crime — especially the serious index crimes of murder, rape, robbery, aggravated assault, and burglary — is that these crimes happen most often in the densely populated urban centers. Studies have shown consistent correlation between high crime rates and urban decay evidenced by physical deterioration of buildings, low income, broken homes, minority group concentrations, low levels of education, high unemployment, high rates of infant mortality and tuberculosis, and overcrowded dwelling units. All of these factors occur in core areas of the largest and oldest cities in New Jersey, which also show some of the highest crime rates. This section will describe the six largest cities in New Jersey: Newark, Jersey City, Paterson, Elizabeth, Camden, and Trenton.

These cities are classified as Class I cities with populations of 100,000 or more. Although these are the largest cities in the State, it should be kept in mind that New Jersey is almost 90% urban in character and the problems of the large cities are seen on a smaller scale in the many small, older cities and towns throughout the State.

### I. NEWARK

The City of Newark in Essex County is the largest municipality in New Jersey, with an estimated current population of 401,580. This represents a decline of .9% in population from the 1960 census figure of 405,220. According to a 1968 United States census there are 34.4% non-Whites in Newark. This figure uses the census definition of "non-White" and therefore does not typically include Puerto Ricans. Newark's Puerto Rican population is approximately 10% and is the fastest growing population group.

More than half (51%) of Newark's population over the age of 25 have completed less than nine years of school. This represents 122,659 of the adult population of Newark. Almost one-third of the housing units in Newark are classified as substandard (32.6%, or 43,975 housing units) and this number is increasing rapidly.

The median family income in Newark is \$5,454 and 18.9% (19,614 families) have incomes of \$3,000 per year or less. For non-White families the percentage earning less than \$3,000 is 27.4% (8,741 families). Unemployment, according to the 1969 census, was 8.2% (14,498 persons) and for non-Whites it was 11.5% (6,633 persons).

From the foregoing profile, it is apparent that Newark exhibits all of the social and economic symptoms of decay that have historically been associated with high crime rates. The reported crime rates in Newark show that this is indeed the case.

Newark, in 1967, had the highest rate of index crimes of any major city in the United States. The rate per 100,000 in 1967 was 6,936. In 1968 that rate increased by 26.5% to 8,558 per 100,000. The most spectacular increase was in the number of robberies which went from 2,278 in 1967 to 3,958 in 1968, a 73.7% increase. The number of larcenies increased 35.8% and the number of auto thefts 37.8%. In relation to the rest of the State of New Jersey, the City of Newark accounted for slightly more than 20% of all index crimes although the city's population was only 5.5% of the State population.

The City of Newark Community Development Administration has received \$27,400 from SLEPA to develop a comprehensive law enforcement plan for Newark. Newark's initial program plans, which have been approved for funding to date, include:

1. A criminal justice education program to be presented by the local public schools in an effort to reduce delinquency.
2. A Student-Adult Council on the Prevention of Drug Abuse, to be operated in all of Newark's public and parochial schools, to present information to students and to the public agencies on student drug use.
3. Equipment for the Newark Police Department to improve communications and enable the police to respond more quickly to complaints.
4. An increase in facilities and services by the Youth Aid Bureau of the Newark Police Department.

These programs illustrate Newark's priorities in the areas of prevention and control of juvenile delinquency and better police protection through faster response to complaints. Because Newark has so many serious crime problems, SLEPA will continue to give priority attention to Newark's needs as expressed by the comprehensive plan being developed with local agency and citizen assistance.

## II. JERSEY CITY

Jersey City, in the County of Hudson, has a population of 269,900, a decline of 2% since 1960. Jersey City is the second largest city in New Jersey after Newark. The non-White population in Jersey City is 13.5% of the total, according to a 1969 census. Of the total adult population, 48% (79,920) of all adults over the age of 25 have completed less than nine years of school.

Over one-quarter of the housing units are classified as substandard (25.1%, or 23,115 housing units). The median family income is \$5,950 and 13.7% (10,053) earn less than \$3,000 per year; for non-Whites 27.1% (2,314) earn less than \$3,000 per year. The unemployment rate is 5.8% (6,903) for the total population, and 8.5% (1,232) for non-Whites.

Jersey City experienced a substantial increase in index crimes from 1967 to 1968. The 1967 total of index crimes was 4,917, which increased to 6,394 in 1968. The most significant increases were in armed robbery, which went from 177 in 1967 to 328 in 1968, and strong-arm robbery, which more than doubled from 95 to 190. Assaults with firearms also showed a large increase, from 65 to 108. These rate increases indicated a particular problem in person to person violence so that one of the first priority areas in Jersey City is prevention of street crime through decreased response time. Jersey City also indicated delinquency prevention as a high priority area, due to the high rate of youth crime. The two programs approved for funding to date in Jersey City reflect these priorities:

1. Specialized equipment for the Jersey City Police Department to reduce police response time and increase apprehensions.
2. Improvements in the Youth Bureau of the Jersey City Police Department to improve police-juvenile relationships.

Jersey City has also received \$18,449 to establish a planning office which will develop a comprehensive plan for law enforcement improvement in Jersey City.

## III. PATERSON

Paterson is the largest city in Passaic County with a population of 149,570, a slight increase from 1960 when the population was 143,663.

The non-White population, according to the 1969 census, was 14.9%. The percentage of adults completing less than nine years of school was the highest of any of New Jersey's major cities; 48,905 adults (56%) had completed less than nine years.

The number of substandard housing units is very large and is increasing. In 1969 there were 2,978 housing units classified as substandard, which is 24.5% of the total housing stock in Paterson. This rate of substandard housing is second only to Newark's of New Jersey's major cities. Median family income is also low at \$5,541 per year, and 18.4% (7,104) of the total number of families had incomes of less than \$3000 per year.

For the non-White population this rate was much higher. Twenty-three percent (1,093) of the non-White families in Paterson earned less than \$3000 per year. Unemployment is also severe with a city-wide unemployment rate of 7.6% in 1969 representing 4,660 unemployed persons. For non-Whites the unemployment problem is particularly critical with 12.9% of all non-White workers unemployed (1,081). This is the highest rate of non-White unemployment of any of New Jersey's major cities.

The index crime rate in Paterson has shown a substantial increase. In 1968, the number of index crimes was 3,422 compared to 3,059 in 1967. Crimes showing the highest rate of increase were robberies, which increased from 190 in 1967 to 255 in 1968, and breaking and entering, which increased from 1,320 in 1967 to 1,548 in 1968. The number of murders almost doubled from 15 in 1967 to 29 in 1968.

Paterson received a comprehensive planning grant of \$17,000 in 1969 to study their present law enforcement system, identify problems, and develop program plans. They have indicated an initial priority will be the improvement of the police information processing system to increase the speed and efficiency of records keeping.

## IV. ELIZABETH

Elizabeth is the largest city in Union County with a population of 118,670. Elizabeth is the only major city in New Jersey that shows a substantial population growth since 1960, when the population was 107,698. The non-

White population in Elizabeth is 11% of the total population. The number of adults who have completed less than nine years of school is 29,045 (44%).

There are 6,844 substandard housing units in Elizabeth, which is 19.5% of the existing housing stock. This figure is relatively low in comparison to other major cities but it still shows that one out of every five families in Elizabeth live in substandard housing.

Family income is also relatively higher in Elizabeth than in the other major cities. The median family income is \$6,429. No other major city in New Jersey has a median family income of more than \$6000. Elizabeth also has the smallest percentage of families earning less than \$3000 per year. The percentage is 12.5%, which represents 3,599 families. However, the non-White families have a rate of 26.1% (690) earning less than \$3000 per year which is within a few percentage points of the rate found in other major New Jersey cities. The same relationship is revealed in unemployment figures where the city-wide rate is a relatively low 5.2% and the non-White rate is 9.6%. These figures suggest that White families in Elizabeth are substantially better off in terms of employment and income than White families in other major New Jersey cities while non-White families have the same low income and high unemployment that prevails for non-Whites in other major New Jersey cities.

Elizabeth has shown a substantial increase in index crimes from 3,422 in 1967 to 4,202 in 1968. As in other major cities, the most significant increase appears to be in the number of robberies which increased from 160 in 1967 to 239 in 1968. Armed robbery almost doubled from 66 to 111. Other violent crimes showed very high increases in relative frequency: murders tripled from 4 to 12; manslaughter more than doubled from 9 to 21; and rapes increased from 19 to 30. Another category that increased by more than one-third was assault with a gun which increased from 21 to 34 offenses.

The Elizabeth Police Department received \$16,800 in 1969 to develop a comprehensive plan to improve law enforcement. The initial program priorities to receive funds were:

1. Specialized equipment for the Elizabeth Police Department to improve response time and increase apprehensions.

2. A program of public education on how to protect crime targets to prevent crimes.

## V. CAMDEN

The City of Camden is the major city in Camden County with a population of 117,230. The population

size has remained unchanged since 1960 but the percentage of non-White population has increased while the White population has decreased. Camden presently has a non-White population of 28.8% which is second only to Newark among the major cities. The number of adults over the age of 25 who have completed less than nine years of education is 37,736 (56%). Only Paterson, among the major cities, has this high a rate of adults completing less than nine years of education. The percentage of housing units classified as substandard is 20.1% (7,698), which is relatively low among the major cities. Median family income is quite low in relation to the other major cities. The median family income in 1969 was \$5,471; the lowest median family income among the major cities was Newark which was only \$17 lower at \$5,454. Camden also had a very high proportion of families earning less than \$3000 per year with 18.4% (5,421) below that figure.

For non-White families the percentage was typically much higher with 29.7% (1,776) earning less than \$3000 per year. The unemployment rate was not as high as other major cities. For the entire work force it was 5% and for non-Whites 8.2%. By comparing the very low median income of Camden families with the relatively low unemployment rate there is some evidence that employed workers in Camden receive relatively low wages. One factor that may account for this is Camden's proximity to the Philadelphia labor market area. A high proportion of Camden residents work in Philadelphia where there are a large number of low wage, marginal industries such as needle trades, food services, and other service industries. In the absence of a labor force survey this can only be a supposition; however, this same phenomenon of low wages is also seen in Newark where over 50% of the indigenous labor force commutes to other urban centers, primarily New York, where low wage, marginal employment is available.

Camden is one of the few cities in New Jersey to show a reduction in index crimes from 1967 to 1968. The decrease was of significant size; from 4,986 to 4,251 and the decrease covered all of the major crime categories excepting larceny which increased from 2,325 to 2,873. There was a sharp decrease in all of the serious crime classifications. No particular factors have been identified which might account for this reduction, however Camden will develop a comprehensive law enforcement plan with a \$16,495 grant provided by SLEPA and further information will be collected. At this time Camden is developing programs in three priority areas which were funded by SLEPA from 1969 action grant funds:

1. A police-community relations program utilizing neighborhood centers.



2. Specialized equipment to improve the rate of apprehension of criminals.

3. A centralized warrant control center to improve police effectiveness and efficiency.

## VI. TRENTON

Trenton, the State Capitol, is also the major city in Mercer County with a population 109,600. This is a substantial reduction in population from 1960 when the population was 114,167. The percentage of non-White population is 14.9 and there is a substantial Puerto Rican population.

The number of adults over the age of 25 that have completed less than nine years of school is 48,905 (56%). This percentage is equal to that of Camden and is higher than any other major city in New Jersey. The percentage of substandard housing compared to all housing units in Trenton is 25.7% (12,438) which is second only to Newark among the major cities. The median family income of \$5,840 is also relatively low being only \$300 higher than Paterson which has the lowest median income of New Jersey's major cities. Trenton also has a large number of families with incomes of less than \$3000. There were 4,614 families in this group in 1969, or 16.8% of the total number of families. For non-White families, the percentage was 26.6% (1,386 families). Unemployment, though high in relationship to the entire State, is lower than the average in the other major cities. The unemployment rate in 1969 was 5.5% (2,673) and for non-Whites 8.6% (328).

The crime rate in Trenton has gone up sharply and is now higher than the average rate for major cities in New Jersey. The number of index crimes rose from 4,889 in 1967 to 5,534 in 1968. A major factor in this rise has been the increase in robberies from 391 to 512. This increase was predominantly in strong-arm robberies which increased from 222 to 327. The other crime categories that showed marked increases were breaking and entering, which increased from 2,033 to 2,507 and non-felonious assaults which increased from 1,015 to 1,317. There was also a sharp decline in auto thefts from 1,431 to 1,152.

The Department of Public Safety in Trenton is currently engaged in developing a comprehensive analysis of criminal problems in Trenton under a planning grant of \$15,586 from SLEPA. A more detailed report on local plans and priorities will be available on completion of this program. The City of Trenton has received action grants in Fiscal 1969 for the following priority programs:

1. A juvenile delinquency prevention project.
2. Specialized equipment for the Trenton Police

Department to improve detection and apprehension of criminals.

3. A closed-circuit television system for the Trenton Police Department.

The six cities described above are the largest municipalities in New Jersey with populations over 100,000. Although their combined population is only 19% of the State's total, they accounted for 30% of the total index crimes in New Jersey in 1968 (58,000 of 172,000). Their combined total rate of index crime was 5,021 per 100,000 compared to a State-wide rate of 2,391.8 per 100,000. It seems apparent that the problem of crime in New Jersey is concentrated in the large cities although the smaller cities also show an above average crime rate. The 17 municipalities in New Jersey with populations of 50,000 to 100,000 had an index crime rate of 2,640.3 per 100,000 population in 1968. The municipalities with less than 50,000 population had a combined total crime rate well below the State average.

A survey of all of the New Jersey municipalities was conducted in January of 1970 to determine what programs should be given priority in the opinion of local government officials. *The six largest municipalities, considered apart from all other local units of government rated the following programs as having the greatest priority in their jurisdictions:*

1. Prevention of crime through "hardening" of crime targets. This included protection of people through increased police patrols, better lighting, and other methods; and better protection of property through electrical and mechanical defense and surveillance systems.

2. Services to juvenile detainees, including social, psychological, and medical services which will reduce the likelihood of recidivism.

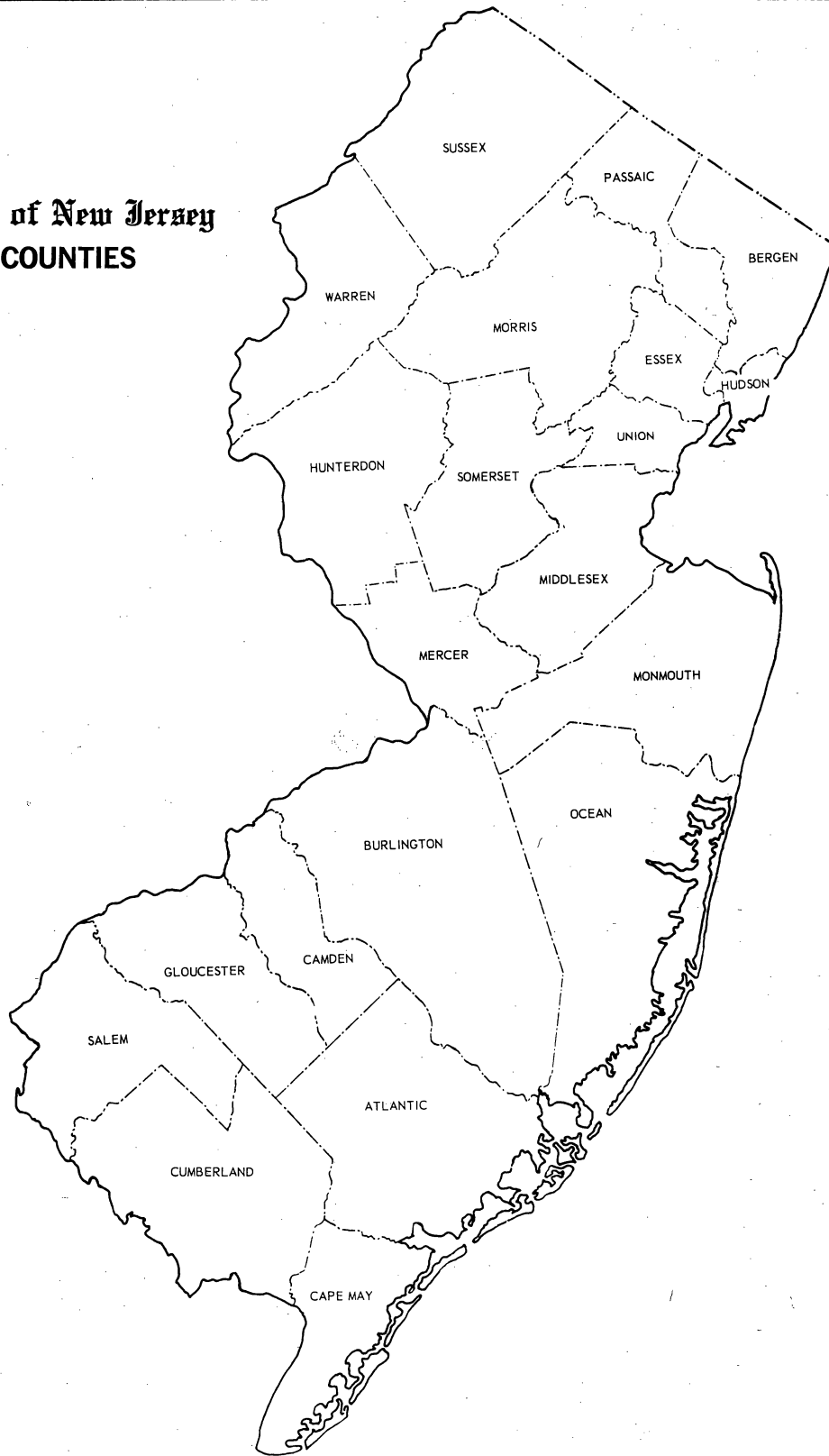
3. Recruitment and upgrading of personnel in the criminal justice system (including police, courts and corrections) to insure an adequate quantity and quality of service.

4. Rehabilitation of narcotic drug addicts and alcoholics to reduce the extremely high recidivism rate in these groups.

5. Basic and advanced academic improvement for personnel in the criminal justice agencies from high school equivalency, where necessary, through graduate degree programs at the university level.

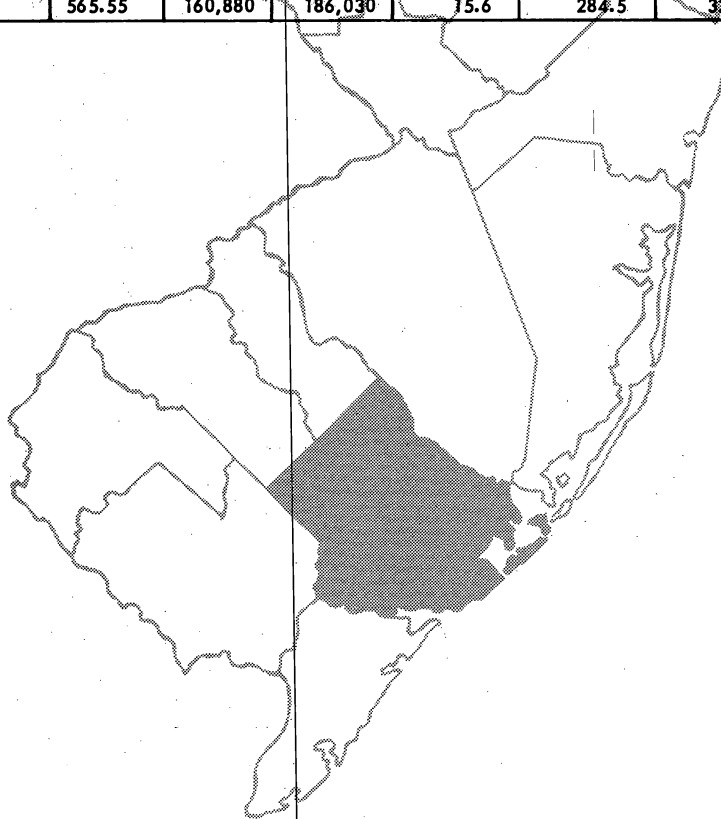
*Although these programs were given the highest priority rating, there was a substantial response favoring each of the program approaches in the New Jersey State Plan. This indicates that major demands for improvement exist in practically every aspect of the criminal justice system in the largest cities in New Jersey.*

**State of New Jersey**  
**COUNTIES**



**ATLANTIC COUNTY  
PROFILES OF INCORPORATED MUNICIPALITIES**

Municipality	1968 Area In Sq. Miles	1960 Census Population	1968 Estimated Population	1968/1960 Percent Change	1960 Estimated Density Per Sq. Mile	1968 Estimated Density Per Sq. Mile	1968 Character	1968 Covered Employ- ment
Absecon City	5.87	4,320	5,640	30.6	735.9	960.8	Suburban	902
Atlantic City	11.92	59,544	62,960	5.7	4,995.3	5,281.9	Urban	26,670
Brigantine City	6.31	4,201	5,230	24.5	665.8	828.8	Suburban	354
Buena Boro	7.90	3,243	3,580	10.4	410.5	453.2	Rural Center	-
Buena Vista Township	41.33	3,915	5,110	30.5	97.4	123.6	Rural	1,565
Corbin City	8.92	271	280	3.3	30.4	31.4	Rural	17
Egg Harbor City	11.09	4,416	4,970	12.5	398.2	448.2	Rural Center	1,418
Egg Harbor Township	66.54	5,593	7,120	27.3	84.1	107.0	Rural	1,433
Estell Manor City	53.12	496	590	16.9	9.3	10.9	Rural	19
Folsom Boro	8.79	482	710	47.3	54.8	80.8	Rural	251
Galloway Township	91.75	5,634	7,230	28.3	61.4	78.8	Rural	1,717
Hamilton Township	115.05	6,017	6,800	13.0	52.3	59.1	Rural	2,702
Hammonton Town	40.48	9,854	12,220	24.0	243.4	301.9	Rural Center	3,957
Linwood City	4.14	3,847	5,450	41.7	929.2	1,316.4	Suburban	894
Longport Boro	0.44	1,077	1,090	1.2	2,447.7	2,477.3	Suburban	61
Margate City	1.49	9,474	10,620	12.1	6,358.4	7,127.5	Suburban	609
Mullica Township	54.72	2,944	3,670	24.7	53.8	67.1	Rural	221
Northfield City	3.56	5,849	8,410	43.8	1,643.0	2,362.4	Suburban	831
Pleasantville City	5.80	15,172	15,970	5.3	2,515.9	2,753.4	Suburban	3,409
Port Republic City	8.14	561	650	15.9	68.9	79.9	Suburban	12
Somers Point City	4.08	4,504	7,270	61.4	1,103.9	1,781.9	Suburban	1,007
Ventnor City	1.99	8,688	9,650	11.1	4,365.8	4,849.2	Suburban	795
Weymouth Township	12.12	778	820	5.4	64.2	67.7	Rural	19
<b>TOTAL</b>	<b>565.55</b>	<b>160,880</b>	<b>186,030</b>	<b>15.6</b>	<b>284.5</b>	<b>328.9</b>	<b>-</b>	<b>48,863</b>



**BERGEN COUNTY**  
**PROFILES OF INCORPORATED MUNICIPALITIES**

Municipality	1968 Area In Sq. Miles	1960 Census Population	1968 Estimated Population	1968/1960 Percent Change	1960 Estimated Density Per Sq. Mile	1968 Estimated Density Per Sq. Mile	1968 Character	1968 Covered Employ- ment
Allendale Boro	2.80	4,092	5,850	43.0	1,461.4	2,089.3	Suburban	680
Alpine Boro	5.86	921	1,190	29.2	173.8	203.1	Suburban	106
Bergenfield Boro	3.04	27,203	30,080	10.6	9,067.7	9,894.7	Urban	3,791
Bogota Boro	0.70	7,965	9,270	16.4	11,378.6	13,242.9	Urban	581
Carlstadt Boro	4.20	6,042	7,090	17.3	1,438.6	1,688.1	Suburban	10,115
Cliffside Park Boro	1.00	17,642	18,740	6.2	17,642.0	18,740.0	Urban	1,689
Closter Boro	3.17	7,767	9,000	15.9	2,450.0	2,839.1	Suburban	1,638
Cresskill Boro	2.00	7,280	8,360	14.7	3,645.0	4,180.0	Suburban	900
Demarest Boro	2.10	4,231	5,240	23.8	2,014.8	2,495.2	Suburban	197
Dumont Boro	1.80	18,882	20,630	9.3	10,490.0	11,461.1	Urban	892
East Paterson Boro	2.50	19,344	20,840	7.7	7,737.6	8,336.0	Urban	6,811
East Rutherford Boro	3.70	7,769	9,980	28.5	2,099.7	2,697.3	Suburban	9,640
Edgewater Boro	0.70	4,113	5,340	29.8	5,875.7	7,628.6	Urban	3,436
Emerson Boro	2.35	6,849	8,210	19.9	2,914.5	3,493.6	Suburban	985
Englewood City	4.90	26,057	27,190	4.3	5,317.8	5,549.0	Urban	10,593
Englewood Cliffs Boro	1.80	2,913	5,120	75.8	1,618.3	2,844.4	Suburban	7,220
Fairlawn Boro	5.30	36,421	39,150	7.5	6,871.8	7,386.8	Suburban	10,226
Fairview Boro	0.90	9,399	10,930	16.3	10,443.3	12,144.4	Urban	3,454
Fort Lee Boro	2.50	21,815	32,730	50.0	8,726.0	13,092.0	Urban	3,605
Franklin Lakes Boro	9.40	3,316	6,260	88.8	352.8	668.0	Suburban	485
Garfield City	2.10	29,253	31,040	6.1	13,930.0	14,781.0	Urban	9,136
Glen Rock Boro	2.80	12,886	13,490	4.6	4,605.7	4,817.9	Suburban	922
Hackensack City	4.00	30,621	36,050	18.1	7,630.3	9,012.5	Urban	19,913
Harrington Park Boro	2.04	3,581	4,420	23.4	1,755.4	2,166.7	Suburban	80
Hasbrouck Heights Boro	1.50	13,046	14,220	9.0	8,697.3	9,480.0	Urban	1,440
Haworth Boro	1.97	3,215	3,730	16.0	1,632.0	1,893.4	Suburban	135
Hillsdale	2.90	8,734	10,700	22.5	3,011.7	3,689.7	Suburban	762
Hohokus Boro	1.80	3,988	4,510	13.1	2,215.6	2,505.6	Suburban	242
Leonia Boro	1.50	6,384	9,250	10.3	5,589.3	6,166.7	Suburban	439
Little Ferry Boro	1.50	6,175	9,200	49.0	4,118.7	6,133.3	Urban	2,455
Lodi Boro	2.20	23,502	27,790	18.2	10,682.7	12,631.8	Urban	6,199
Lyndhurst Township	4.70	21,867	24,180	10.6	4,652.6	5,144.7	Suburban	4,731
Mahwah Township	25.70	7,376	10,640	44.3	287.0	414.0	Rural	7,346
Maywood Boro	1.30	11,460	12,030	5.0	8,815.4	9,253.8	Urban	2,506
Midland Park Boro	1.69	7,543	8,440	11.9	4,463.3	4,994.1	Suburban	1,758
Montvale Boro	4.00	3,699	6,790	83.6	924.8	1,697.5	Suburban	1,922
Moonachie Boro	1.60	3,052	3,360	10.1	1,907.5	2,100.0	Suburban	3,798
New Milford Boro	2.20	18,810	21,390	13.7	8,550.0	9,722.7	Urban	743
North Arlington Boro	2.50	17,477	19,310	10.5	6,990.8	7,724.0	Urban	2,160
Northvale Boro	1.30	2,892	4,990	72.5	2,224.6	3,838.5	Suburban	1,458
Norwood Boro	2.90	2,852	4,090	43.4	983.4	1,410.3	Suburban	838
Oakland Boro	9.10	9,446	13,510	43.0	1,038.0	1,484.6	Suburban	1,071
Old Tappan Boro	3.90	2,330	3,310	42.1	597.4	848.7	Suburban	290
Oradell Boro	2.55	7,487	8,620	15.1	2,936.1	3,380.4	Suburban	1,759
Palisades Park Boro	1.30	11,943	13,830	15.8	9,186.9	10,638.8	Urban	3,442
Paramus Boro	10.20	23,238	27,440	18.1	2,278.2	2,690.2	Suburban	23,184
Park Ridge Boro	2.58	6,389	8,500	33.0	2,476.4	3,294.6	Suburban	1,092
Ramsey Boro	6.90	9,527	12,380	29.9	1,614.7	2,098.3	Suburban	1,753
Ridgefield Boro	2.60	10,788	12,250	13.6	4,149.2	4,711.5	Urban	5,319
Ridgefield Park Boro	2.00	12,701	15,120	19.0	6,350.5	7,560.0	Urban	2,308
Ridgewood Township	5.90	25,391	26,880	5.9	4,303.6	4,555.9	Suburban	3,853
River Edge Boro	1.90	13,264	14,070	6.1	6,987.1	7,406.3	Urban	1,125
River Vale Township	4.40	5,616	8,220	46.4	1,276.4	1,868.2	Suburban	249
Rochelle Park Township	1.10	6,119	6,810	11.3	5,562.7	6,190.9	Urban	1,783
Rockleigh Boro	1.00	430	460	7.0	430.0	460.0	Suburban	1,259
Rutherford Boro	2.60	20,473	21,500	5.0	7,874.2	8,269.2	Urban	3,182
Saddle River Boro	4.90	1,776	2,260	27.3	362.4	461.2	Suburban	281
Saddle Brook Township	2.70	13,834	16,640	20.3	5,123.7	6,163.0	Urban	4,389
South Hackensack Township	0.50	1,841	2,370	28.7	3,682.0	4,740.0	Urban	5,326
Teaneck Township	5.90	42,085	44,010	4.6	7,133.1	7,459.3	Urban	5,476
Tenafly Boro	4.40	14,264	15,250	6.9	3,241.8	3,465.9	Suburban	1,532
Teterboro Boro	1.20	22	20	-9.1	18.3	16.7	Urban	13,111
Upper Saddle River Boro	5.10	3,570	6,360	78.2	700.0	1,247.1	Suburban	456
Waldwick Boro	2.40	10,495	12,640	20.4	4,372.9	5,266.7	Suburban	1,227
Wallington Boro	1.00	9,261	10,910	17.8	9,216.0	10,910.0	Urban	1,455
Washington Township	2.87	6,654	9,970	49.8	2,318.5	3,473.9	Suburban	312
Westwood Boro	2.40	9,046	11,180	23.6	3,769.2	4,658.3	Suburban	2,878
Woodcliff Lake Boro	3.75	2,742	4,690	71.0	731.2	1,250.7	Suburban	192
Woodridge Boro	1.10	7,964	8,560	7.5	7,240.0	7,781.8	Urban	6,264
Wyckoff Township	7.51	11,205	14,940	33.0	1,492.0	1,989.3	Suburban	1,466
<b>TOTAL</b>	<b>235.68</b>	<b>780,255</b>	<b>913,520</b>	<b>17.1</b>	<b>3,319.1</b>	<b>3,876.1</b>	<b>-</b>	<b>242,041</b>

**BURLINGTON COUNTY  
PROFILES OF INCORPORATED MUNICIPALITIES**

Municipality	1968 Area In Sq. Miles	1960 Census Population	1968 Estimated Population	1968/1960 Percent Change	1960 Estimated Density Per Sq. Mile	1968 Estimated Density Per Sq. Mile	1968 Character	1968 Covered Employ- ment
Bass River Township	79.65	737	740	0.4	9.3	9.3	Rural	18
Beverly City	0.54	3,400	3,720	9.4	6,296.3	6,888.9	Suburban	824
Bordentown City	0.92	4,974	5,420	9.0	5,406.5	5,891.3	Suburban Center	2,218
Bordentown Township	7.41	5,936	7,160	20.6	801.1	966.3	Suburban	542
Burlington City	3.06	12,687	13,690	7.9	4,146.1	4,473.9	Suburban Center	7,071
Burlington Township	14.02	6,291	10,520	67.2	448.7	750.4	Suburban	2,207
Chesterfield Township	22.12	2,519	3,260	29.4	113.9	147.4	Rural	120
Cinnaminson Township	7.39	8,302	15,450	86.1	1,123.4	2,090.7	Suburban	1,264
Delanco Township	2.16	4,011	4,390	9.4	1,856.9	2,032.4	Suburban	495
Delran Township	6.85	5,327	8,980	68.6	777.7	1,310.9	Suburban	776
Eastampton Township	5.73	1,402	2,610	86.2	244.7	455.5	Rural	29
Edgewater Township	2.86	2,866	6,790	136.9	1,002.1	2,374.1	Suburban	288
Evesham Township	29.65	4,548	9,750	114.4	153.4	328.8	Rural	673
Fieldsboro Boro	0.30	583	630	8.1	1,943.3	2,100.0	Suburban	112
Florence Township	9.68	8,127	8,990	10.6	839.6	928.7	Suburban	2,447
Hainesport Township	6.68	3,271	3,580	9.4	489.7	535.9	Suburban	226
Lumberton Township	13.29	2,833	3,820	34.8	213.2	287.4	Rural	539
Mansfield Township	22.71	2,084	2,560	22.8	91.8	112.7	Rural	118
Maple Shade Township	3.72	12,947	15,760	21.7	3,480.4	4,236.6	Suburban	2,674
Medford Township	40.32	4,844	7,020	44.9	120.1	174.1	Rural	1,272
Medford Lakes Boro	1.22	2,876	4,190	45.7	2,357.4	3,434.4	Suburban	-
Moorestown Township	15.18	12,497	14,680	17.5	823.3	967.1	Suburban	7,061
Mount Holly Township	2.91	13,271	14,990	13.0	4,560.5	5,151.2	Rural Center	3,306
Mount Laurel Township	22.05	5,249	8,940	70.3	238.0	405.4	Rural	1,324
New Hanover Township	21.85	28,528	51,400	80.2	1,305.6	2,352.4	-	7,695
North Hanover Township	17.31	2,796	3,390	21.2	161.5	195.8	Rural	59
Palmyra Boro	1.92	7,036	7,730	9.9	3,664.6	4,026.0	Suburban	1,367
Pemberton Boro	0.71	1,250	1,750	40.0	1,760.6	2,464.8	Rural Center	289
Pemberton Township	64.51	13,726	17,880	30.3	212.8	277.2	Rural	447
Riverside Township	1.54	8,474	9,620	13.5	5,502.6	6,246.8	Suburban	2,699
Riverton Boro	0.70	3,324	3,900	17.3	4,748.6	5,571.4	Suburban	1,626
Shamong Township	46.61	774	870	25.3	16.6	20.8	Rural	9
Southampton Township	42.61	3,186	4,120	30.1	74.3	96.7	Rural	266
Springfield Township	29.58	1,956	2,530	29.3	66.1	85.5	Rural	103
Tabernacle Township	48.39	1,621	2,090	28.9	33.5	43.2	Rural	39
Washington Township	107.12	541	640	18.3	5.1	6.0	Rural	631
Westampton Township	11.04	1,114	2,160	93.9	100.9	195.7	Suburban	432
Willingboro Township	7.86	11,861	36,410	207.0	1,509.0	4,632.3	Suburban	2,822
Woodland Township	95.38	1,904	2,170	14.0	20.0	22.8	Rural	5
Wrightstown Boro	1.75	4,846	5,530	14.1	2,769.1	3,160.0	Rural Center	769
<b>TOTAL</b>	<b>819.30</b>	<b>224,499</b>	<b>329,930</b>	<b>47.0</b>	<b>274.0</b>	<b>384.3</b>	<b>-</b>	<b>54,862</b>

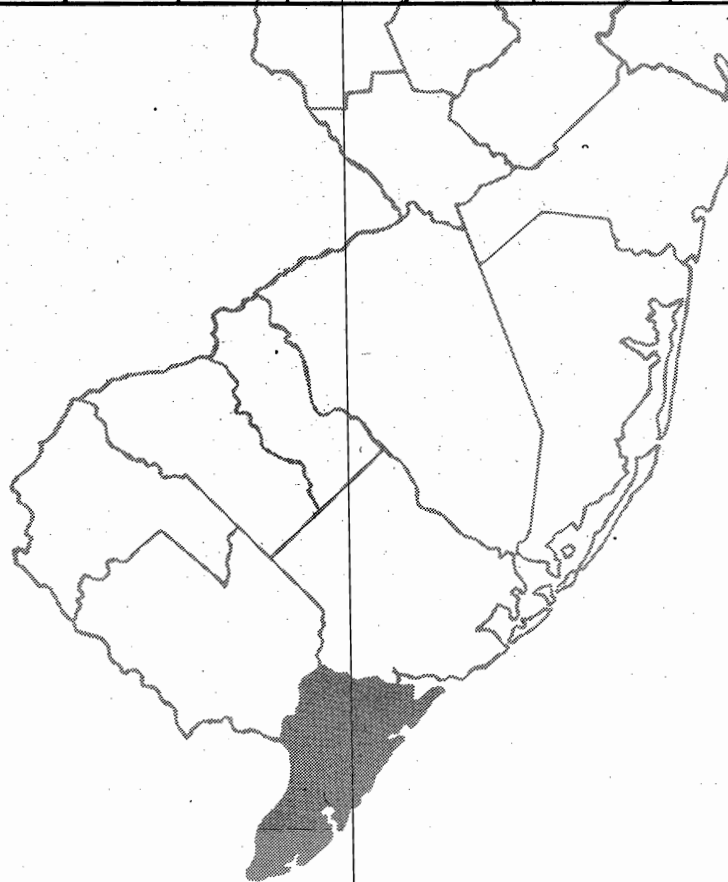


**CAMDEN COUNTY**  
**PROFILES OF INCORPORATED MUNICIPALITIES**

Municipality	1968 Area In Sq. Miles	1960 Census Population	1968 Estimated Population	1968/1960 Percent Change	1960 Estimated Density Per Sq. Mile	1968 Estimated Density Per Sq. Mile	1968 Character	1968 Covered Employ- ment
Audubon Boro	1.52	10,440	11,430	9.5	6,868.4	7,519.7	Suburban	2,198
Audubon Park Boro	0.15	1,713	1,780	3.9	11,420.0	11,866.7	Urban	—
Barrington Boro	1.66	7,943	9,710	22.2	4,784.9	5,849.4	Suburban	2,422
Bellmawr Boro	3.02	11,853	15,430	30.2	3,924.8	5,109.3	Suburban	965
Berlin Boro	3.56	3,578	4,730	32.2	1,005.1	1,328.7	Suburban	997
Berlin Township	3.27	3,363	4,700	39.8	1,028.4	1,437.3	Suburban	771
Brooklawn Boro	0.53	2,504	2,760	10.2	4,724.5	5,207.5	Suburban	389
Camden City	8.70	117,159	117,230	0.1	13,466.6	13,474.7	Urban	45,356
Cherry Hill Township	24.51	31,522	59,180	87.7	1,286.1	2,414.5	Suburban	14,970
Chesilhurst Boro	1.89	384	770	100.5	203.2	407.4	Rural	4
Clementon Boro	2.01	3,766	4,990	32.5	1,873.6	2,482.6	Suburban	976
Collingswood Boro	1.99	17,370	18,540	6.7	8,728.6	9,316.6	Urban	1,454
Gibbsboro Boro	2.15	2,141	2,720	27.0	995.8	1,265.1	Suburban	628
Gloucester City	2.40	15,511	16,640	7.3	6,462.9	6,933.3	Urban	1,975
Gloucester Township	23.48	17,591	24,670	40.2	749.2	1,050.7	Suburban	2,691
Haddon Township	2.75	17,099	18,640	9.1	6,217.8	6,778.2	Suburban	1,245
Haddonfield Boro	2.60	13,201	14,400	9.1	5,077.3	5,538.5	Suburban	3,278
Haddon Heights Boro	1.52	9,260	9,930	7.2	6,092.1	6,532.9	Suburban	521
Hi-Nella Boro	0.22	474	720	51.9	2,154.5	3,272.7	Suburban	32
Laurel Springs Boro	0.43	2,028	2,620	29.2	4,716.3	6,093.0	Suburban	117
Lawnside Boro	1.45	2,155	2,710	25.8	1,486.2	1,869.0	Suburban	97
Lindenwold Boro	3.89	7,335	9,380	27.9	1,885.6	2,411.3	Suburban	142
Magnolia Boro	0.99	4,199	5,820	38.6	4,241.4	5,878.8	Suburban	268
Merchantville Boro	0.63	4,075	4,000	-1.8	6,468.3	6,349.2	Suburban	2,890
Mount Ephraim Boro	0.97	5,447	6,150	12.9	5,615.5	6,340.2	Suburban	657
Oaklyn Boro	0.72	4,778	5,290	10.7	6,636.1	7,347.2	Urban	562
Pennsauken Township	10.21	33,771	38,720	14.7	3,307.6	3,792.4	Suburban	14,590
Pine Hill Boro	4.11	3,939	4,840	22.9	958.4	1,177.6	Suburban	52
Pine Valley Boro	0.77	20	20	—	26.0	26.0	Suburban	41
Runnemede Boro	2.12	8,396	11,630	38.5	3,960.4	5,485.8	Suburban	780
Somerdale Boro	1.42	4,839	7,080	46.3	3,407.7	4,985.9	Suburban	442
Stratford Boro	1.47	4,308	9,690	124.9	2,930.6	6,591.8	Suburban	689
Tavistock Boro	0.44	10	10	—	22.7	22.7	Suburban	65
Voorhees Township	11.91	3,784	5,650	49.3	317.7	474.4	Rural	254
Waterford Township	34.38	3,809	4,640	21.8	110.8	135.0	Rural	381
Winslow Township	58.07	9,142	10,740	17.5	157.4	184.9	Rural	1,277
Wood-Lynne Boro	0.25	3,128	3,350	7.1	12,517.0	13,400.0	Urban	172
<b>TOTAL</b>	<b>222.16</b>	<b>392,035</b>	<b>471,310</b>	<b>20.2</b>	<b>1,764.7</b>	<b>2,121.5</b>	<b>—</b>	<b>104,348</b>

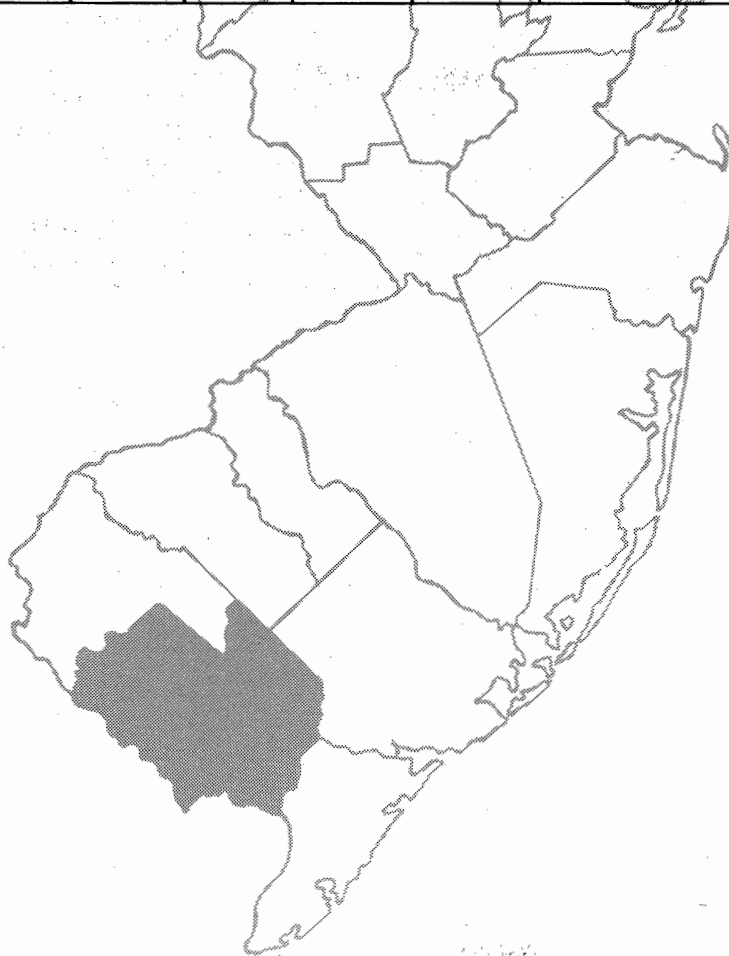
**CAPE MAY COUNTY  
PROFILES OF INCORPORATED MUNICIPALITIES**

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



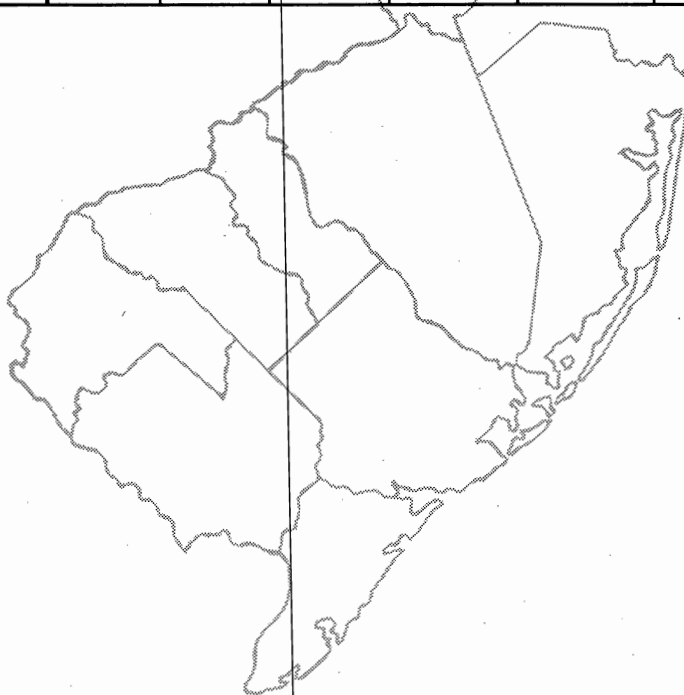
**CUMBERLAND COUNTY  
PROFILES OF INCORPORATED MUNICIPALITIES**

Municipality	1968 Area In Sq. Miles	1960 Census Population	1968 Estimated Population	1968/1960 Percent Change	1960 Estimated Density Per Sq. Mile	1968 Estimated Density Per Sq. Mile	1968 Character	1968 Covered Employ- ment
Bridgeton City	6.50	20,966	23,580	12.5	3,225.5	3,627.7	Urban	9,323
Commercial Township	34.00	3,244	3,930	21.1	95.4	115.6	Rural	643
Deerfield Township	16.70	2,053	2,470	20.3	122.9	147.9	Rural	91
Downe Township	55.80	1,870	1,990	6.4	33.5	35.7	Rural	173
Fairfield Township	43.00	3,916	4,600	17.5	91.1	107.0	Rural	209
Greenwich Township	19.00	1,086	1,230	13.3	57.2	64.7	Rural	16
Hopewell Township	31.40	3,586	4,370	21.9	114.2	139.2	Rural	17
Lawrence Township	35.60	2,639	2,920	10.6	74.1	82.0	Rural	144
Maurice River Township	94.70	3,105	3,460	11.4	32.8	36.5	Rural	676
Millville City	44.30	19,096	22,890	18.9	431.1	516.7	Rural Center	10,463
Shiloh Boro	1.30	554	610	10.1	426.2	469.2	Rural	8
Stow Creek Township	18.80	1,010	1,160	14.9	53.7	61.7	Rural	55
Upper Deerfield Township	31.80	6,040	7,300	20.9	189.9	229.6	Rural	1,249
Vineland City	69.50	37,685	47,260	25.4	542.2	680.0	Rural Center	15,267
<b>TOTAL</b>	<b>502.40</b>	<b>106,850</b>	<b>127,770</b>	<b>19.6</b>	<b>212.7</b>	<b>254.3</b>	<b>-</b>	<b>38,334</b>



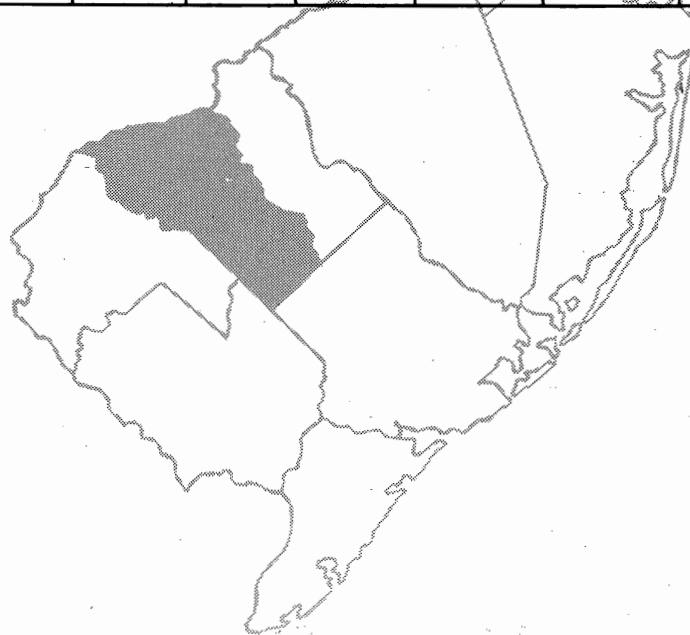
**ESSEX COUNTY**  
**PROFILES OF INCORPORATED MUNICIPALITIES**

Municipality	1968 Area In Sq. Miles	1960 Census Population	1968 Estimated Population	1968/1960 Percent Change	1960 Estimated Density Per Sq. Mile	1968 Estimated Density Per Sq. Mile	1968 Character	1968 Covered Employ- ment
Belleville Town	3.30	35,005	38,620	10.3	10,607.6	11,703.0	Urban	9,356
Bloomfield Town	5.40	51,867	54,780	5.6	9,605.0	10,144.4	Urban	15,372
Caldwell Boro	1.20	6,942	9,840	41.7	5,785.0	8,200.0	Suburban	1,553
Cedar Grove Township	4.50	14,603	17,870	22.4	3,245.1	3,971.1	Suburban	2,319
East Orange City	4.00	77,259	78,290	1.3	19,314.8	19,572.5	Urban	18,584
Essex Fells Boro	1.30	2,174	2,470	13.6	1,672.3	1,900.0	Suburban	73
Fairfield Boro	10.40	3,310	6,420	94.0	318.3	617.3	Suburban	5,674
Glen Ridge Boro	1.30	8,322	8,810	5.9	6,401.5	6,776.9	Suburban	657
Irvington Town	2.80	59,379	64,100	8.0	21,206.8	22,892.9	Urban	11,567
Livingston Township	14.00	23,124	29,000	25.4	1,651.7	2,071.4	Suburban	7,167
Maplewood Township	4.00	23,977	25,110	4.7	5,994.3	6,277.5	Suburban	4,613
Millburn Township	10.00	18,799	21,580	14.8	1,879.9	2,158.0	Suburban	6,139
Montclair Town	6.20	43,129	44,540	3.3	6,956.3	7,183.9	Suburban	7,055
Newark City	24.14	405,220	399,500	- 1.4	16,786.2	16,549.3	Urban	197,869
North Caldwell Boro	2.90	4,163	5,310	27.6	1,435.5	1,831.0	Suburban	690
Nutley Town	3.40	29,513	32,480	10.1	8,680.3	9,552.9	Suburban	10,239
Orange City	2.20	35,789	35,030	- 2.1	16,267.7	15,922.7	Urban	9,045
Roseland Boro	3.50	2,804	3,840	36.9	801.1	1,097.1	Suburban	1,946
South Orange	2.70	16,175	17,590	8.7	5,990.1	6,514.8	Suburban	2,501
Verona Boro	2.80	13,782	15,640	13.5	4,922.1	5,585.7	Suburban	2,146
West Caldwell Boro	5.30	8,314	11,650	40.1	1,568.7	2,198.1	Suburban	2,511
West Orange Town	12.10	39,895	44,090	10.5	3,297.1	3,643.8	Suburban	7,146
<b>TOTAL</b>	<b>127.44</b>	<b>923,545</b>	<b>966,560</b>	<b>4.7</b>	<b>7,246.9</b>	<b>7,584.4</b>	<b>-</b>	<b>324,222</b>



**GLOUCESTER COUNTY  
PROFILES OF INCORPORATED MUNICIPALITIES**

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





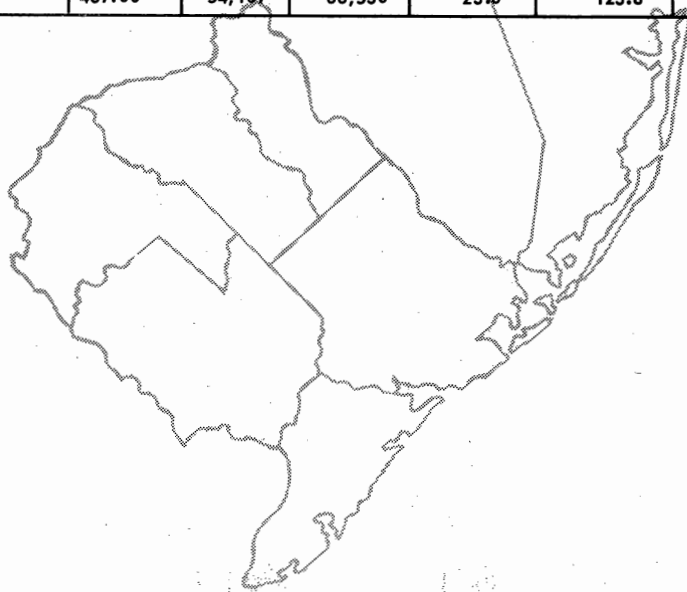
**HUDSON COUNTY  
PROFILES OF INCORPORATED MUNICIPALITIES**

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



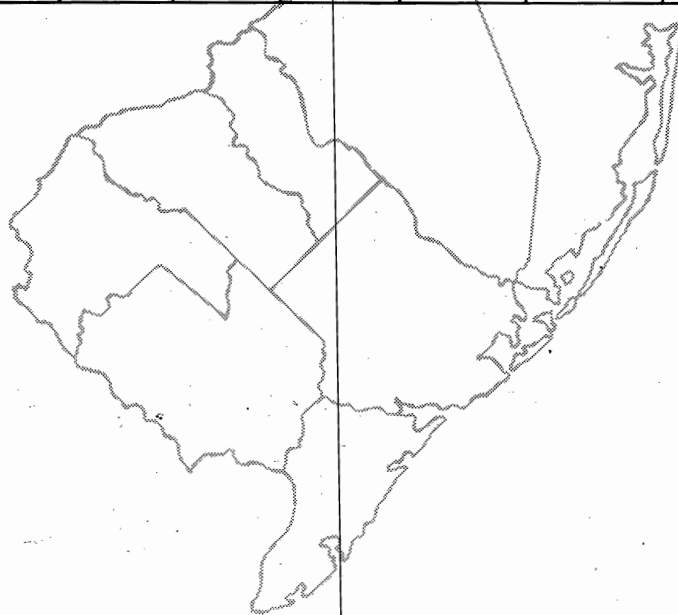
**HUNTERDON COUNTY**  
**PROFILES OF INCORPORATED MUNICIPALITIES**

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



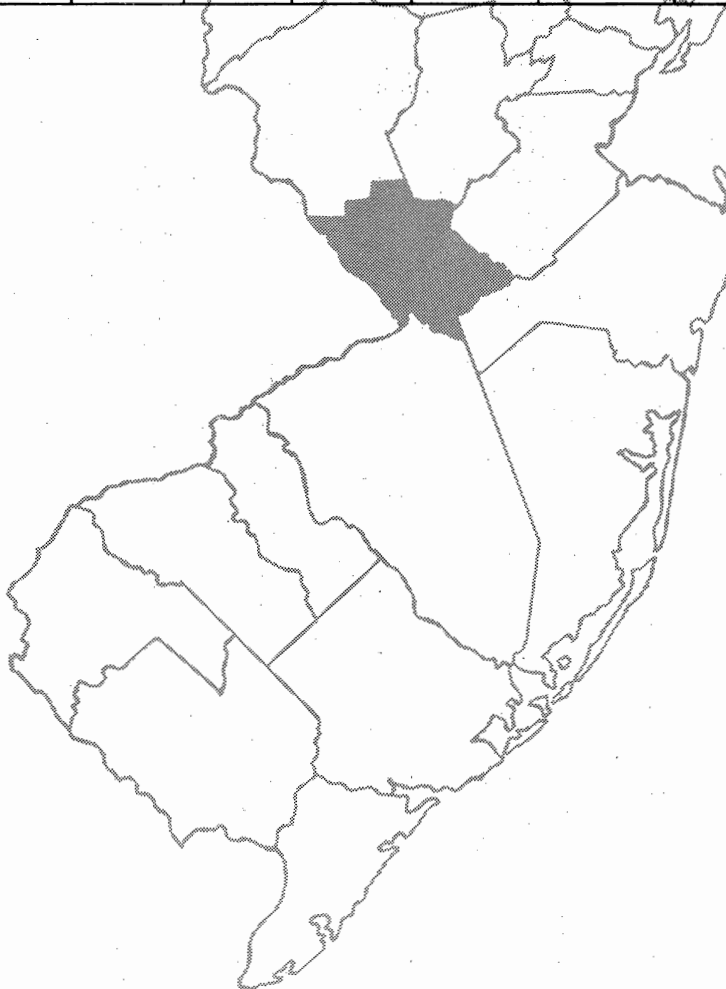
**MIDDLESEX COUNTY**  
**PROFILES OF INCORPORATED MUNICIPALITIES**

Municipality	1968 Area In Sq. Miles	1960 Census Population	1968 Estimated Population	1968/1960 Percent Change	1960 Estimated Density Per Sq. Mile	1968 Estimated Density Per Sq. Mile	1968 Character	1968 Covered Employ- ment
Carteret Boro	4.50	20,502	24,650	20.2	4,556.0	5,477.8	Urban	6,197
Cranbury Township	13.10	2,001	2,530	26.4	152.7	193.1	Rural	2,331
Dunellen Boro	1.00	6,840	7,830	14.5	6,840.0	7,830.0	Urban	2,331
East Brunswick Township	21.50	19,965	31,410	57.3	928.6	1,460.9	Suburban	4,638
Edison Township	30.20	44,799	67,990	51.8	1,483.4	2,251.3	Suburban	23,445
Helmetta Boro	0.80	799	1,000	28.4	973.8	1,250.0	Suburban	201
Highland Park Boro	1.80	11,049	14,940	35.2	6,138.3	8,300.0	Urban	2,021
Jamesburg Boro	0.90	2,853	4,670	63.7	3,170.0	5,188.9	Suburban	759
Madison Township	37.69	22,772	41,160	80.7	604.2	1,092.1	Suburban	1,217
Metuchen Boro	2.80	14,041	17,130	22.0	5,014.6	6,117.9	Suburban	6,785
Middlesex Boro	3.60	10,520	14,190	34.9	2,922.2	3,941.7	Suburban	2,191
Milltown Boro	1.60	5,435	6,690	23.1	3,396.9	4,181.3	Suburban	2,410
Monroe Township	41.80	5,831	7,150	22.6	139.5	171.1	Rural	86
New Brunswick City	5.50	40,139	45,520	13.4	7,298.0	8,276.4	Urban	21,646
North Brunswick Township	11.30	10,099	16,890	65.3	893.7	1,477.0	Suburban	10,855
Perth Amboy City	4.60	38,007	40,610	6.8	8,262.4	8,828.3	Urban	15,442
Piscataway Township	18.90	19,890	34,030	71.1	1,052.4	1,800.5	Suburban	5,707
Plainsboro Township	11.70	1,171	1,840	57.1	100.1	157.3	Rural	601
Sayreville Boro	16.30	22,553	31,250	38.6	1,383.6	1,917.2	Suburban	10,018
South Amboy City	1.30	8,422	10,170	20.8	6,478.5	7,823.1	Urban	1,658
South Brunswick Township	41.40	10,278	13,040	26.9	248.3	315.0	Rural	4,147
South Plainfield Boro	8.20	17,879	21,720	21.5	2,180.4	2,648.8	Suburban	5,572
South River Boro	2.80	13,397	16,630	24.1	4,784.6	5,939.3	Suburban	2,462
Spotswood Boro	2.30	5,788	7,510	29.8	2,516.5	3,265.2	Suburban	1,173
Woodbridge Township	23.20	78,846	97,740	24.0	3,398.5	4,212.9	Urban	20,382
<b>TOTAL</b>	<b>308.79</b>	<b>433,876</b>	<b>576,090</b>	<b>33.2</b>	<b>1,405.0</b>	<b>1,872.1</b>		<b>154,275</b>



**MERCER COUNTY  
PROFILES OF INCORPORATED MUNICIPALITIES**

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



**MONMOUTH COUNTY**  
**PROFILES OF INCORPORATED MUNICIPALITIES**

Municipality	1968 Area In Sq. Miles	1960 Census Population	1968 Estimated Population	1968/1960 Percent Change	1960 Estimated Density Per Sq. Mile	1968 Estimated Density Per Sq. Mile	1968 Character	1968 Covered Employ- ment
Allenhurst Boro	0.30	795	830	4.4	2,650.0	2,766.7	Suburban	149
Allentown Boro	0.90	1,393	1,720	23.5	1,547.8	1,911.1	Rural Center	139
Asbury Park City	1.50	17,366	20,090	15.7	11,577.3	13,393.3	Suburban Center	8,078
Atlantic Highlands Boro	1.20	4,119	5,270	27.9	3,432.5	4,391.7	Suburban	628
Avon-by-the-Sea Boro	0.40	1,707	1,860	9.0	4,267.5	4,650.0	Suburban	382
Belmar Boro	0.90	5,190	5,720	10.2	5,766.7	6,355.6	Suburban	1,262
Bradley Beach Boro	0.70	4,204	4,860	15.6	6,005.7	6,942.9	Suburban	727
Brielle Boro	1.80	2,619	4,490	106.2	1,455.0	2,494.4	Suburban	445
Colts Neck Township	31.60	2,177	3,400	29.8	68.9	107.6	Rural	478
Deal Boro	1.20	1,889	2,170	14.9	1,574.2	1,808.3	Suburban	302
Eatontown Boro	5.90	10,334	22,300	115.8	1,751.5	3,779.7	Suburban	2,703
Englishtown Boro	0.60	1,143	1,390	21.6	1,905.0	2,316.7	Rural Center	603
Fair Haven Boro	1.60	5,678	6,210	9.4	3,548.8	3,881.3	Suburban	210
Farmingdale Boro	0.50	959	1,250	30.3	1,918.0	2,500.0	Rural Center	2,602
Freehold Boro	1.70	9,140	11,190	22.4	5,376.5	6,582.4	Suburban Center	3,823
Freehold Township	38.30	4,779	9,850	106.7	124.8	258.0	Rural	1,682
Hazlet Township	5.58	15,334	20,090	31.0	2,748.0	3,600.4	Suburban	942
Highlands Boro	1.10	3,536	3,890	10.0	3,214.5	3,536.4	Suburban	420
Holmdel Township	17.90	2,959	4,830	63.2	165.3	269.8	Rural	6,802
Howell Township	63.20	11,153	17,400	56.0	176.5	275.3	Rural	710
Interlaken Boro	0.30	1,168	1,250	7.0	3,893.3	4,166.7	Suburban	11
Keansburg Boro	1.02	6,854	7,900	15.3	6,719.6	7,745.1	Suburban	658
Keyport Boro	1.40	6,440	8,290	28.7	4,600.0	5,921.4	Suburban	2,063
Little Silver Boro	2.80	5,202	5,980	15.0	1,857.9	2,135.7	Suburban	530
Loch Arbour Village	0.07	297	290	-2.4	4,242.9	4,142.9	Suburban	228
Long Branch City	5.10	26,228	34,470	31.4	5,142.7	6,758.8	Suburban Center	5,279
Manalapan Township	32.10	3,990	11,350	184.5	124.3	353.6	Rural	217
Manasquan Boro	1.70	4,022	4,440	10.4	2,365.9	2,611.8	Suburban	898
Marlboro Township	30.20	8,038	9,980	24.2	266.2	330.5	Rural	628
Matawan Boro	2.26	5,097	9,480	86.0	2,255.3	4,194.7	Suburban	1,329
Matawan Township	5.45	7,359	14,590	98.3	1,350.3	2,677.1	Suburban	2,013
Middletown Township	38.20	39,675	50,650	27.7	1,038.6	1,325.9	Suburban	3,473
Millstone Township	37.36	2,550	2,960	16.1	68.3	79.2	Rural	115
Monmouth Beach Boro	1.10	1,363	1,780	30.6	1,239.1	1,618.2	Suburban	148
Neptune Township	8.00	21,487	27,290	27.0	2,685.9	3,411.3	Suburban	4,721
Neptune City Boro	0.90	4,013	4,990	24.3	4,458.9	5,544.4	Suburban	1,344
New Shrewsbury Boro	16.21	7,313	8,410	15.0	451.1	518.8	Rural Suburban	551
Ocean Township	11.03	11,622	17,190	47.9	1,053.7	1,558.5	Suburban	1,727
Oceanport Boro	3.10	4,937	7,770	57.4	1,592.8	2,506.5	Suburban	10,778
Red Bank Boro	1.80	12,482	14,150	13.4	6,934.4	7,861.1	Suburban Center	7,455
Roosevelt Boro	1.94	764	810	6.0	393.8	417.5	Rural	-
Rumson Boro	5.30	6,405	7,310	14.1	1,208.5	1,379.2	Suburban	338
Sea Bright Boro	0.60	1,138	1,280	12.5	1,986.7	2,133.3	Suburban	336
Sea Girt Boro	1.29	1,798	1,970	9.6	1,393.8	1,527.1	Suburban	228
Shrewsbury Boro	2.30	3,222	3,670	13.9	1,400.9	1,595.7	Suburban	1,209
Shrewsbury Township	0.09	1,204	1,310	8.8	13,377.8	14,555.6	Suburban	83
South Belmar Boro	0.30	1,537	1,600	4.1	5,123.3	5,333.3	Suburban	128
Spring Lake Boro	1.30	2,922	3,160	8.1	2,247.7	2,430.8	Suburban	475
Spring Lake Heights Boro	1.40	3,309	4,470	35.1	2,363.6	3,192.9	Suburban	350
Union Beach Boro	1.80	5,862	6,910	17.9	3,256.7	3,838.9	Suburban	723
Upper Freehold Township	47.10	2,363	2,860	21.0	50.2	60.7	Rural	77
Wall Township	31.01	11,929	16,450	37.9	384.7	530.5	Rural Suburban	2,070
West Long Branch Boro	2.90	5,337	6,010	12.6	1,840.3	2,072.4	Suburban	929
<b>TOTAL</b>	<b>474.31</b>	<b>334,401</b>	<b>449,860</b>	<b>34.5</b>	<b>701.0</b>	<b>948.5</b>	<b>-</b>	<b>84,199</b>



**MORRIS COUNTY**  
**PROFILES OF INCORPORATED MUNICIPALITIES**

Municipality	1968 Area In Sq. Miles	1960 Census Population	1968 Estimated Population	1968/1960 Percent Change	1960 Estimated Density Per Sq. Mile	1968 Estimated Density Per Sq. Mile	1968 Character	1968 Covered Employ- ment
Boonton Town	2.70	7,981	9,660	21.0	2,955.9	3,577.8	Suburban Center	3,787
Boonton Township	8.49	1,998	2,620	31.1	235.3	308.6	Suburban	865
Butler Boro	1.97	5,414	6,750	24.7	2,748.2	3,426.4	Suburban	1,246
Chatham Boro	2.30	9,517	10,430	9.6	4,137.8	4,534.8	Suburban	1,657
Chatham Township	9.00	5,931	7,750	30.7	659.0	861.1	Suburban	228
Chester Boro	1.62	1,074	1,400	30.4	663.0	864.2	Rural Center	385
Chester Township	28.68	2,107	3,520	67.1	73.5	122.7	Rural	452
Denville Township	12.80	10,632	13,470	26.7	830.6	1,052.3	Suburban	2,276
Dover Town	2.30	13,034	15,940	22.3	5,667.0	6,930.4	Suburban Center	16,211
East Hanover Township	8.21	4,379	6,310	44.1	533.4	768.6	Suburban	1,516
Florham Park Boro	7.60	7,222	8,450	17.0	950.3	1,111.8	Suburban	3,321
Hanover Township	10.80	9,329	11,160	19.6	863.8	1,033.3	Suburban	11,163
Harding Township	16.70	2,683	3,470	29.3	160.7	207.8	Rural	219
Jefferson Township	44.30	6,884	10,990	59.6	155.4	248.1	Suburban Rural	382
Kinnelon Boro	18.97	4,431	6,430	45.1	224.9	339.0	Suburban	215
Lincoln Park Boro	6.43	6,048	8,360	38.2	846.0	1,330.2	Suburban	715
Madison Boro	4.00	15,122	17,260	14.1	3,780.5	4,315.0	Suburban	1,677
Mendham Boro	6.70	2,371	3,240	36.7	353.9	483.6	Suburban	200
Mendham Township	17.60	2,256	3,090	37.0	128.2	175.6	Suburban Rural	180
Mine Hill Township	2.80	3,362	3,850	14.5	1,200.7	1,375.0	Suburban	21
Montville Township	18.93	6,772	10,280	51.8	370.1	543.1	Suburban	2,377
Morris Township	15.80	12,092	17,580	45.4	765.3	1,112.7	Suburban	621
Morris Plains Boro	2.50	4,703	6,120	30.1	1,881.2	2,448.0	Suburban	3,720
Morristown Town	2.00	17,712	21,190	19.6	8,856.0	10,595.0	Suburban Center	11,836
Mountain Lakes Boro	3.00	4,037	4,510	11.7	1,345.7	1,503.3	Suburban	364
Mount Arlington Boro	2.70	1,246	1,950	56.5	461.5	722.2	Suburban	55
Mount Olive Township	31.60	3,807	6,550	72.1	120.5	207.3	Suburban Rural	296
Netcong Boro	0.80	2,765	3,090	11.8	3,456.3	3,862.5	Suburban Center	875
Parsippany-Troy Hills Township	25.30	25,557	51,650	102.1	1,010.2	2,041.5	Suburban	5,305
Passaic Township	16.50	5,537	7,190	29.9	335.6	435.8	Suburban	772
Pequannock Township	6.60	10,553	14,040	33.3	1,529.4	2,127.3	Suburban	1,386
Randolph Township	21.06	7,295	11,390	56.1	346.7	540.8	Suburban	422
Riverdale Boro	1.80	2,596	3,010	15.9	1,442.2	1,672.2	Suburban	955
Rockaway Boro	2.02	5,413	6,700	23.8	2,679.7	3,316.8	Suburban	1,813
Rockaway Township	44.88	10,356	14,830	43.2	230.7	330.4	Suburban	452
Roxbury Township	21.00	9,983	13,980	40.0	475.4	665.7	Suburban	2,351
Victory Gardens Boro	0.14	1,085	1,240	14.3	7,750.0	8,857.1	Suburban	-
Washington Township	45.10	3,330	5,620	68.8	73.8	124.6	Rural	555
Wharton Boro	2.00	5,006	6,180	23.5	2,503.0	3,090.0	Suburban	1,191
<b>TOTAL</b>	<b>477.70</b>	<b>261,620</b>	<b>361,250</b>	<b>38.1</b>	<b>547.7</b>	<b>756.2</b>	<b>-</b>	<b>82,062</b>

**OCEAN COUNTY**  
**PROFILES OF INCORPORATED MUNICIPALITIES**

Municipality	1968 Area In Sq. Miles	1960 Census Population	1968 Estimated Population	1968/1960 Percent Change	1960 Estimated Density Per Sq. Mile	1968 Estimated Density Per Sq. Mile	1968 Character	1968 Covered Employ- ment
Barnegat Light Boro	0.62	287	370	28.9	462.9	596.8	Suburban	32
Bay Head Boro	0.65	824	850	3.2	1,267.7	1,307.7	Suburban	125
Beach Haven Boro	1.00	1,041	1,200	15.3	1,041.0	1,200.0	Suburban	511
Beachwood Boro	2.80	2,765	3,610	30.6	987.5	1,289.3	Suburban	91
Berkeley Township	37.56	4,272	5,720	33.9	113.7	152.3	Suburban Rural	617
Brick Township	26.40	16,299	25,430	56.0	617.4	963.3	Suburban	2,549
Dover Township	44.03	17,414	30,340	74.2	395.5	689.1	Suburban Rural	6,815
Eagleswood Township	17.10	766	800	4.4	44.8	46.8	Rural	52
Harvey Cedars Boro	0.79	134	170	26.9	169.6	215.2	Suburban	46
Island Heights Boro	0.63	1,150	1,200	4.3	1,825.4	1,904.8	Suburban	41
Jackson Township	100.80	5,939	14,140	138.1	58.9	140.3	Rural	441
Lacey Township	86.47	1,940	2,970	53.1	22.4	34.3	Rural	733
Lakehurst Boro	1.16	2,780	3,400	22.3	2,396.6	2,931.0	Rural Center	1,409
Lakewood Township	25.80	16,020	24,470	52.7	620.9	948.4	Suburban	5,009
Lavallette Boro	0.57	832	830	-0.2	1,459.6	1,456.1	Suburban	122
Little Egg Harbor Township	48.20	847	1,840	117.2	17.6	38.2	Rural	107
Long Beach Township	4.20	1,561	2,180	39.7	371.7	519.0	Suburban	196
Manchester Township	82.30	3,779	7,580	100.6	45.9	92.1	Rural	221
Mantoloking Boro	0.44	160	190	18.8	363.6	431.8	Suburban	47
Ocean Township	19.97	921	1,290	40.1	46.1	64.6	Rural	129
Ocean Gate Boro	0.50	706	800	13.3	1,412.0	1,600.0	Suburban	17
Pine Beach Boro	0.75	985	1,210	22.8	1,313.3	1,613.3	Suburban	48
Plumsted Township	40.70	3,281	4,140	26.2	80.6	101.7	Rural	201
Point Pleasant Boro	3.60	10,182	13,540	33.0	2,828.3	3,761.1	Suburban	1,326
Point Pleasant Beach Boro	1.50	3,873	4,260	10.0	2,582.0	2,840.0	Suburban	1,119
Seaside Heights Boro	0.25	954	1,000	4.8	3,816.0	4,000.0	Suburban	316
Seaside Park Boro	0.60	1,054	1,130	7.2	1,756.7	1,883.3	Suburban	54
Ship Bottom Boro	0.71	717	820	14.4	1,009.9	1,154.9	Suburban	276
South Toms River Boro	1.40	1,603	3,400	112.1	1,145.0	2,428.6	Suburban	159
Stafford Township	45.90	1,930	4,160	115.5	42.0	90.6	Rural	466
Surf City Boro	0.90	419	530	26.5	465.6	588.9	Suburban	221
Tuckerton Boro	3.80	1,536	1,740	13.3	404.2	457.9	Rural Center	36
Union Township	36.30	1,270	1,470	15.7	35.0	40.5	Rural	171
<b>TOTAL</b>	<b>638.40</b>	<b>108,241</b>	<b>166,780</b>	<b>54.1</b>	<b>168.5</b>	<b>261.2</b>	<b>-</b>	<b>24,021</b>

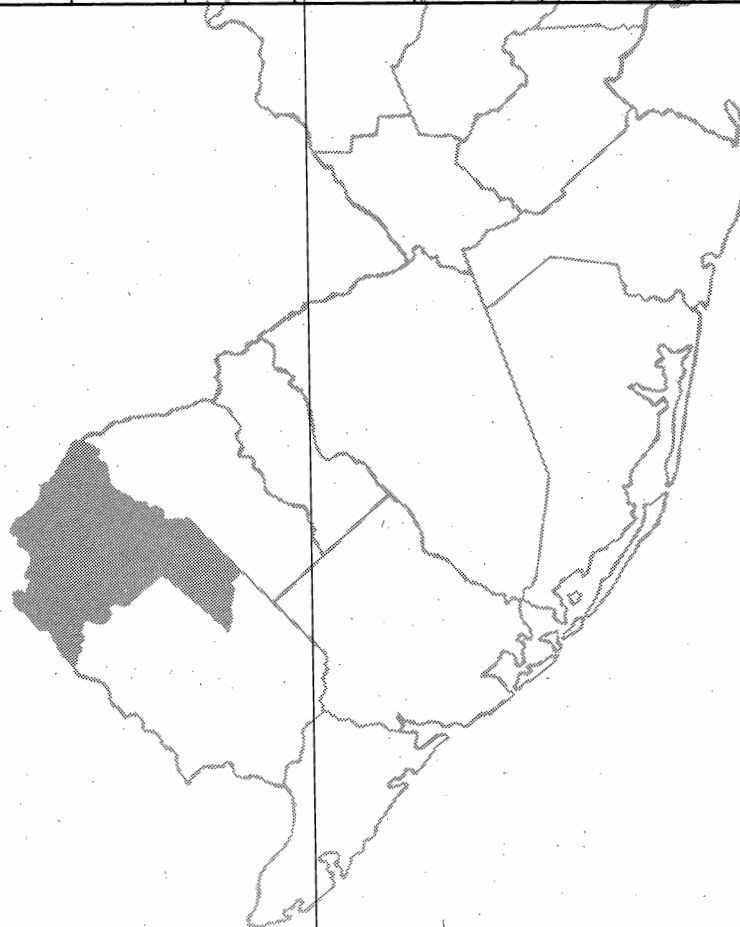
**PASSAIC COUNTY  
PROFILES OF INCORPORATED MUNICIPALITIES**

Municipality	1968 Area In Sq. Miles	1960 Census Population	1968 Estimated Population	1968/1960 Percent Change	1960 Estimated Density Per Sq. Mile	1968 Estimated Density Per Sq. Mile	1968 Character	1968 Covered Employ- ment
Boomingdale Boro	9.10	5,293	7,070	33.6	581.6	776.9	Suburban	640
Clifton City	11.20	82,084	86,210	5.0	7,328.9	7,697.3	Urban	31,509
Haledon Boro	1.30	6,161	7,160	16.2	4,739.2	5,507.7	Suburban	1,965
North Haledon Boro	3.60	17,735	19,640	10.7	4,926.4	5,455.6	Suburban	5,449
Little Falls Township	2.80	9,730	12,590	29.4	3,475.0	4,496.4	Suburban	7,377
North Haledon Boro	3.40	6,026	7,700	27.8	1,772.4	2,264.7	Suburban	368
Passaic City	3.20	53,963	57,800	7.1	16,863.4	18,062.5	Urban	25,393
Paterson City	8.30	143,663	149,570	4.1	17,308.8	18,020.5	Urban	52,329
Ramapo Lakes Boro	3.50	9,445	11,590	22.7	2,698.6	3,311.4	Suburban	2,399
Respect Park Boro	0.40	5,201	5,450	4.8	13,002.5	13,625.0	Suburban	508
Ringwood Boro	27.30	4,182	6,700	60.2	153.2	245.4	Rural	143
Stowaca Boro	3.90	10,897	12,050	10.6	2,794.1	3,089.7	Suburban	5,775
Van Nuys Boro	8.20	7,126	8,610	20.8	869.0	1,050.0	Suburban	1,151
Wayne Township	24.50	29,353	47,030	60.2	1,198.1	1,919.6	Suburban	12,434
West Milford Township	78.50	8,157	12,980	59.1	103.9	165.4	Rural	745
West Paterson Boro	3.00	7,602	11,660	53.4	2,534.0	3,886.7	Suburban	1,570
<b>TOTAL</b>	<b>192.20</b>	<b>406,618</b>	<b>463,810</b>	<b>14.1</b>	<b>2,115.6</b>	<b>2,413.2</b>	<b>-</b>	<b>149,755</b>



**SALEM COUNTY**  
**PROFILES OF INCORPORATED MUNICIPALITIES**

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



**SOMERSET COUNTY**  
**PROFILES OF INCORPORATED MUNICIPALITIES**

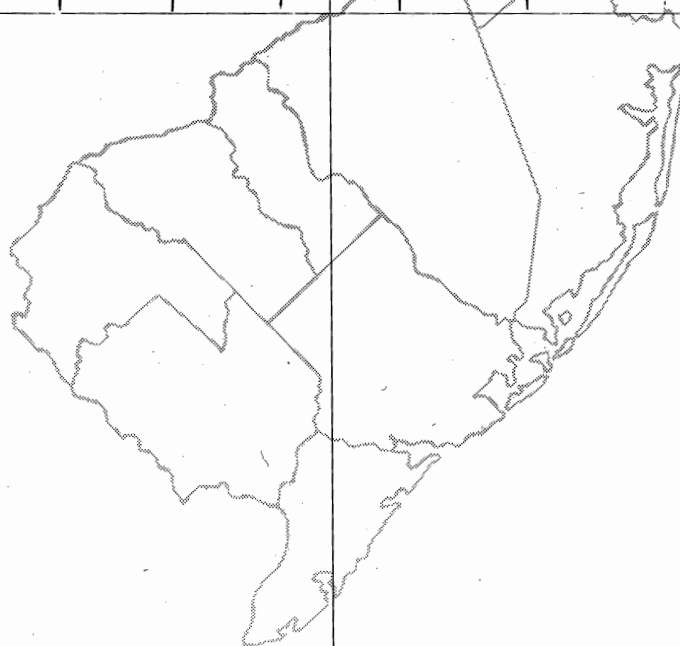
Municipality	1968 Area In Sq. Miles	1960 Census Population	1968 Estimated Population	1968/1960 Percent Change	1960 Estimated Density Per Sq. Mile	1968 Estimated Density Per Sq. Mile	1968 Character	1968 Covered Employ- ment
Bedminster Township	26.70	2,322	2,570	10.7	87.0	96.3	Rural	187
Bernards Township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





**SUSSEX COUNTY  
PROFILES OF INCORPORATED MUNICIPALITIES**

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



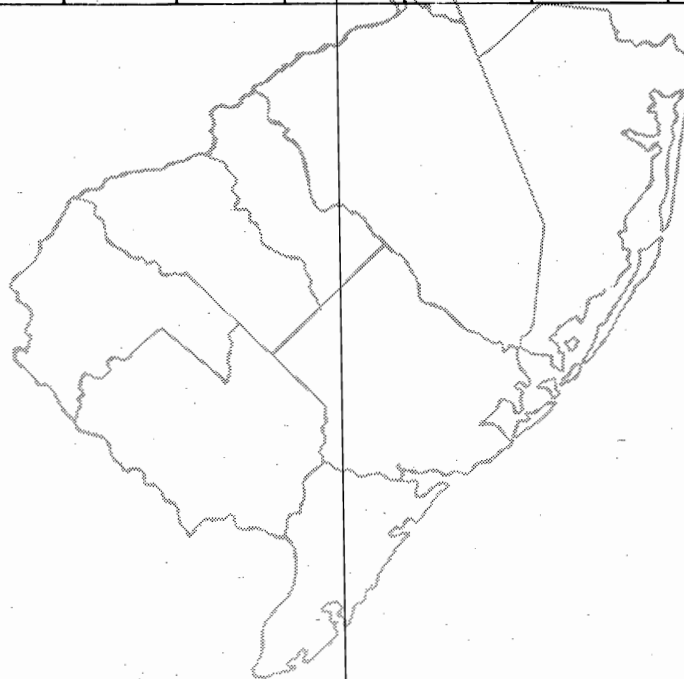
**UNION COUNTY  
PROFILES OF INCORPORATED MUNICIPALITIES**

Municipality	1968 Area In Sq. Miles	1960 Census Population	1968 Estimated Population	1968/1960 Percent Change	1960 Estimated Density Per Sq. Mile	1968 Estimated Density Per Sq. Mile	1968 Character	1968 Covered Employ- ment
Berkeley Heights Township	6.30	8,721	12,490	43.2	1,384.3	1,982.5	Suburban	2,224
Clark Township	4.68	12,195	19,180	57.3	2,605.8	4,098.3	Suburban	7,167
Cranford Township	4.90	26,424	28,930	9.5	5,392.7	5,904.1	Suburban	6,029
Elizabeth City	11.69	107,698	118,670	10.2	9,212.8	10,151.4	Urban	47,157
Fanwood Boro	1.29	7,963	9,290	16.7	5,687.9	7,201.6	Suburban	488
Garwood Boro	.70	5,426	6,010	10.8	7,751.4	8,585.7	Suburban	2,299
Hillside Township	2.70	22,304	23,550	5.6	8,260.7	8,722.2	Suburban	12,175
Kenilworth Boro	2.10	8,379	9,340	11.5	3,490.0	4,447.6	Suburban	6,707
Linden City	10.95	39,931	45,030	12.8	3,646.7	4,112.3	Urban	31,023
Mountainside Boro	4.10	6,325	8,020	26.8	1,542.7	1,956.1	Suburban	3,849
New Providence Boro	3.70	10,243	13,800	34.7	2,768.4	3,729.7	Suburban	8,246
Plainfield City	6.00	45,330	50,130	10.6	7,655.0	8,355.0	Urban	15,727
Rahway City	4.10	27,699	31,370	13.3	6,755.9	7,651.2	Urban	10,067
Roselle Boro	2.70	21,032	24,110	14.6	7,789.6	8,929.6	Suburban	3,587
Roselle Park Boro	1.30	12,546	15,480	23.4	9,650.8	11,907.7	Suburban	1,467
Scotch Plains Township	9.41	18,491	24,050	30.1	1,988.3	2,555.8	Suburban	2,448
Springfield Township	5.20	14,467	16,430	13.6	2,782.1	3,159.6	Suburban	6,773
Summit City	6.00	23,677	25,100	6.0	3,946.2	4,183.3	Suburban	8,403
Union Township	9.00	51,499	57,180	11.0	5,722.1	6,353.3	Suburban	28,585
Westfield Town	6.40	31,447	34,520	9.8	4,913.6	5,393.8	Suburban	3,986
Winfield Township	.17	2,458	2,510	2.1	14,458.8	14,705.9	Suburban	-
<b>TOTAL</b>	<b>103.39</b>	<b>504,255</b>	<b>575,190</b>	<b>14.1</b>	<b>4,877.2</b>	<b>5,563.3</b>	<b>-</b>	<b>208,407</b>



**WARREN COUNTY  
PROFILES OF INCORPORATED MUNICIPALITIES**

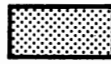
Municipality	1968 Area In Sq. Miles	1960 Census Population	1968 Estimated Population	1968/1960 Percent Change	1960 Estimated Density Per Sq. Mile	1968 Estimated Density Per Sq. Mile	1968 Character	1968 Covered Employ- ment
Allamuchy Township	20.10	973	1,170	20.2	48.4	58.2	Rural	30
Alpha Boro	1.70	2,406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



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

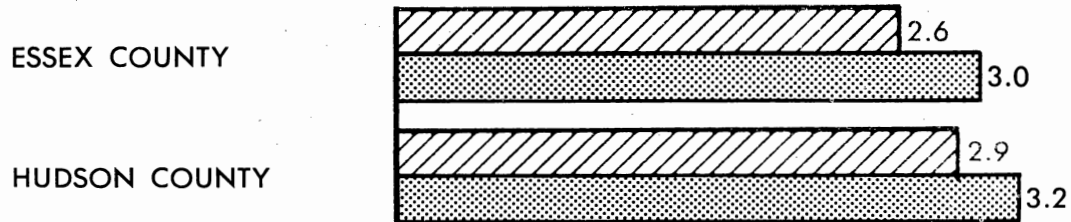


POLICE OFFICERS

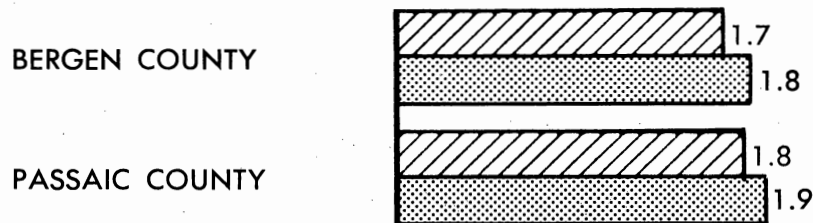


POLICE EMPLOYEES  
(OFFICERS & CIVILIANS)

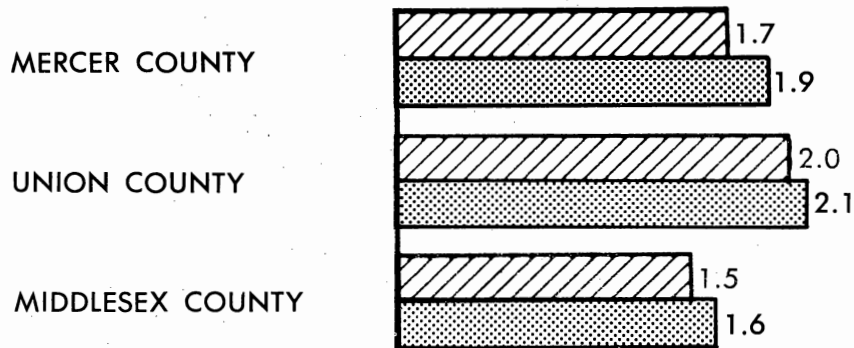
## REGION I



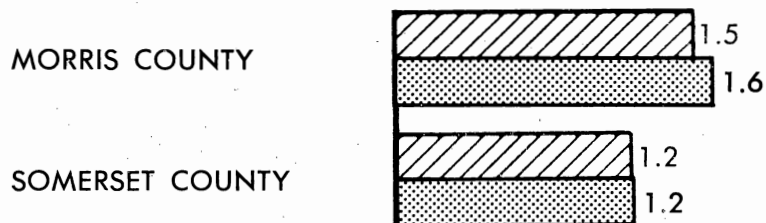
## REGION II



## REGION III



## REGION IV

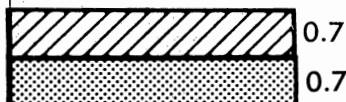


# AVERAGE NUMBER OF MUNICIPAL POLICE OFFICERS AND POLICE EMPLOYEES PER 1000 POPULATION BY REGION & COUNTY (cont'd)

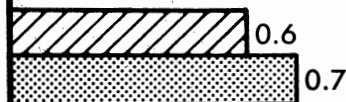
1968

## REGION V

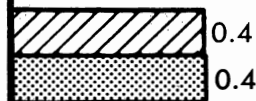
SUSSEX COUNTY



WARREN COUNTY

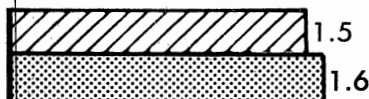


HUNTERDON COUNTY

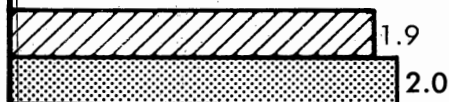


## REGION VI

MONMOUTH COUNTY



OCEAN COUNTY

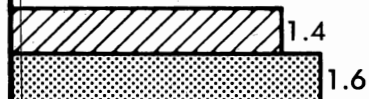


## REGION VII

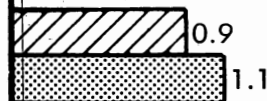
BURLINGTON COUNTY



CAMDEN COUNTY

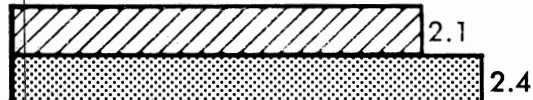


GLOUCESTER COUNTY

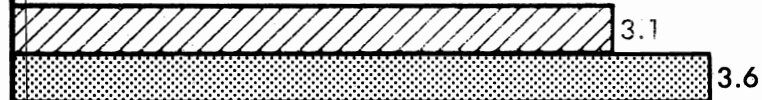


## REGION VIII

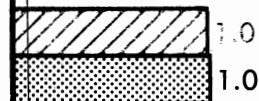
ATLANTIC COUNTY



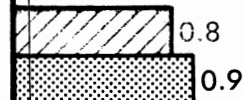
CAPE MAY COUNTY



CUMBERLAND COUNTY



SALEM COUNTY





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

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

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

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

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

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

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

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

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

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

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

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



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

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

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

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

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

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

**FULL TIME STATE POLICE AND COUNTY POLICE EMPLOYEES, 1968**

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

## **Section Three**

### **Needs, Problems and Priorities**

# CRIMINAL JUSTICE NEEDS, PROBLEMS AND PRIORITIES

## EXPLANATION

This section sets forth a variety of needs, problems, and priorities of the New Jersey Criminal Justice System.

The needs and problems have been developed through an analysis of the results of returns from more than 3,000 mailed questionnaires sent to numerous private citizens with an interest and concern for law enforcement and the administration of justice, and to every criminal justice agency in the State encompassing the functional areas of prevention, apprehension, adjudication and rehabilitation. Needs and problems were further identified through an analysis of the many proposals and applications for programs received from units of State and local government; through a literature survey; through seven major research studies on the police, courts, prosecution and the criminal justice system as a whole; through an extensive number of interviews with officials and citizens from throughout the State; and through two State Law Enforcement Planning Agency (SLEPA) sponsored training conferences for criminal justice planners from 18 cities and eight counties.

The statement of needs and problems is necessarily broken down into subject headings, although frequently a particular need or problem could be classified under any of several headings. Incorporated in the discussion are charts depicting the relevant data and facts on crime incidence and State resources. These charts provide a quantitative portrayal of criminal justice problems and needs.

The priorities were developed from the needs and problems by reviewing the foregoing materials from local and State sources and applying logic and judgment; through statistical analyses of the aforementioned questionnaires which were focused upon assessing what State and local officials, both public and private, felt should be the priority program areas for funding; and through a cost benefit analysis of goals, objectives and

programs designed to test how much each program, considered as a possible priority program, contributes to the achievement of its particular objective.

## PROFILE OF NEW JERSEY

New Jersey is in many ways a very unusual State. The fifth smallest State in area, it is nevertheless the eighth largest in population. It is the most urbanized State in the Nation in terms of density — an estimated 969.9 persons per square mile. And yet it includes areas devoted to truck farms, fox hunting country, pine barrens, mountain lakes, and seashore.

To additionally complicate this picture, the State has a 20-mile wide corridor that contains the highway and rail routes between the South and West on one hand, and New York and New England on the other. Also, the State borders New York City on the east, and Philadelphia on the west. As a result these two giant cities exert a strong metropolitan influence on northeastern and southwestern New Jersey.

There are twenty-one counties in New Jersey, ranging from 55,300 to 972,150 in population. There are 567 municipalities encompassing the State's entire land area, with an aggregate estimated 1969 population of 7,282,440. Since 1960 the State has grown by an estimated 1,216,658 persons, or 20.1 percent, placing New Jersey tenth nationally in growth rate. Seven of New Jersey's twenty-one counties have grown more than one-third in population since 1960. More than fifty of the State's 567 municipalities have grown more than 60% during that period.

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



## NEEDS AND PROBLEMS

### *Criminal Justice System Personnel*

The effectiveness of the criminal justice system depends heavily on the quantity and quality of its personnel. Quantity depends, in large measure, upon salary, educational requirements, and other conditions of work. Personnel quality depends on these factors and on promotional opportunities and good pre-service and in-service training. New Jersey, as many States, has serious problems in all these areas.

### *Apprehension Agencies*

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

Many New Jersey police departments cannot fill their authorized quotas for patrolmen.

The following figures illustrate the problem that four of the six largest municipal police departments in New Jersey (all cities over 100,000 population) had in fulfilling their authorized quotas between 1965 and 1969.

#### **VACANCIES IN MAJOR MUNICIPAL POLICE DEPARTMENTS (1965-1969)**

	<i>Authorized Police Strength</i>	<i>Actual Police Strength</i>	<i>Vacancies</i>
1965	2212	2147	65
1966	2252	2147	105
1967	2284	2151	133
1968	2348	2195	153
1969	2377	2301	76

It can be seen that the problem of vacancies in these departments is a recurring and persistent problem. The New Jersey State Police, despite a relatively more favorable recruiting situation, also experiences a problem with vacancies. For example, in January, 1970, the State Police had 127 vacancies with an authorized strength of 1,565.

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

Police personnel frequently attribute the manpower shortage to low salaries. There is a need for a realistic look at police salary problems in New Jersey.

According to a police chief in a major municipal department, low salaries are an important reason for

recruitment problems. Urban police departments frequently lose men to nearby communities which offer higher salaries and relatively less demanding police duties. A survey conducted in 1969 of 21 New Jersey municipal departments indicated an average salary range for patrolmen of \$7,440 (minimum, to \$8,640 (maximum).

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

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

The Frederick Douglass Recruitment Program, funded by the New Jersey Department of Community Affairs, and administered by the New Jersey Police Training Commission, also recruits police applicants from Newark's inner-city neighborhoods. This program prepares potential recruits for the Civil Service examinations and provides jobs in local businesses during this training period. Recruiting is accomplished by posters on public vehicles — not just police vehicles — announcements on a local radio station and a recruiting staff working in the neighborhoods. While this approach has met with some success, the number of men recruited still falls short of the number needed. As of August, 1969, 32 men had passed the Civil Service examination as a result of this program. The program thus provided the Newark Police Department with 32 potential police recruits. To date, 16 men have been appointed to the Department and two men have been appointed to other departments in Essex County.

The President's Commission on Law Enforcement and Administration of Justice recommended that recruitment efforts also be conducted at colleges. A 1967 survey conducted by the Commission to Study the

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

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

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

Civil Service sets standards regarding educational level, height, weight, vision, and medical qualifications and has attempted to ease requirements to facilitate recruitment. At present, candidates in Civil Service municipalities must possess a high school diploma or a high school equivalency certificate. A municipality, however, may obtain a waiver allowing candidates with a minimum of a tenth grade education to apply for the entrance examination. The entrance examination includes a written test geared to high school graduates, a physical performance test, and a qualifying medical examination. Failure on the written test and insufficient educational background are two of the most common reasons for failing the Civil Service screening process. At the present time, it is not known what relationship exists between the examination and the actual policeman's job. It is not known whether the examination excludes potentially capable policemen. Further research is needed here.

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

To be more certain that local police officers possess the qualities necessary for police work, it is essential that standards relating to educational, mental, moral, and

physical fitness be established. For such standards to be established, it is necessary to conduct research in identifying and measuring the relationships, if any, which exist between personal characteristics and successful police performance. Educational Testing Service of Princeton, New Jersey, is currently conducting a study of characteristics of law enforcement officers.

This study has three major aims:

1. To describe a sample of police applicants along a number of relevant psychological dimensions and to compare this group with others wherever possible.
2. To determine whether police applicants differ across communities, and whether such differences relate to definable community characteristics.
3. To determine the similarities and differences between those applicants who pass and those who fail the Civil Service examinations. Corollary to this objective is the goal of determining the characteristics of eligibles if the qualification criteria were modified.

Results from this research and other types of similar research will possibly be of value in screening new police applicants.

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

New Jersey is one of only 12 States which does not have a state-wide police standards and training system. There is, however, a state-wide training program under the New Jersey Police Training Commission. But present Civil Service standards of recruitment and New Jersey Police Training Commission standards are not mandatory for all police, e.g. special police. Nor are there, at present, uniform standards of municipal police operations. It has been recommended by the Commission to Study the Causes and Prevention of Crime in New Jersey that the Police Training Commission be empowered to carry out these new responsibilities. There is a need to implement this recommendation through appropriate statutory authority and necessary funding.

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

No matter how carefully a department may select new policemen, it is still necessary to judge and to evaluate

new policemen after they have had a chance to work in the field. A period of probation provides such time. In New Jersey, almost all the non-Civil Service police forces have a one-year probationary period. In other departments, an entering police recruit can qualify for tenure after only 64 days of service providing he has successfully passed the mandatory training course. Police competence is more than a matter of training, and the concept of at least one year on probation would help the on-the-job screening process insure the quality of police personnel.

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

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

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

The President's Commission on Law Enforcement and Administration of Justice recommends 400 hours of basic training for new police officers. Under the New Jersey Mandatory Police Training Act (July 1, 1965), all appointees to municipal and county police departments are required to complete a minimum of 240 hours of training. Thirteen of the 14 New Jersey regional schools provide more than this minimum. The 14 schools provide 323 mean hours of instruction. Only one school, however, provides more than the 400 hours of training recommended by the President's Commission on Law Enforcement and Administration of Justice. Nevertheless, the minimum 240 hours provided in New Jersey is higher than all but three of the 31 States having state-wide training commissions.

Because the Mandatory Police Training Act allows one year for recruits to fulfill their basic training, some recruits can be assigned to field duties prior to completing the mandated minimum training requirement. From July 1, 1968 to June 30, 1969, 1431 men were enrolled in the 14 basic training academies. Of these, only 363 (25%) were enrolled in training during their first month of service. Also, 4,744 special policemen (individuals who do not hold permanent appointments as police officers, but rather are appointed on a year-to-year basis or for shorter periods of time, and who have general police powers) are not covered by the Mandatory Training Act. Training for special police officers is minimal and in some cases non-existent. This indicates a problem of considerable magnitude in view of the fact that approximately 80% of the special police officers are used throughout the year at a minimum rate of 2,000,000 man hours annually. The New Jersey State Police, who also are not under the Mandatory Police Training Act, offer a 14-week basic training program, a three-month trooper-coach program, and a two-week examination period.

The content of basic training programs should be improved in training curricula, instructional materials, and methods. Although a modest range of modern teaching aids are available in the 14 regional police training schools, lectures and discussions still occupy much of the student's time. As a result, a need exists for expanded use of field exercises (experience) to reinforce classroom work. Recruits then would have the chance to confront the problems as they exist in the street. Instructors in the 14 regional schools are not necessarily professional educators. They have practical knowledge concerning their special fields, but occasionally lack knowledge concerning the best methods for presenting their information to recruits. Some police instructors could benefit from increased instruction in methodology.

Whether or not veteran officers receive in-service training depends on the wishes of the local police department. In-service training for veteran officers is conducted on a voluntary basis. Although there is no mandatory in-service training for municipal police beyond the recruit minimum, there is extensive in-service training being conducted throughout the State in a broad range of subjects. In 1968, the New Jersey Police Training Commission conducted a survey to obtain information regarding in-service training programs. During the survey period, July 1, 1966, through June 30, 1967, 14,263 officers attended departmental in-service training programs conducted by 170 police agencies. Four thousand, six hundred and eighty-one police officers attended programs sponsored by Federal, State, county, and local (not including

police) agencies. A total of 18, 944 officers attended training programs. (The figure indicates that a number of officers attended two or more types of training courses.) Approximately 40% of the police officers received training in skill oriented courses such as accident investigation, defensive tactics, drunkometer, fingerprinting, photography, firearms, and first aid. Although approximately 27% of the police officers in the State have achieved ranks of sergeant through chief of police (at the time of survey), less than 5% of the total number of officers who received training attended administrative and supervisory courses.

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

The importance of education, which recent Federal and New Jersey State Commissions have emphasized, has led to a burgeoning of college programs (liberal arts, business, and professional) for police personnel. Twenty-one New Jersey colleges and universities now either offer or are preparing to offer courses in police administration. Over 1,200 law enforcement personnel are now enrolled in these college and university programs. This sudden expansion has created a need for coordinated efforts, for qualified instructors, for the establishment of educational standards, and for the development of baccalaureate and graduate programs.

The gaps in higher education for policemen in New Jersey are still large. About 60 policemen are presently graduating from two-year programs, but there are still no four-year programs in police administration or allied fields available to them in the State. Full-time study in police administration is needed in New Jersey.

In addition, most grants and loans under the Federal Law Enforcement Education Program (LEEP) presently go to support persons already in the law enforcement field, despite the fact that 30% of the total LEEP allocation to educational institutions must be reserved for pre-service enrollees who are attending full-time. There is little incentive for careers in law enforcement for young persons who want to get a college education before entering the field. The lack of provision for lateral entry and inadequate promotion systems discourage young college graduates from entering the law enforcement profession.

### ***Adjudication Agencies***

## **8. THE GROWING DEMANDS ON THE ADJUDICATIVE AGENCIES OF THE CRIMINAL**

## **JUSTICE SYSTEM NECESSITATE THE EXPANSION OF STAFF.**

The New Jersey court system encounters manpower shortages. Vacancies in authorized judgeships contribute to calendar congestion as does the inadequate authorization for judges. In Passaic County, the shortage of judges is so acute that the courts recently did not hear any civil cases at all for a period of three months. In Essex County, more than 60% of the criminal complaints are six-months old before they reach a judge.

Since the U.S. Supreme Court's Gault decision of 1967, the State's backlog of pending juvenile cases has more than doubled. Some boys and girls must wait long periods in detention centers or jails awaiting hearings. (The statistics are cited in a later section).

The back-up in juvenile and criminal cases has jumped 19% in just one year.

Chief Justice Joseph Weintraub has declared that the overload of pending cases is the most critical problem the courts will face in the 1970s. He blames calendar congestion on a shortage of judges and courtrooms on the one hand and a dearth of prosecutors and public defenders on the other.

It would do little good, for example, to assign additional judges to criminal trials, since the prosecutor offices and public defender lack sufficient manpower to assign to those additional courts. The State Public Defender's Office, created in 1967, almost from its start has not been able to keep pace with demands on it to represent indigent persons accused of crimes. The Public Defender program needs more lawyers to fulfill its mission.

The Administrative Office of the Courts has recognized the shortage of judges and has recommended creating 36 additional judgeships to help relieve court calendar congestion. This would increase the number of judges from 233 to 269 — all full-time. In early 1970 legislation was passed to put prosecutors in New Jersey's nine most populous counties on a full-time basis. These full-time prosecutors would not be permitted to conduct a private law practice while in office. There is a need for most, if not all, prosecutors and assistant prosecutors to serve on a full-time basis.

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

The President's Commission on Law Enforcement and Administration of Justice attributes the shortage of

criminal lawyers to limited economic rewards and lack of security. The economic pinch has been felt by county prosecutors and their assistants in New Jersey, many of whom have found it necessary to maintain private law practices to supplement their salaries. In order to attract attorneys to full-time positions as prosecutors and assistant prosecutors, salaries must be increased to compensate them for giving up their law practices.

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

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

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

#### ***Rehabilitation Agencies***

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

New Jersey correctional programs suffer as well from an acute shortage of skilled manpower. More than 18%

of the professional and nonprofessional personnel left the State correctional system in 1969. This lack of a stable, permanent staff compounds the problems of many correctional institutions. In fact, the shortage of professional staff to carry on the rehabilitation mission of State correctional institution programs is noted in the 1970-71 budget request of the State Division of Correction and Parole. It states: "At the end of the year (1969) only eight of 33 budgeted positions for psychologist were filled with qualified persons, and only seven of 26 budgeted positions for social worker were filled with professionally trained persons."

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

#### **12. A NEED EXISTS TO PROVIDE ADEQUATE SALARIES TO MEMBERS OF THE REHABILITATIVE BRANCH OF THE CRIMINAL JUSTICE SYSTEM.**

The 1970-71 budget request of the State Division of Correction and Parole indicates that the Division's individual and group therapy programs have not progressed satisfactorily because much of the effort must be carried on by practitioners with less than adequate academic training. The reason cited for this problem is that State salaries for psychologists and trained social workers are not adequate, particularly for work in correctional institutions.

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

The State Division of Correction and Parole has an extremely limited budget, but it does attempt to meet the training needs of its operational staffs. According to the Division's annual report for 1969, there was a continuation of the Division's interest in sta

development programs to enhance various program areas and to upgrade the competence of personnel. The monthly one-day Orientation Program for New Employees reached a total of 533 employees in 73 job categories. One six-day and one seven-day Officer's Training School programs were held for 72 persons in 1969. The seven-day program included three nights in-residence which represents a beginning move toward a Training Academy format. Three two-day in-residence training courses for groups of supervisors were conducted for 62 supervisory personnel and there was one two-day Executive Development Program for Superintendents and Bureau Chiefs. Two one-day sessions were held for institutional training officers, reaching 11 training officers. For the first time, several county probation officers and county jail correctional personnel participated in Division training programs.

A Division Group Counselling Workshop Series was initiated in 1969 and proved to be one of the more significant training efforts of the Division. More than 180 persons, primarily from line correctional staffs, were included in these workshops which emphasized the intent and techniques of group counselling.

In addition to these, 192 persons took part in training programs sponsored by the Department of Institutions and Agencies, and 70 persons received training through the Civil Service Department.

The extended study program at the Rutgers Graduate School of Social Work graduated three Division employees. One other is continuing studies in the school's new 16-month program and nine Division employees representing five operational units were accepted for matriculation as full-time students in September 1969. In addition, 12 other Division employees earned bachelor and masters degrees in such fields as special education and school administration.

The federally funded grant to the Division by the Office of Law Enforcement Assistance, United States Department of Justice, completed the second year operational stage of the program. This included four training programs for 85 persons from the Division and several county probation departments. Cooperative arrangements for the program were made with Rutgers — The State University with orientation and refresher courses provided for supervisory and line personnel. The programs emphasized the continuity of the correctional process.

The Division's annual report emphasizes the need to place strong emphasis on training programs, to support and encourage viable training programs at all operational units and to encourage a greater number of employees to involve themselves in two-year and other

college programs. These training activities need to be expanded to include more participants and variety of training courses.

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

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

In the preface to the proceedings for the Arden House conference held in June, 1964, Milton Rector (National Council on Crime and Delinquency) states, "Well qualified correctional employees are not born but made. They are not found on every street corner, but must be sought out and prepared for their arduous but rewarding careers." Mr. Rector also states that the need for training has increased because of the general population growth, the continuing rise in delinquency and crime, and the public's demand that the problem be dealt with effectively.

### *Prevention of Crime*

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

### *Social Crime*

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

A total of 172,092 Crime Index Offenses were reported to law enforcement agencies in New Jersey during the calendar year 1968, the latest year for which complete reports are available. The seven crimes within the Index Offense group include the violent crimes



against the person, such as murder, forcible rape, robbery, and atrocious assault, and the nonviolent crimes against property, including breaking and entering, larceny (\$50.00 and over in value), and auto theft.

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

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

### ***Organized Crime***

The presence of organized crime is one of the most serious problems facing every urban State, including New Jersey. Gambling, narcotics, and loansharking operations have organized crime connections. A newly emerging problem is the increased infiltration and subversion of legitimate business and labor unions by organized crime. Organized crime is different from social crime in its methods, and accordingly, entirely different law enforcement facilities and techniques are required for its control and reduction. Organized crime is a society operating largely outside the control of government. It involves thousands of criminals working within complex structures. Its actions are the result of intricate conspiracies, carried on over many years and aimed at control over whole fields of activity in order to gain huge profits. The prevention of organized crime, and the detection and apprehension of criminals involved in organized crime, is a complex problem of intelligence-gathering, and needs personnel with a wide variety of training and skills.

New Jersey has been designated as one of several States across the Nation where organized crime is strongly entrenched. Of the 24 groups or families known to be in operation, many of those operable in the New York and Philadelphia Metropolitan regions also operate or reside within the State of New Jersey. For example, according to the President's Commission Task Force Report on Organized Crime, one of the nine families represented on the highest ruling body of the 24 families is based in Newark. New Jersey, in addition to being one of the most highly urbanized-industrial complexes in the Nation, occupies the unique position of being a geographical corridor between New York and Philadelphia. The strength of organized crime's presence in these metropolitan areas serves to intensify its threat to the State.

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. As the President's Crime Commission indicates, "prevention fails unless citizens, individually and through organizations, devise solutions and encourage their elected representatives . . . . Above all the endeavor to break the structure and power of organized crime . . . , requires a commitment of the public far beyond that which now exists. Action must replace words; knowledge must replace fascination. Only when the American people and their governments develop the will can law enforcement and other agencies find the way."

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 President's Crime Commission said on this point: "Organized crime affects the lives of millions of Americans, but because it desperately preserves its invisibility, many, perhaps most, Americans are not aware how they are affected, or even that they are affected at all." There is a need for taking preventive steps through public education, as one means of coping with this massive problem.

### ***Civil Disorders***

In the Summer of 1967, New Jersey Cities suffered serious civil disorders as well as minor disturbances. Despite the fact that steps have been taken to implement some of the recommendations of the Governor's Select Commission on Civil Disorder and the National Advisory Commission on Civil Disorders, much more is needed. Although effort has been spent in developing recommending and evaluating positive programs to meet urban needs, these efforts can be nullified where the law is not applied fairly and justly and where it is not respected. A just society must be maintained if there is to be a healthy climate in which all people can prosper.

Cooperation and substantial progress toward meeting the urban crisis in New Jersey are possible only where law, order and justice combine to create an atmosphere of hope, trust and mutual respect. Creation and maintenance of such an atmosphere are necessary to the prevention of civil disorders.

Not only are lasting improvements in urban life impossible in an atmosphere of lawlessness, disorder and violence, but at the same time, effective law enforcement requires the support of the community and the dedication on the part of every criminal justice official to respect the rights and dignity of all individuals.



**TOTAL ARRESTS, 1968**

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

**COMPARISON OF STATE ARRESTS, 1967—1968**

OFFENSES	1967	1968	PERCENT
	ARRESTS	ARRESTS	CHANGE
Murder	222	306	+37.8
Manslaughter	376	384	+ 2.1
Forcible Rape	480	477	- 0.6
Robbery	1,783	2,431	+36.3
Atrocious Assault	3,646	3,707	+ 1.7
Breaking and Entering	10,014	11,210	+11.9
Larceny-Theft	14,973	17,027	+13.7
Auto Theft	4,268	4,423	+ 3.6
Subtotal for Above Offenses	35,762	39,965	+11.8
Other Assaults	19,676	20,775	+ 5.6
Arson	348	411	+18.1
Forgery and Counterfeiting	507	766	+51.1
Fraud	4,259	4,231	- 0.7
Embezzlement	246	259	+ 5.3
Stolen Property; Buying, Receiving, Possession	4,353	5,705	+31.5
Malicious Mischief	6,522	7,997	+22.6
Weapons; Carrying, Possession, etc.	2,540	3,505	+38.0
Prostitution and Commercialized Vice	252	336	+33.3
Sex Offenses (Except Forcible Rape & Prostitution)	2,601	2,267	-12.8
Narcotic Drug Laws	5,045	7,896	+56.5
Gambling	1,771	2,578	+45.6
Offenses Against Family and Children	2,685	2,969	+10.6
Driving Under the Influence	5,630	7,177	+27.5
Liquor Laws	4,763	5,394	+13.2
Drunkenness	11,700	10,576	- 9.6
Disorderly Conduct	33,468	34,926	+ 4.4
Failure to Give Good Account	2,214	2,391	+ 8.0
All Other Offenses (Except Traffic)	28,135	32,356	+15.0
Suspicion	1,261	1,220	- 3.3
Curfew and Loitering Law Violations	1,796	1,857	+ 3.4
Run-Aways	3,371	3,926	+16.5
Total	178,905	199,483	+11.5

**COMPARATIVE ARRESTS BY REGION AND COUNTY, 1967-1968**

REGION AND COUNTY	1967 TOTAL	1968 TOTAL	PERCENT CHANGE	1968 RATE PER 100,000 INHABITANTS
REGION I	42,616	44,700	+ 4.9	2,828.9
Essex County	30,418	30,460	+ 0.1	3,151.4
Hudson County	12,198	14,240	+16.7	2,345.1
REGION II	28,030	31,460	+12.2	2,306.1
Bergen County	13,189	15,984	+21.2	1,749.7
Passaic County	14,841	15,476	+ 4.3	3,336.7
REGION III	35,364	40,180	+13.6	2,726.4
Union County	12,415	13,352	+ 7.5	2,321.3
Middlesex County	12,613	15,669	+24.2	2,710.5
Mercer County	10,336	11,159	+ 8.0	3,605.1
REGION IV	12,777	13,855	+ 8.4	2,454.8
Morris County	9,364	10,350	+10.5	2,865.1
Somerset County	3,413	3,505	+ 2.7	1,763.8
REGION V	2,674	3,082	+15.3	1,475.1
Sussex County	1,130	1,366	+20.9	2,005.3
Warren County	940	1,115	+18.6	1,500.9
Hunterdon County	604	601	- 0.5	903.4
REGION VI	17,909	20,693	+ 6.0	3,356.5
Monmouth County	11,769	13,561	+15.2	3,014.5
Ocean County	6,140	7,132	+16.2	4,276.3
REGION VII	20,438	24,100	+17.9	2,488.3
Burlington County	5,870	7,379	+25.7	2,236.5
Camden County	12,125	13,670	+12.7	2,900.4
Gloucester County	2,443	3,051	+24.9	1,824.8
REGION VIII	17,814	19,723	+10.7	4,552.6
Atlantic County	8,420	9,215	+ 9.4	4,953.5
Cape May County	3,879	3,895	+ 0.4	7,102.5
Cumberland County	4,127	4,824	+16.9	3,775.5
Salem County	1,388	1,789	+28.9	2,672.1

**CRIME INDEX FOR THE STATE, 1968**

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

**CRIME TRENDS, 1967—1968, NUMBER—RATE**

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

**VIOLENT AND NONVIOLENT CRIME FOR THE STATE, 1967—1968**

		<b>1967</b>	<b>1968</b>	<b>PERCENT CHANGE</b>
<b>VIOLENT CRIME</b>				
<b>Number</b>		<b>13,324</b>	<b>16,531</b>	<b>+ 24.1</b>
<b>Rate</b>		<b>188.0</b>	<b>229.5</b>	<b>+ 22.1</b>
<b>NONVIOLENT CRIME</b>				
<b>Number</b>		<b>126,176</b>	<b>155,561</b>	<b>+ 23.3</b>
<b>Rate</b>		<b>1,780.3</b>	<b>2,159.5</b>	<b>+ 21.3</b>

# VIOLENT AND NONVIOLENT CRIME, REGION AND COUNTY, 1967-1968

REGION AND COUNTY	YEAR	NUMBER		RATE PER 100,000 INHABITANTS	
		VIOLENT CRIME	NONVIOLENT CRIME	VIOLENT CRIME	NONVIOLENT CRIME
<b>REGION I</b>					
ESSEX COUNTY	1967	5,161	31,687	537.4	3,299.3
	1968	7,416	40,123	767.3	4,151.1
Percent Change		+43.7	+26.6	+42.8	+25.8
HUDSON COUNTY	1967	915	9,525	150.3	1,564.6
	1968	1,304	12,511	214.7	2,060.3
Percent Change		+42.5	+31.3	+42.8	+31.7
<b>REGION II</b>					
BERGEN COUNTY	1967	659	10,433	73.1	1,157.2
	1968	626	13,881	68.5	1,519.5
Percent Change		-5.0	+33.0	-6.3	+31.3
PASSAIC COUNTY	1967	989	7,734	215.9	1,688.4
	1968	920	9,338	198.4	2,013.3
Percent Change		-7.0	+20.7	-8.1	+19.2
<b>REGION III</b>					
UNION COUNTY	1967	790	8,985	138.3	1,573.0
	1968	1,113	11,729	193.5	2,039.1
Percent Change		+40.9	+30.5	+39.9	+29.6
MIDDLESEX COUNTY	1967	471	7,784	83.2	1,374.7
	1968	680	10,095	117.6	1,746.3
Percent Change		+44.4	+29.7	+41.3	+27.0
MERCER COUNTY	1967	756	7,236	246.1	2,356.0
	1968	929	8,419	300.1	2,720.0
Percent Change		+22.9	+16.3	+21.9	+15.4
<b>REGION IV</b>					
MORRIS COUNTY	1967	248	4,430	70.7	1,263.4
	1968	255	5,178	70.6	1,433.4
Percent Change		+2.8	+16.9	-0.1	+13.5
SOMERSET COUNTY	1967	118	2,167	60.8	1,115.7
	1968	110	2,752	55.4	1,384.9
Percent Change		-6.8	+27.0	-8.9	+24.1



**VIOLENT AND NONVIOLENT CRIME, REGION AND COUNTY, 1967-1968 (Cont'd.)**

REGION AND COUNTY	YEAR	NUMBER		RATE PER 100,000 INHABITANTS	
		VIOLENT CRIME	NONVIOLENT CRIME	VIOLENT CRIME	NONVIOLENT CRIME
<b>REGION V</b>					
SUSSEX COUNTY	1967	33	770	50.6	1,180.3
	1968	32	913	47.0	1,340.3
Percent Change		-3.0	+18.6	-7.1	+13.6
WARREN COUNTY	1967	53	579	72.7	794.2
	1968	52	753	70.0	1,013.6
Percent Change		-1.9	+30.1	-3.7	+27.6
HUNTERDON COUNTY	1967	32	567	49.1	870.7
	1968	33	486	49.6	730.5
Percent Change		+3.1	-14.3	+1.0	-16.1
<b>REGION VI</b>					
MONMOUTH COUNTY	1967	611	6,775	138.9	1,540.2
	1968	662	7,966	147.2	1,770.8
Percent Change		+8.3	+17.6	+6.0	+15.0
OCEAN COUNTY	1967	252	3,022	159.6	1,913.0
	1968	329	4,097	197.3	2,456.5
Percent Change		+30.6	+35.6	+23.6	+28.4
<b>REGION VII</b>					
BURLINGTON COUNTY	1967	301	3,369	95.6	1,069.9
	1968	266	3,931	80.6	1,191.5
Percent Change		-11.6	+16.7	-15.7	+11.4
CAMDEN COUNTY	1967	972	9,083	211.1	1,972.5
	1968	813	9,762	172.5	2,071.2
Percent Change		-16.4	+7.5	-18.3	+5.0
GLOUCESTER COUNTY	1967	201	2,158	123.2	1,322.6
	1968	179	2,332	107.1	1,394.7
Percent Change		-10.9	+8.1	-13.1	+5.5
<b>REGION VIII</b>					
ATLANTIC COUNTY	1967	389	5,817	212.2	3,173.1
	1968	449	6,598	241.4	3,526.7
Percent Change		+15.4	+13.4	+13.8	+11.8
CAPE MAY COUNTY	1967	68	1,521	125.9	2,816.7
	1968	81	1,842	147.7	3,358.9
Percent Change		+19.1	+21.1	+17.3	+19.2
CUMBERLAND COUNTY	1967	194	1,617	154.8	1,290.0
	1968	192	1,961	150.3	1,534.8
Percent Change		-1.0	+21.3	-2.9	+19.0
SALEM COUNTY	1967	111	917	167.5	1,384.2
	1968	90	894	134.4	1,335.3
Percent Change		-18.9	-2.5	-19.8	-3.5

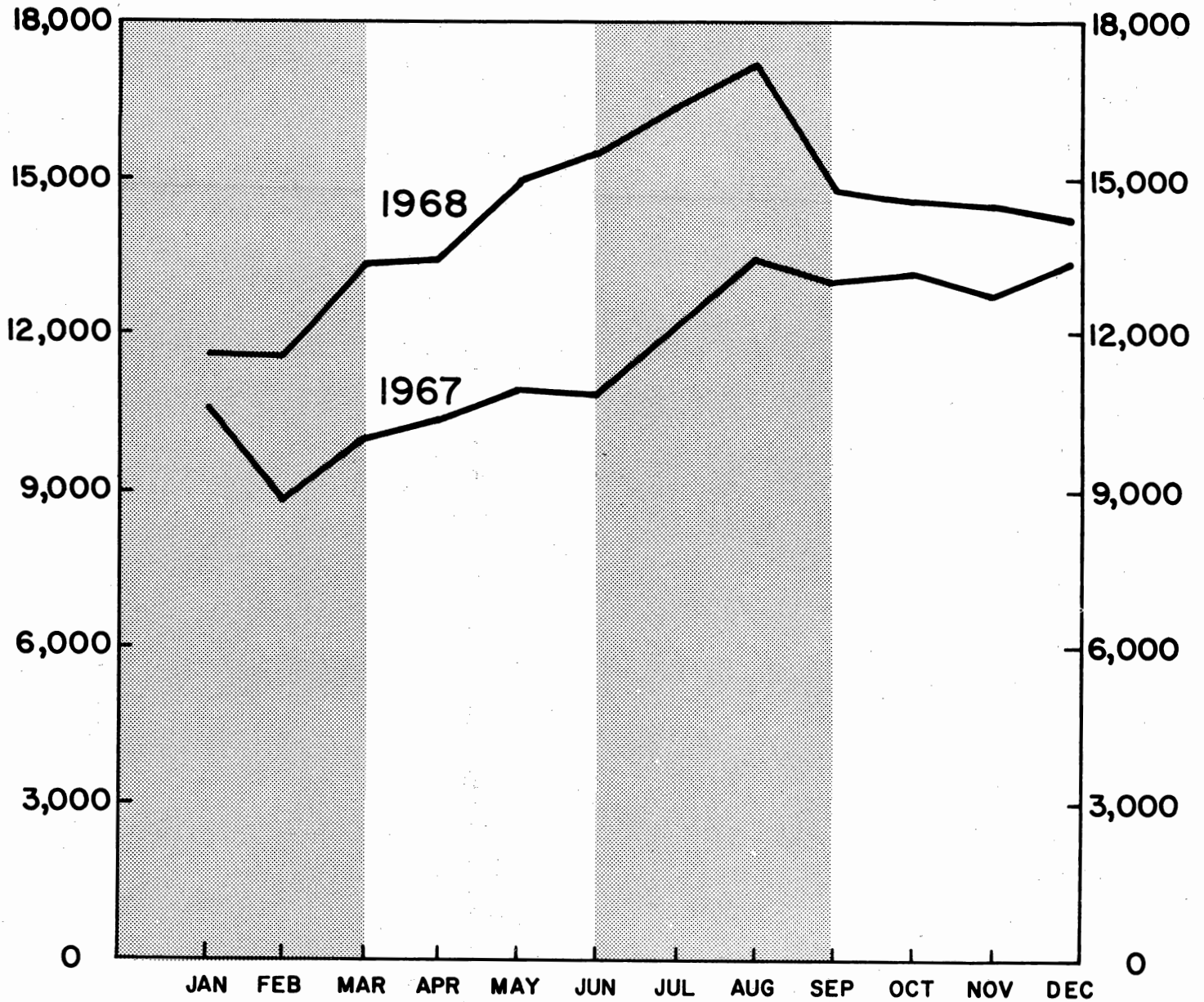
**TOTAL ARREST TRENDS BY SEX, 1967—1968**

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

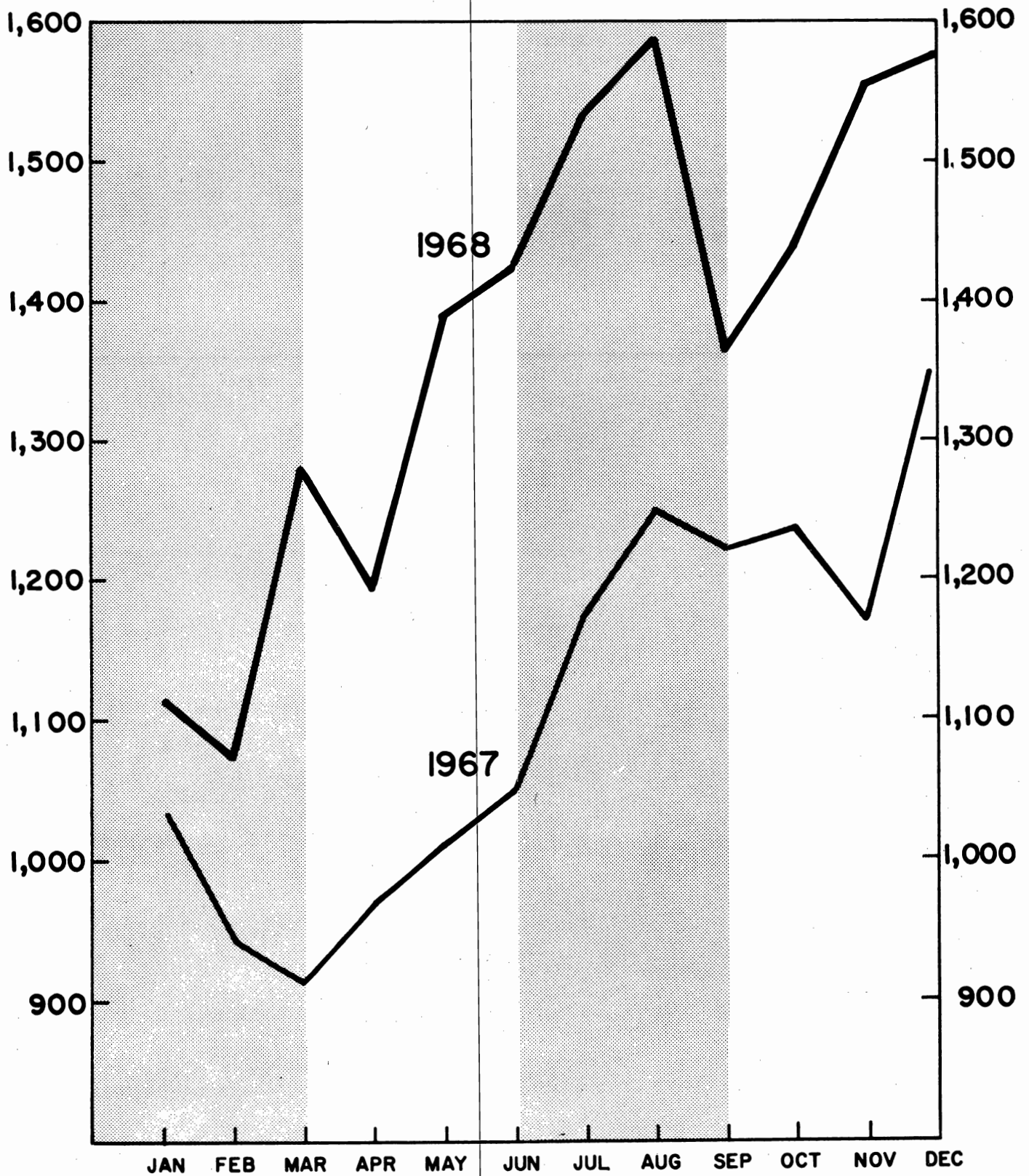
**TOTAL ARREST TRENDS BY SEX, 1967—1968 (Cont.)**

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

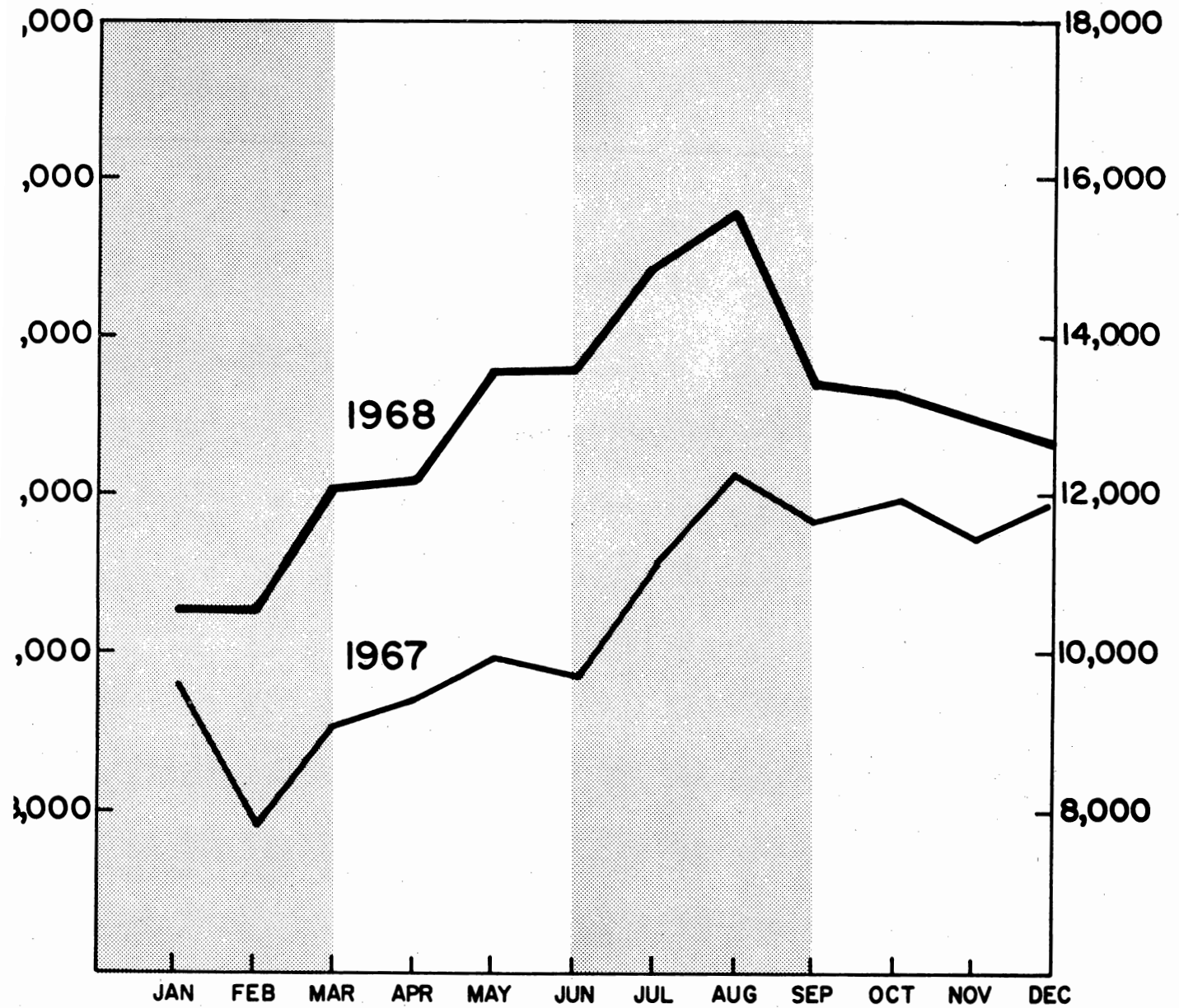
**TOTAL CRIME INDEX  
BY MONTH  
1967 - 1968**



VIOLENT CRIME  
BY MONTH  
1967 - 1968



NONVIOLENT CRIME  
BY MONTH  
1967 - 1968



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

Crime "targets" should be "hardened", i.e. they should be better protected so that some crimes are prevented because the difficulty of commission has been increased. For example, it is well known that the habit of many drivers leaving their auto unlocked is directly related to a large percentage of auto thefts. Projects to determine the impact of improved street lighting on crime and resident's attitudes toward the safety of their neighborhoods are also needed. Such projects should focus on demonstrating the potential of adequate lighting, showing the various means by which building exteriors, entrance-ways, public spaces and sidewalks can be lighted by the residents themselves using relatively inexpensive equipment. There is a need for development of methods for hardening various crime targets, and a need for public education about those methods. Such techniques as new and different kinds of radio and television broadcasting, advertising and use of billboards could bring about greater community involvement in preventing crime.

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

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

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

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

*Juvenile Delinquency*

**NATURE AND EXTENT IN NEW JERSEY**

In New Jersey a child under the age of eighteen may be considered to be delinquent if he commits any of the

following acts: habitual vagrancy, incorrigibility, immorality, knowingly associating with thieves, vicious or immoral persons, growing up in idleness or delinquency, knowingly visiting gambling places or other places if his admission constitutes a violation of law, idly roaming the streets at night, habitual truancy from school, or acting in such a way as to endanger his morals, health, or general welfare. The Juvenile and Domestic Relations Court tries to secure for each child coming under its jurisdiction the care, guidance, and control, that will be conducive to the child's welfare and the best interest of the State. The total involvement, by arrest of persons under eighteen years of age in 1968 amounted to 68,030 juveniles. This represents an increase of 17.2% over 1967 juvenile arrests. There were 19,886 arrests of juveniles for index offenses. Two of the most alarming statistics were a 52.9% increase in robbery arrests and a 96.1% increase (900 to 1765) in arrests for violations of the narcotic drug laws. Arrests and arrest trends are shown in the charts beginning on the following page.

**THE JUVENILE JUSTICE SYSTEM**

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

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

Child abuse, an increasingly serious problem in New Jersey, has a direct relationship to juvenile delinquency. The job of turning children who have been neglected by their parents into productive citizens is much too large to be done with the State's meager resources. The Blum Report notes that the laws dealing with child welfare make it permissible but not mandatory for the State to provide services to children who require them. If, after investigation, the Bureau of Children's Services (Department of Institutions and Agencies) determines that the welfare of a child will be endangered unless proper care or custody are provided, the Bureau may accept and provide such care or custody as the



circumstances of such child may require. According to the Blum Report it should be mandatory for the State to protect the children when such protection and services are clearly needed. The goal of meeting the critical health and welfare needs of every child in New Jersey is not only a worthy, but an imperative step to reduce the incidence of emotional disturbance, delinquency, and crime.

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

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

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

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

In May, 1969, Governor Richard J. Hughes assigned the responsibility for planning under the Juvenile Delinquency Prevention and Control Act to the Division for Youth within the Department of Community Affairs. It is too soon to tell whether this Agency, presently termed the Office of Juvenile Justice, could

possibly be the Agency to implement some of the recommendations of the Blum Report. It would seem unlikely that under present circumstances this office can incorporate to itself any of the operational responsibilities for youth programs. Therefore, the pressing need for coordinated planning and program development among the various youth agencies still exists.

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

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

Staff interviews with various experts in the area of juvenile delinquency in New Jersey have documented the need for diagnostic services on either the county or regional level. There is a general feeling among these experts that the present tools are inadequate, cannot respond quickly enough, and in general cannot do the job. There is a real need for example, for a follow-up on diagnoses and recommendations. There is a real need for providing the juvenile courts with diagnostic data which will facilitate court disposition, and which will perhaps keep many young persons who do not require correctional handling from being placed in correctional institutions.

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

#### **21. A NEED EXISTS FOR IMPROVING REMEDIAL EDUCATION PROGRAMS.**

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

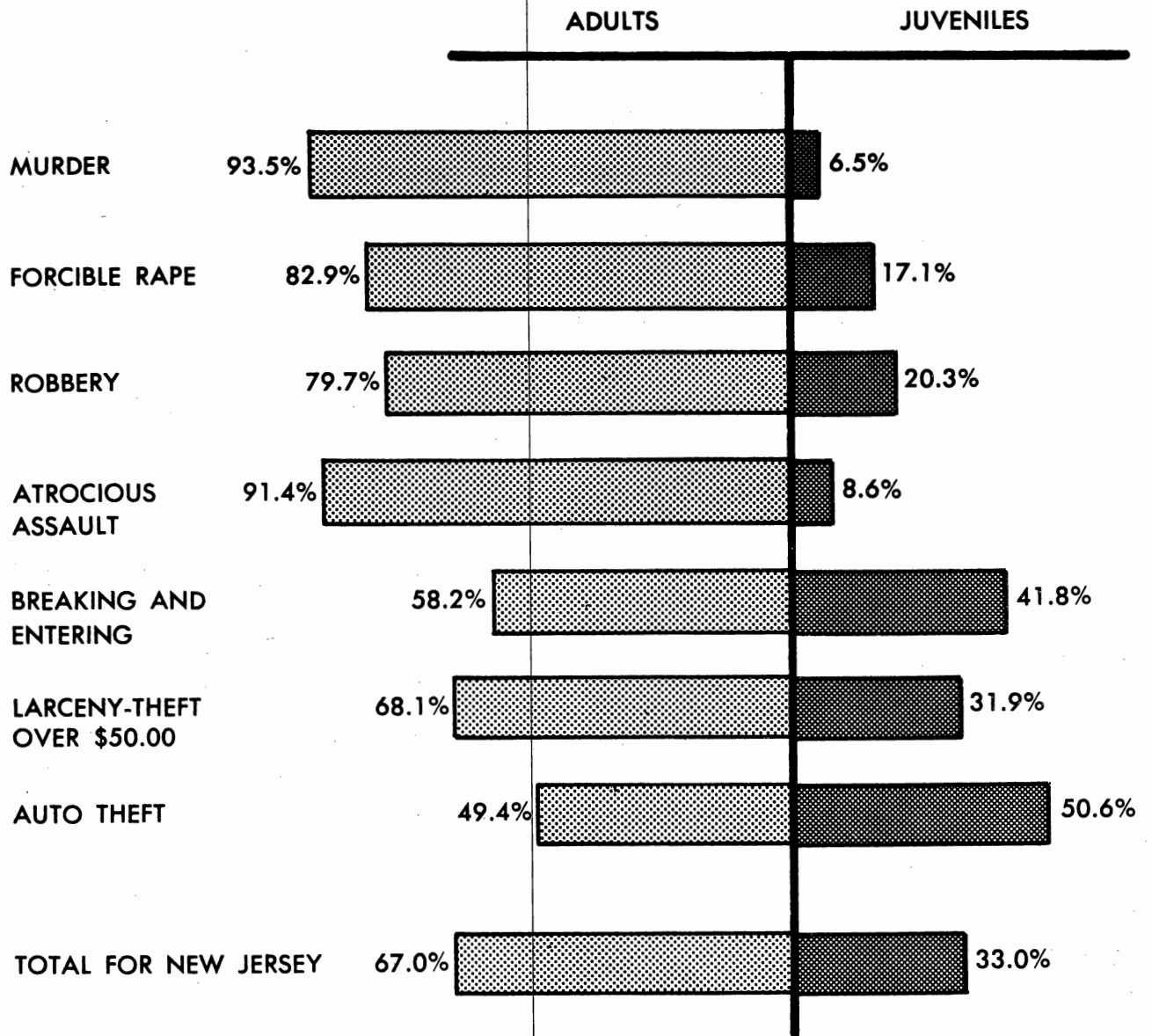
**TOTAL ARRESTS BY AGE—1968**

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

**TOTAL ARRESTS BY AGE—1968**

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

# **INDEX OFFENSES CLEARED BY ARREST OF ADULTS AND JUVENILES 1968**



**ARREST TRENDS BY AGE GROUP 1967—1968**

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

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

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

There are many juveniles who should be removed from bad home environments but who do not require correctional handling. There is therefore a need for home-like placements and non-correctional group-type facilities for such juveniles. Such facilities are particularly needed for girls who are very difficult to place in other than a correctional institution.

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

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

The district neighborhood family service center concept envisions one location in which people in need may come at anytime to receive direct assistance, or referral to a place where assistance may be found. Such a center would house representatives from all public and private welfare (including corrections) agencies. The Department of Institutions and Agencies has submitted annual proposals since 1966 to the Department of Health, Education and Welfare for the establishment of three such demonstration neighborhood centers. The integration of welfare services could have an important impact on delinquency prevention. The neighborhood center would be open 24-hours-a-day. Located in urban community neighborhoods where the need is greatest,

the center would be a source of immediate supportive assistance for both children and parents.

A staff interview with a New Jersey expert on juvenile problems pinpointed the need for neighborhood centers; these would focus upon basic rather than sophisticated services and would provide for community involvement where the problems are, and demonstrate to people that someone wants to do something for them. Families have to know what resources are already available to meet their needs, and there has to be a follow-up to maintain the impact of the services provided.

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

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

Although juvenile control topics are discussed in relation to pertinent topics throughout the entire curriculum the mandated training program for police recruits requires a minimum of only four hours of training in juvenile control. A study of 88 training agencies throughout the United States revealed that the average number of hours devoted to teaching juvenile control was 4.9 hours. Juvenile training is inadequate, in view of the fact that juvenile crime is growing three times as fast as the population increase in New Jersey. A community opinion survey conducted in Hamilton Township, New Jersey, ranked the most important of 32 police activities as talking to, advising, warning, or arresting youngsters involved in undesirable conduct. If this activity is as important as the community would believe, then sufficient training for the police must be provided.

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

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

The Juvenile Conference Committees could be expanded to help relieve the overburdened Juvenile and Domestic Relations Court which has had to bear the greatest increase in court cases. According to the most recent annual report of the Administrative Director of the Courts (1967-1968), the Juvenile and Domestic Relations Courts fell far behind with the juvenile calendar. This was caused in part by the near 20% increase in the number of juvenile complaints filed during the year, and in part was the result of the U.S. Supreme Court's decision in the Gault case and the changes made in the procedures for handling juvenile complaints to bring them in line with the guidelines set down in that decision. The establishment of a formal calendar and the provisions for representation by counsel of the juveniles have resulted in a backlog of cases that exceeds the prior year by 63%.

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

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

Fifteen of the 21 county jurisdictions have juvenile detention facilities. Of the 15, one was constructed prior to 1900 and remodeled in 1927; one was constructed in 1916 and additions added in 1957; one, now used only temporarily, was constructed in 1917. One other facility is temporarily housed in 40% of a building also utilized by the local police department for radio communications. The remaining six counties without juvenile detention facilities, have no advanced plans for construction.

In those counties without detention facilities, juveniles are handled in various ways. For example, two counties use the facilities of adjacent county jurisdictions on an emergency, per diem basis; one county uses jail facilities for 17 and 18-year olds and does not detain juveniles under 16 years of age; one county uses two rooms in the county jail; one county has two detention rooms in the courthouse basement; and finally, one county uses two cells adjacent to the county jail. The recommendations

of the President's Commission on Law Enforcement and Administration of Justice that adequate and appropriate separate detention facilities for juveniles be provided has yet to be implemented in New Jersey. If such implementation is impossible at the present, then a need arises for regionalized facilities for juveniles as an alternative.

Present facilities are inadequate to help juveniles in trouble with the law. The average daily population in 15 juvenile detention facilities in 1969 was 499.8, ranging from a low daily population of five to a high of 145. The average time of residence for these 15 institutions was 14.6 days, ranging from 1.1 to 35 days. For the uninitiated this is a time of trauma. The community's socially and/or emotionally disturbed youngsters, and its chronic troublemakers need more official attention. Without help, a large percentage of these juveniles will again come into conflict with the law. Some will eventually find their way into State institutions.

Although the mission of the detention facility has historically been to house juveniles awaiting court disposition, it has also tried to rehabilitate the juvenile. A recent survey of New Jersey's juvenile detention facilities by the State Law Enforcement Planning Agency demonstrated that a major portion of these facilities offered little in the way of rehabilitation programs for juvenile offenders. The responsibility for rehabilitation must be shared with the community and other outside agencies. In the 15 county detention facilities available, there are only 70 professional staff members including part-time doctors, dentists, and nurses involved in any form of treatment programs. This is a staff ratio of 1:7, far short of that advocated for therapeutic programs. Furthermore, of the 70 treatment-oriented staff members, 48 of them work at only three of the 15 facilities. Some of the 15 facilities offer some type of formal education; 11 offer social programs staffed by social workers; one has a full-time psychological staff, but 11 offer this service only in special situations; one has a vocational testing program, and two conduct vocational training programs. Although most of the 15 facilities conduct intake orientation programs, none conduct a complete psycho-diagnostic analysis on every juvenile entering the facility. Although it is recognized that there is a limit to the services that may be rendered to juveniles prior to adjudication, a range of professional diagnostic and treatment programs should be available to those willing to be helped.

### ***Detection and Apprehension of Criminals***

## **27. A NEED EXISTS TO DEVELOP TECHNIQUES FOR ALLOCATING EXISTING POLICE DEPARTMENT RESOURCES MORE EFFICIENTLY.**



No 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.

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

There is a clear need for the development of improved management information and reporting systems that will enable police administrators to clearly measure the economy and effectiveness, in quantitative terms whenever possible, of the programs carried out by their organizations. In order to meet this need, a methodology must be developed for allocating or re-allocating police manpower resources, which will provide police management with a useful quantitative technique to assist them in making more objective resource allocation decisions.

As one first step in the direction of determining the most efficient means of allocating resources, the New Jersey State Law Enforcement Planning Agency undertook a study to identify the structure of the resource allocation process in three New Jersey police departments of different sizes.

The purpose of the study was to determine, in quantifiable terms, how police manpower resources were utilized in these departments by specific functions, and to use this data to develop and test a procedure which would assist police managers in making improved resource allocation decisions.

The primary finding in the study was that municipal police agencies in New Jersey, as represented by the sample, need priority help in the following four areas: 1) organization and management surveys; 2) records operation; 3) in-service training; and 4) investigative performance.

The resource allocation procedure developed in this SLEPA study needs to be tested under different operational conditions in order to determine its validity and usefulness.

## **28. A NEED EXISTS FOR EFFECTIVE COMMUNICATIONS SYSTEMS.**

Because the members of a police force are so widely dispersed when at work, the efficiency of police communications systems is crucial. A need exists for the

improvement of communications capabilities on the local, regional, and State-wide levels.

A most troublesome problem in police radio communications is the critical shortage of radio frequencies available to the police. For example, Newark has only one useable frequency. The Newark Department did obtain an additional frequency, but it cannot be used because the frequency is too high on the spectrum.

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

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

## **29. A NEED EXISTS FOR DEVELOPING EFFECTIVE STATE-WIDE AND LOCAL INFORMATION STORAGE, RETRIEVAL, AND DISSEMINATION SYSTEMS, AND FOR IMPROVING INTERNAL LOCAL POLICE RECORDS SYSTEMS.**

Police, even more than other agencies, are inundated with information that can only be useful if it is properly classified, stored and retrievable. This need exists on the local, regional, and state-wide levels. Some aspects of a total approach to this need can be effected on each level.

The State Uniform Crime Reporting System administered by the New Jersey State Police provides for the standardized reporting of crime information. No provision, however, exists for uniform internal police records systems. Field studies conducted by representatives of the State Police UCR Unit indicate that 160 municipal police departments in New Jersey have adopted the Criminal Internal Reporting System. These 160 police departments represent only 36% of the 444 municipal police departments in the State. Systems in the remaining 284 departments were found to be duplicative and fragmentary. There is an urgent need for modernizing and streamlining municipal internal recording systems.

SLEPA has taken a first step regarding internal police records keeping systems, by conducting a systems analysis on records keeping in a medium-sized New Jersey municipal police department. This study set forth in detail what the records and information system in this type and size police department ought to be in terms of meeting certain criteria, and in terms of the outputs, or reports and files that the system should maintain and produce. Two record sub-system designs were developed. One design outlines how a police department should collect and store information about crimes and other incidents which come to police attention. The second design is an arrest procedure, written from the aspect of records and information flow, use and storage. Both designs indicate a need for eliminating or modifying current records, reports and files. There is a need to expand such studies, and to modernize records systems in local departments.

### **30. A NEED EXISTS FOR ADDITIONAL FORENSIC LABORATORY SERVICES.**

The precision with which the detective branch of the police can conduct its field investigations is facilitated by its access to scientific methods for the collection, preservation, and analysis of evidence. For such activities, laboratory skills and apparatus are required. Such central forensic laboratories exist in the Federal Bureau of Investigation and at the headquarters of the New Jersey State Police. These forensic laboratories are not sufficient to service over 400 municipal police departments in the State. The Forensic Services Bureau of the State Police received 5,879 cases from municipal agencies during 1969, and conducted 94,443 examinations. However, the service ratios of this Central Laboratory must be expanded, and satellite units established to fill existing voids.

Last year, the New Jersey Legislature enacted a bill providing regional crime laboratories of the State Police Central Laboratory. On July 1, 1970, the State Police

plan to activate one regional laboratory to service municipal needs of a particular area of the State. There is a need for improvement and expansion of existing facilities, and for additional new facilities.

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

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

For example, the use of electronic surveillance equipment of a portable nature could alert the police to intrusions into certain designated vulnerable premises or crime areas and result in more on-the-scene apprehensions. There is a need to augment police effectiveness through the use of such devices.

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 through scientific police detection and apprehension.

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

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

The City of Newark Police Department, for example, has turned its attention increasingly to developing techniques for minimizing the factors that serve to increase response time. At the present time, the Department has identified two operating problems that most directly affect response time — communications and mobility — and is attempting to improve its capability in each area.

Studies have shown that the average patrolman spends at least 50% and often more of his time away from his patrol car, and thus out of communications contact with his superiors. In any city or town, this represents a serious problem. Where the demands for police service are overwhelming, and where personnel are in short supply, a lack of continuous, direct communications is a severe handicap which blocks significant improvement in police service.

To maximize its effectiveness, a police department must, through improved communications and other means, minimize the time required for its personnel to respond to actual or potential crime situations.

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

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

Further evidence of this need is found in the fact that the great majority of New Jersey police departments are small, serving municipalities under 25,000. (Of the 567 municipalities of New Jersey, only 68 have populations over 25,000). Such small departments often lack the specialized personnel, communications and records systems, and laboratory services necessary for performing the basic police responsibilities. For instance, only 229 of the 440 departments are tied to the State Police teletype system. Of these departments only 16 have the capacity to send information. Small departments have access to the system only by telephone through calling the closest State Police Station. Small departments have much to gain from cooperating with neighboring departments and coordinating services.

To assist New Jersey's police executives, the State has created the Police Administrative Services Bureau within the Police Training Commission. The staff of this Bureau will be available to provide a wide range of police management services including identifying and defining problem areas, collecting and evaluating relevant data and recommending alternative approaches to problem resolution.

The problem remains for police departments to recognize the need for such services and the need for cooperative efforts to alleviate their problems. It must be recognized, at the same time, that such efforts need not supplant local interests.

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

Very often residents call the police for services that can only be defined peripherally as police functions. Among them are calls for ambulance services, fires, bank escorts, dogs at large, etc. During one year, a single

New Jersey township police department reported the following miscellaneous responses to calls: ambulance requests, 2,389; bank escorts, 381; brush fires, 794; dogs, 577; building fires, 158. Police often handle such requests because no other organized public service agency, operable on a 24-hour basis, exists to cope with such emergencies. Yet, these time consuming duties seem to duplicate the duties of hospitals, private police, fire departments and dog wardens.

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

### ***Adjudicative Activities and Law Reform***

### **35. A NEED EXISTS TO IMPROVE THE BAIL SYSTEM.**

New Jersey has made a consistent effort to improve its bail system. The State Supreme Court and the Administrative Office of the Courts have encouraged changes in New Jersey's bail practices. Rules concerning bail have been modified and law enforcement officers have been authorized to issue a summons, in lieu of arrest for certain non-indictable offenses.

The problems that do emerge regarding bail result from a lack of uniform implementation of existing policies. Courts may release a defendant on his own recognizance after an investigation into his stability in the community and availability for trial. In some instances, courts will release defendants on their own recognizance. In some other instances, courts are able to effect such a release but choose not to. In the absence of such a release, the defendant must raise bail. The Governor's Select Commission on Civil Disorder reported, "If a defendant cannot raise enough cash to satisfy the bail bondsman, he must await trial in jail. The indigent goes to jail, not for any crime of which he has been convicted, but for being poor." This, in turn, has resulted in a backlog of detained persons who remain in some county jails as long as four months as they await grand jury action and trial. A January, 1970, survey of 17 county jails in New Jersey by the State Law Enforcement Planning Agency indicated that 75.9% of the prisoners in these facilities were unsentenced persons. The problem is compounded by the failure of some county jails to separate those persons awaiting trial from those serving sentences. Jails are either too small or personnel too scarce, for separate facilities.

# BAIL INFORMATION, 1968

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

The sole lawful purpose of bail is to insure that the accused appears in court at the time of trial. Bail itself, however, does not provide adequate security that released defendants will return for trial. Since the fee to the bondsman for posting bail is not refunded to the defendant regardless of whether he appears in court, the defendant has no personal financial incentive to return to court, although there may be some incentive in those cases where there is a co-signer for the bail bond. The only real security, in any event, is the defendant's own view of his interest and sense of responsibility. Although the bonding company can civilly sue the defendant for the return of the defaulted money, it seems that this legal recourse would hold little incentive to a defendant who plans to jump bail. Bail information for 1968 is illustrated in the attached chart.

### **36. A NEED EXISTS TO EXPAND THE SERVICES OF THE OFFICE OF THE PUBLIC DEFENDER.**

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

A need exists too, for more adequate funding so that the Public Defender may obtain additional personnel to keep pace with the rate of incoming cases. Lack of money has allowed the Public Defender's Office to maintain only a minimum compliance with the duties given it by the Legislature, and it cannot meet the broad area of activities it should handle under the law.

The Committee on Representation of Indigent Defendants, which was appointed by the New Jersey Supreme Court to examine the problems of the Office of the Public Defender, stated in part in its report:

"In the opinion of this Committee the prospect of discharging the original aims and purposes of the Legislature in creating this Agency are gloomy at best if the necessary funds are not forthcoming."

A need also exists to expand the services of the Public Defender to provide the constitutional guarantee of counsel in all cases where indigent defendants are in danger of loss of liberty. At the present time, the Public Defender provides legal representation for any indigent

defendant charged with an indictable offense. Indigent juvenile defendants are represented in the Juvenile and Domestic Relations Court when there is a possibility of confinement upon a determination of delinquency. But an indigent defendant charged with a non-indictable offense, which upon conviction can result in confinement, is not entitled now to be represented by the Public Defender. Such a person can request counsel, which the court has to provide. The basic problem, however, is that an unsophisticated defendant cannot be expected to know the many reasons why professional counsel is important and helpful. It is the paradox of the right to counsel that many a defendant needs a lawyer to tell him whether he needs a lawyer.

The Governor's Select Commission on Civil Disorder sampled Newark's Municipal Court case records and found that only 23% of the defendants had lawyers. While it is recognized that many of those appearing in court without legal representation may have had case factors that pointed to an obvious finding of guilt, it is apparent that representation by counsel is crucial to the defendant. The Commission stated:

"Of those represented by lawyers, 29% were not found guilty. Only 13% of those not represented were not found guilty. Of those convicted, 33% of those represented were given jail terms, while 50% of those not represented were committed to jail. It seems clear that a person without a lawyer is at a substantial disadvantage both in determination of guilt and in sentencing."

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

A major problem area affecting the administration of New Jersey's municipal and county courts includes the limited accessibility of criminal histories. With the exception of readily available municipal police department fingerprint records, previous criminal records are often not used for municipal court dispositions because of the period of the time necessary to secure a fingerprint check by the State Bureau of Identification or the Federal Bureau of Investigation. The absence of background information concerning accused persons at the time of disposition or sentence makes it difficult for the municipal court judge to render just decision. A private study of one New Jersey county found that files of 50 independent criminal justice agencies were duplicated, forms were not standardized, and records issued from one agency to another created and compounded errors in administration. Criminal records were scattered in the files of 24 different law enforcement agencies, and there was no central

mechanism for their exchange and retrieval. A need exists to streamline and to expand existing information and record systems for the adjudicative branch of New Jersey's criminal justice system. SLEPA has taken a first step in that direction by conducting a systems analysis study on a New Jersey county information flow from arrest through sentencing or acquittal.

### **38. A NEED EXISTS TO SPEED THE PROCESS OF CRIMINAL JUSTICE.**

Justice should be swift and certain. In one New Jersey county, court overload led to trial delays of a year and more. The county jail was used largely for holding persons awaiting trial. In one check of 530 inmates of that county jail, only 30 were serving sentences, while 500 were either awaiting grand jury action, county court trial, or sentencing. The waiting time in jail averaged four months. Defendants on bail in the same county criminal court waited from 12 to 15 months to have their cases heard. Such delay undermines the deterrent effect of the law.

A recent survey conducted by the New Jersey State Law Enforcement Planning Agency indicated that of the 697 inmates in one county jail only 16 were serving sentences. The remaining 681 unsentenced inmates were awaiting court processing.

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

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

The county court study pinpointed three major problems in the existing system: (1) The present system of information flow is inefficient in that information developed by one office concerning a defendant is often times lost to other offices requiring the same data; (2) the present system operates largely outside of judicial control in that many significant decisions are made and actions are taken outside the province of the judiciary; and (3) the system lacks central coordination because there is no one directly responsible for establishing procedures by which information can be exchanged. The latter is unquestionably at the heart of the entire information flow problem.

There is a need to implement the recommendations set forth to meet these problems in some or all of New Jersey's county criminal courts.

The county prosecutor's office study documented the problems of over-burdened information systems which are inadequate to cope with the current trend toward more defendants and more required data. Reducing delays through increasing the volume of cases that can be handled, by in effect, reducing case quality, can be practiced only to a limited extent. This principle cannot be applied to the minimum amount of fixed data that must be processed for each case. Realistic control of the situation may be possible only with automated information processing.

The prosecutor's study resulted in detailed flow diagrams. There is a need for other counties to compare these procedures with their own and to adopt approaches that are appropriate for their particular criminal system.

Attached are charts showing the disposition of persons formally charged during calendar year 1968. These present a quantitative picture of the workload of adjudication agencies (courts, prosecution, public defender, criminal bar, etc.) in the State.

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

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

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

Consequently, all legislative bills dealing with law and public safety are referred to legislative committees that lack their own professional staff. If the bills are to

**ADULTS CHARGED GUILTY—NOT GUILTY, 1967—1968**

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



**DISPOSITION OF PERSONS FORMALLY CHARGED, 1968**

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

receive special attention and analysis, it is necessary that the legislative committees on law and public safety have access to professional staff.

### ***Corrections and Rehabilitation***

#### **40. A NEED EXISTS FOR DEVELOPING A VARIETY OF COMMUNITY-BASED CORRECTIONAL OPTIONS.**

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

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

Courts need more than release, probation, or institutional confinement as sentencing options. There is a need for other alternatives closer to the community. Example needs are youth service centers providing both in-residence and out-patient help to individual offenders and their families; the use of community residents as staff when possible; group work with probationers in addition to the usual one-to-one approach; special caseloads matched to the probation officer's abilities; small residential centers for emergency shelter and for special treatment programs; and improved work release programs.

There is a large segment of offenders who can be more effectively rehabilitated without complete custodial controls.

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

Because the county jail has little control over its intake, it has become a convenient repository for individuals in all types of problem situations where

temporary security and shelter are needed. The mentally and emotionally disturbed, alcoholics, drug addicts, non-support cases, people in domestic turmoil, children beyond control and without significant family or domicile — all of the misfits society feels need an interval of separation may find their way into the custody of the county jail.

More lives are touched at the county jail level than at any other place in the correctional process. In a 1967-1968 twelve-month period, 56,659 admissions were recorded in the 21 county jails. Of these admissions, 4,612 were juveniles under the age of eighteen. At the six county institutions for sentenced offenders, 6,002 admissions were recorded in the 12-month period. On any one day, there is an average of 2,600 sentenced prisoners and 3,802 unsentenced prisoners in county custody. Yet, the annual total number of commitments to all State correctional institutions, including the training schools, is only 3,071. The correctional institutions that many counties operate do little more hold prisoners in custody. A recent survey conducted by the State Law Enforcement Planning Agency found that most county correctional institutions have few or no rehabilitation programs. Long the stepchild of social welfare, the county jails have been hard-pressed to merely sustain their custodial function. However, there are county jail administrators in New Jersey who want to make rehabilitation a function of the county jail, and who reach out for financial assistance wherever it may be found.

If available resources could be pooled, the county jail would have a broader base of financial support. Having 21 county jails and six county correctional institutions results in an ineffective and inefficient duplication of effort. It would be much better to have regional facilities under the administration of the State Division of Correction and Parole and supported at least partially by State funds. This would also be consistent with the President's Commission recommendations and the planning guidelines promulgated by the United States Bureau of Prisons. Regional facilities could become diagnostic treatment centers offering valuable services to offenders, detainees, and the court, as well as being places of custody.

#### **42. A NEED EXISTS FOR ESTABLISHING PROJECTS THAT WILL PREPARE OFFENDERS IN STATE CORRECTIONAL INSTITUTIONS FOR EMPLOYMENT.**

Progress has been made in the last five years toward improving the facilities of State-operated correctional institutions. New construction includes a Youth Reception and Correction Center, a Training School for

Boys, and a new State Prison that will allow partial abandonment of the Trenton State Prison, parts of which have been operating since 1799. A number of substantial capital improvements have also been made at the other State correctional facilities. Furthermore, there has been a considerable effort to improve program effectiveness, both in terms of establishing standards and means of auditing practices.

Nevertheless, the need for modern, marketable-skills vocational training in correctional institutions remains very great.

#### **43. A NEED EXISTS FOR EXPANDED RESEARCH TO DEVELOP METHODS FOR EVALUATING CORRECTIONAL OPERATIONS.**

An inadequacy in New Jersey correctional operations is the inability to evaluate accurately which programs are successful and which ones should be abandoned. The Division of Correction and Parole has in recent years developed a data-gathering system. The system permits analysis and graphic portrayal of inmate population movements and characteristics of admissions, including data on family, school, work experience and criminal, physical, and psychological characteristics.

The President's Commission on Law Enforcement and Administration of Justice describes the importance of a continuing research function. It states:

"Information concerning the likelihood that the individual will return to crime is essential. Just as important as the evaluation of the individuals being treated in a correctional system is the evaluation of the treatment itself. Without objective evaluation of methods of treatment, it is difficult, if not impossible, to make rational choices about the kinds of treatment programs that should be developed or about the people to whom they should be applied.

Most of the available information about such questions is in one of two forms: 'Rules of Thumb' that have evolved out of experience and are justified or rationalized in large part on the basis of anecdotal histories of operations, and statistical tabulations of operations in which there was neither a control group nor an adequate characterization of the experimental group. There is a need to correlate both individual characteristics and type of treatment to recidivism as measured by commission of crimes, arrest and commitments."

#### **44. A NEED EXISTS TO DEVELOP PROJECTS THAT WILL MORE EFFECTIVELY PROMOTE THE REHABILITATION OF CHRONIC DRUG ADDICTS, ALCOHOLICS, AND OTHER SPECIAL OFFENDERS.**

Alcoholics and drug addicts are two groups of offenders whose social functioning is impaired through the ingestion of habit-forming agents. There is a direct relationship between criminal behavior and the need to support such habits.

New Jersey does not have a comprehensive program for treating chronic drunkenness offenders. There has never been a conclusive research project to estimate the problem's magnitude. The legal definition of drunkenness needs reassessment. Perhaps it should be eliminated as a misdemeanor or offense. There is a need for detoxification centers, a network of after-care services, and the development of integrated research studies into the subject.

While chronic drunkenness is of great public concern, it is overshadowed by the public's intensity of feeling toward narcotics addiction. On February 11, 1969, the Federal Government's Chief Law Enforcement Officer for Narcotics, John E. Ingersoll, noted that the country had failed miserably in preventing drug abuse and in rehabilitating addicts. This failure is as applicable to New Jersey as it is to the country as a whole. The use of narcotics is related to aspects of the increase of criminal activity in New Jersey.

The 1968 Uniform Crime Reports compiled by the New Jersey State Police show a 56.5% increase in arrests (7896 arrests versus 5045 arrests) for drug abuse violations as compared to 1967. This is the highest increase of arrest rate for any class of offenses in 1968.

In addition, the 1968 Uniform Crime Reports for New Jersey show that 53% of all persons arrested for drug abuse during the year were under the age of 21. Of that 53%, 13% were under 16 years of age, and 31% were between 16 and 20 years of age.

It is important to note that marijuana arrests are rising very fast. In 1967 marijuana arrests accounted for 28.9% of drug abuse arrests (1458 out of 5045) while in 1968 marijuana arrests accounted for 36.4% of drug abuse arrests (2874 out of 7896). When we compare 1968 (2874 arrests) to 1967 (1458 arrests) we see that marijuana arrests, considered alone, increased 97%!

In 1967, the **Narcotic Drug Study Commission** of the New Jersey Legislature issued its final report. That valuable document summarized drug abuse statistics gathered in the period 1952-1966 by the Narcotics Squad of the Criminal Investigation Section, New Jersey State Police. The data were presented graphically, which is of course very helpful in seeing the trend over that period. It is enlightening to compare the statistics gathered by the New Jersey Uniform Crime Reporting System in its first two years of operation (1967, 1968) against the background of the drug abuse

statistics that had been collected, since 1952, from the clerk of every court in the State under a separate statutory authority. Those baseline statistics for the present Uniform Crime Reports are set out in the format prepared by the Narcotic Drug Study Commission.

The first seven of the 11 following Charts relate to "narcotic drug" violations during the 1952-1966 period mentioned above. It should be remembered that under New Jersey Statutes these include marijuana and cocaine in addition to the opiates. The next three Charts relate to "dangerous drug" violations during the period (prohibition here commenced in 1962). In New Jersey this would include barbituates, tranquilizers, amphetamines, commercial solvents (glue) and the like. The last of the 11 Charts is taken from both the 1967 and 1968 New Jersey Uniform Crime Reports, and shows the percentage breakdown underlying the latest statistics set forth above.

**Prevention of addiction**, especially among the young, is the most promising step that can be taken in this alarming field. Education in the schools by a variety of means, including film, lecturers, student clubs, use of reformed youth addicts, should all be tried. There is a need to explore what special programs or efforts ought to be made to better equip new teachers for dealing with the growing drug abuse problems in the schools. There is also a need to know the extent to which drug abuse is prevalent on college campuses, what kinds of drugs are being used, and what efforts are being made, or can and should be made to control the use of drugs on campus.

New Jersey is presently planning a treatment center for narcotics addicts to be constructed within the next three years. There is a need to develop, for the new center, effective treatment approaches and a cadre of trained staff. In addition, a coordinated after-care community program reaching into all areas of the State is needed to complement the new center. Although none of the present treatment modalities is, by itself, the answer to the control of drug addiction through treatment, treatment is the best hope we have short of absolute blocking of narcotics traffic, which seems impossible.

### **Organized Crime**

#### **45. A NEED EXISTS TO EXPAND INVESTIGATION AND PROSECUTION OF ORGANIZED CRIME.**

New Jersey has available important weapons against organized crime: a witness immunity statute; a

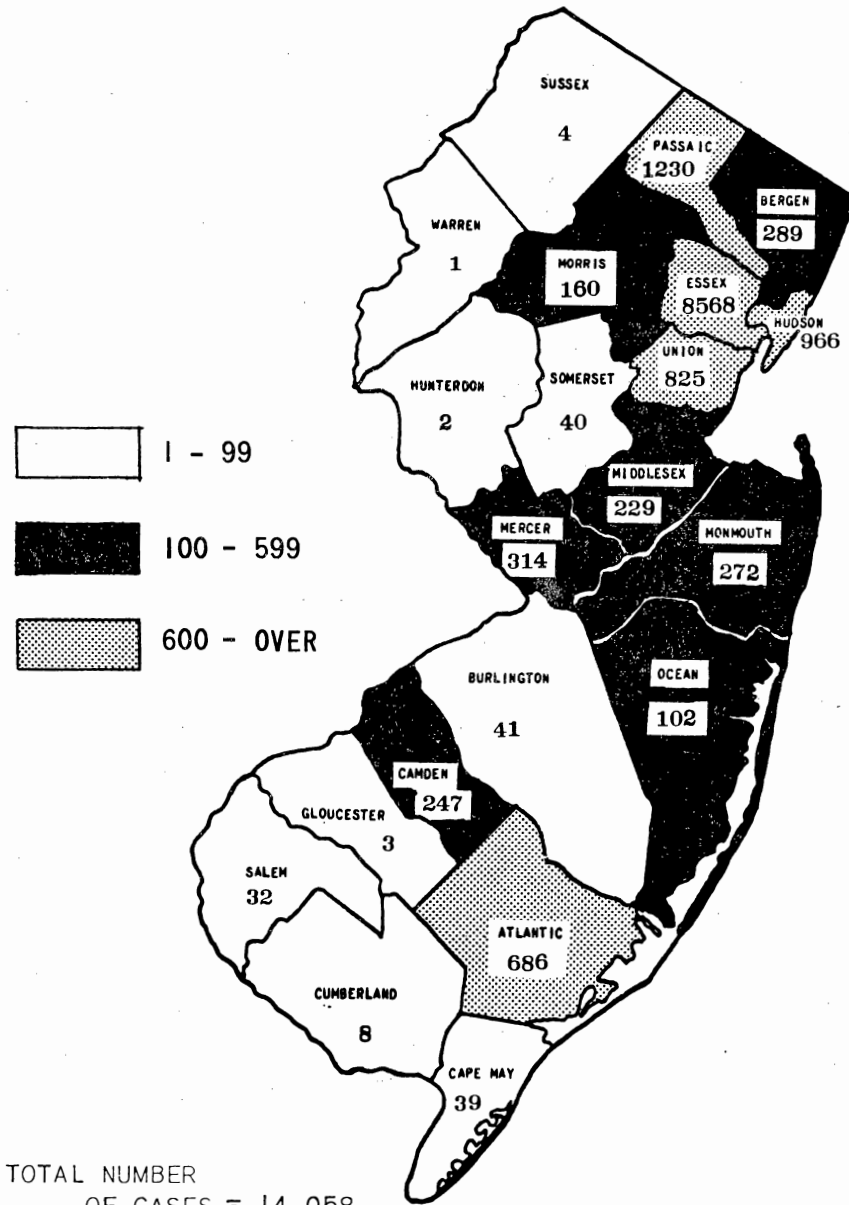
wiretapping and electronic surveillance law; a State-wide Grand Jury; an Organized Crime Intelligence Unit and an Organized Crime Task Force in the New Jersey State Police; an Organized Crime Unit in the Department of Law and Public Safety; and legal authorization for full-time Prosecutors and Assistants in New Jersey's nine most populous counties. In addition, the State Investigation Commission is authorized to investigate official corruption by organized crime.

There is a need, however, for continued expansion of the facilities available for the investigation and prosecution of organized crime, particularly to find and prosecute the middle management narcotics dealers who process and package heroin for the street dealers and pushers; to prosecute the participants in "sweetheart" labor contracts; to obtain the forfeiture of the charter of any corporation which has an officer or management member who is affiliated with organized crime; and to obtain stiffer penalties for low-eschelon numbers operators and loan sharks. Also, the detection of organized criminal activity frequently requires the careful sifting of records, documents, and business papers by accountants, statisticians, tax specialists and systems analysts specially trained in this field. Such personnel in sufficient numbers do not presently exist among the pertinent State agencies. The acquisition of sophisticated surveillance equipment, and the organization and training of specialized investigative and prosecutive personnel has been started, with a SLEPA grant, by the New Jersey State Police for its State-wide investigations.

**There is a need to activate an interstate State Police compact between New Jersey and the States of Delaware, Maryland, New York and Pennsylvania** for the detection and apprehension of those engaged in organized criminal activities, and to establish a central criminal intelligence bureau, to gather, evaluate and disseminate to law enforcement officials of the compact States, data about organized crime, its leaders and their associates. The compact has been enacted into law in New Jersey, but becomes effective only when one of the other four Middle Atlantic States also enacts it into law.

**There is a need in New Jersey for a State-wide Enforcement and Intelligence Network** that would be coordinated through a central computer bank operated by the State, and linked to almost all of the State's police departments and law enforcement agencies. It would augment the present State teletype system and would permit collection and analysis of data on State and National figures engaged in organized crime activities, as well as providing general criminal information.

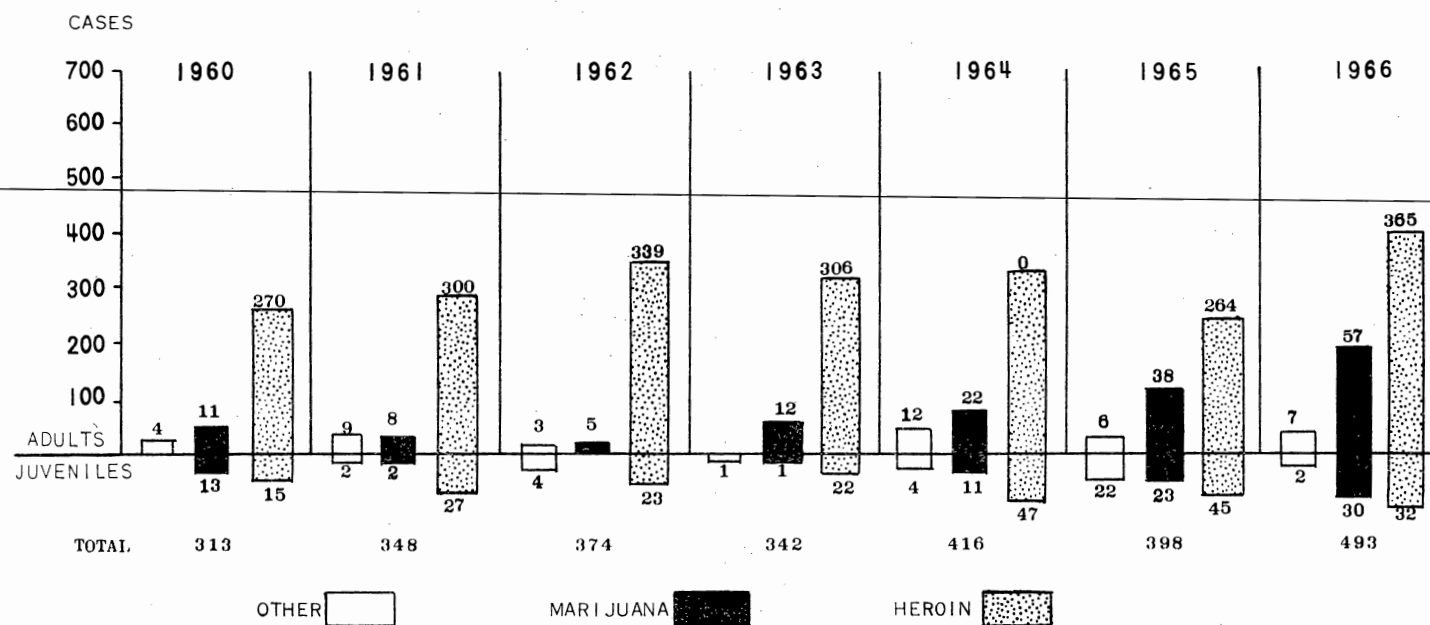
**DISTRIBUTION OF NARCOTIC ARRESTS BY COUNTY\***  
**1952-1966 (INCL.)\***



\* Excludes juvenile and Federal Bureau of Narcotics arrests.

# ARRESTS FOR USE BY TYPE OF NARCOTIC 1960-1966 (INCL.)

Excludes Federal Bureau of Narcotic Arrests



# TRENDS IN NARCOTIC ARRESTS BY TYPE OF OFFENDER 1952-1966 (INCL.)\*

NUMBER  
OF ARRESTS

2000

1500

1400

1300

1200

1100

1000

900

800

700

600

500

400

300

200

100

0



USERS

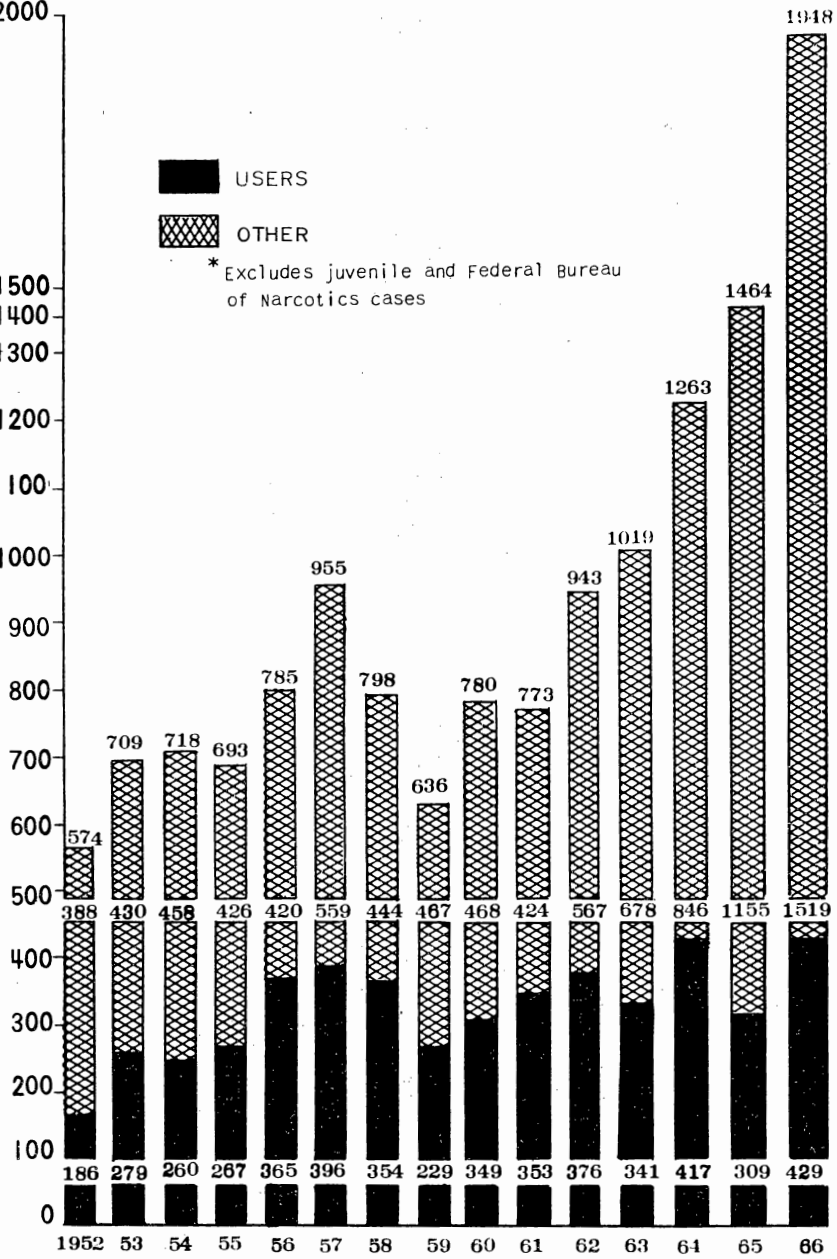


OTHER

\* Excludes juvenile and Federal Bureau  
of Narcotics cases

1952 53 54 55 56 57 58 59 60 61 62 63 64 65 66

YEAR





**TOTAL NARCOTIC ARRESTS  
1952-1966 (INCL.)**

**County and Municipal  
Court Cases**

**14,058 Cases**

**Juvenile Court Cases\***

**549 Cases**

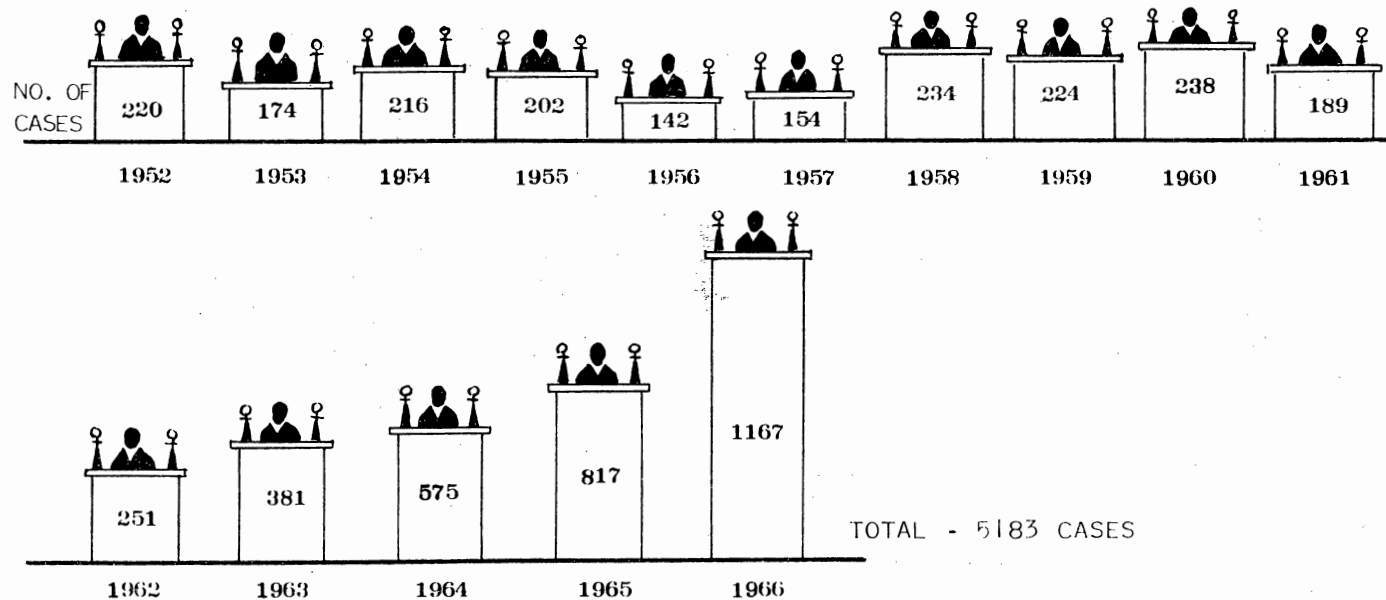
**Federal Bureau of  
Narcotic Cases**

**392 Cases**

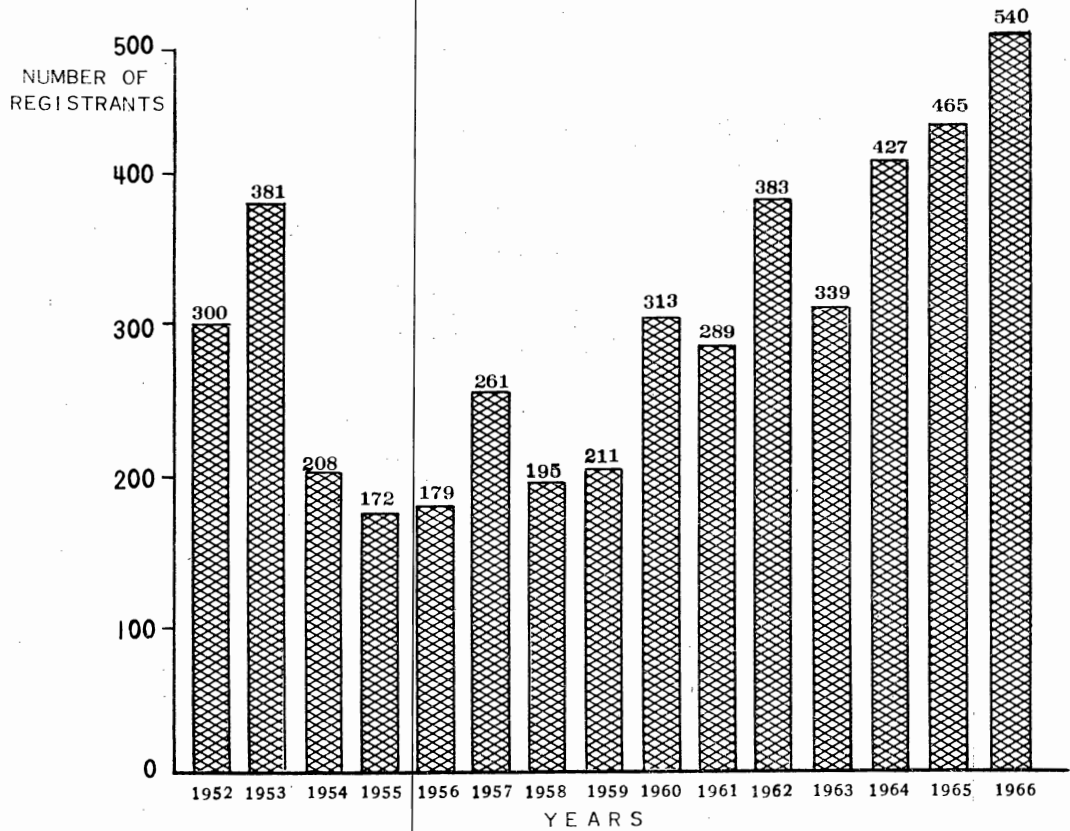
**TOTAL NUMBER OF CASES 14,999**

\* Data for juvenile arrests collected from  
January 1, 1956

**TOTAL NARCOTIC PROCESSED CRIMINAL  
CASES REFERRED TO PROSECUTORS  
1952-1966 (INCL.)**

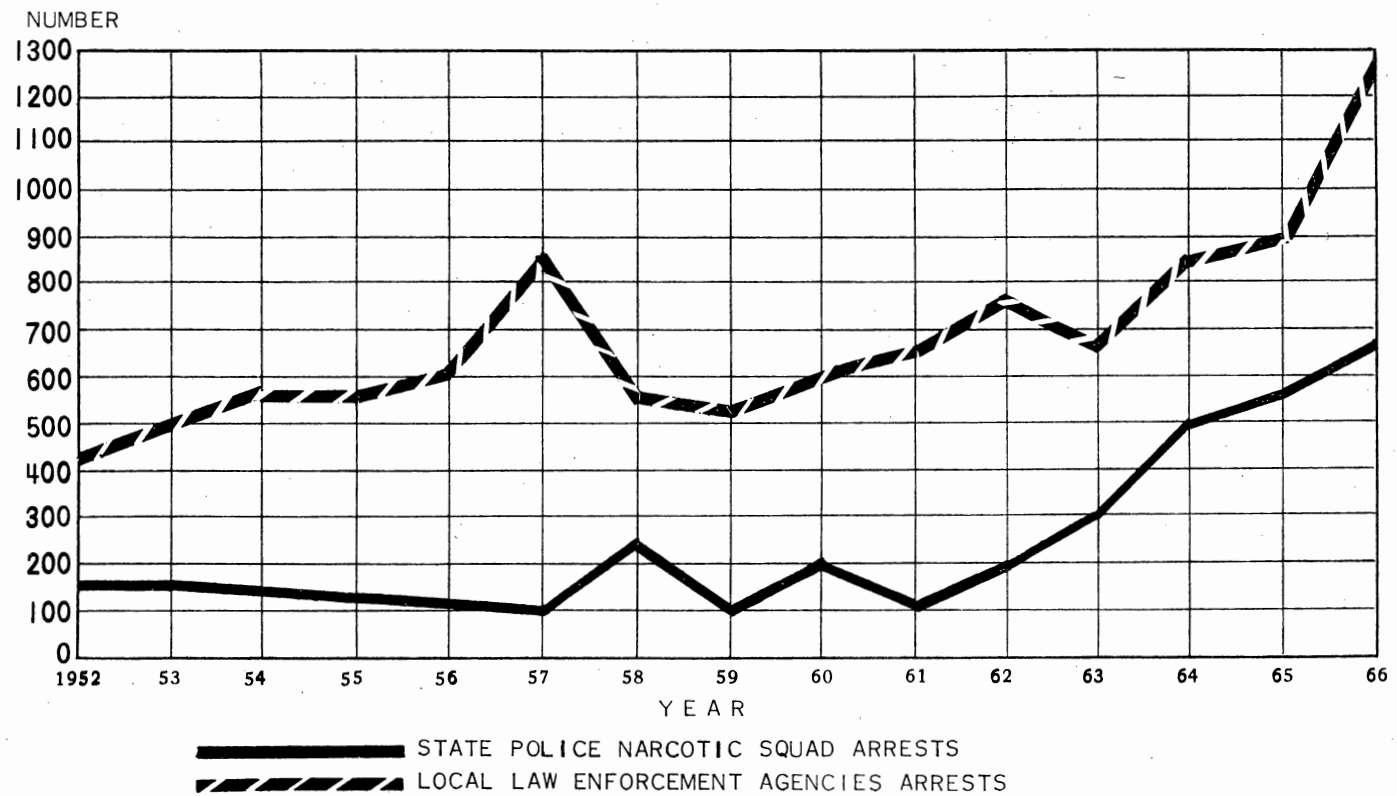


**REGISTERED NARCOTIC OFFENDERS  
1952-1966 (INCL.)**

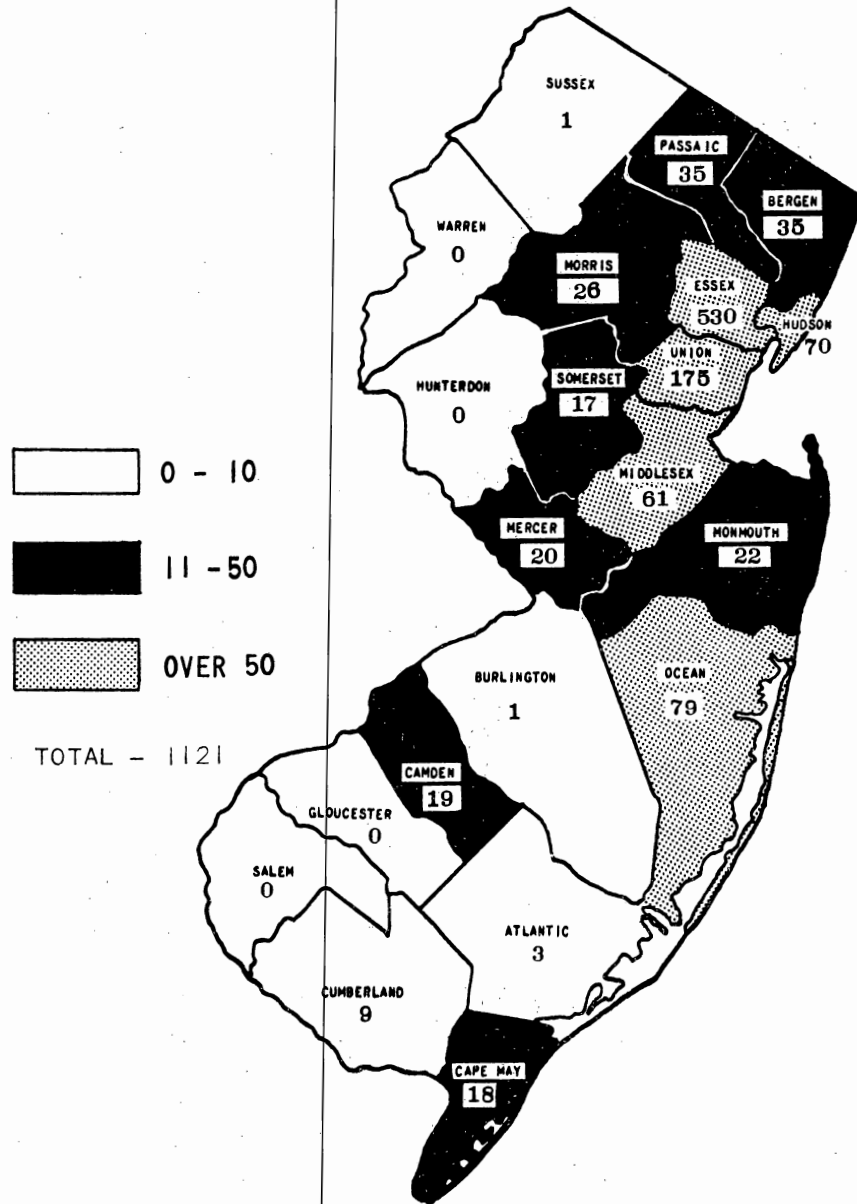


4660 NARCOTIC OFFENDERS REGISTERED DURING THIS PERIOD

**NARCOTIC ARRESTS BY TYPE OF LAW ENFORCEMENT  
1952-1966 (INCL.)**



**DISTRIBUTION OF DANGEROUS DRUG ARRESTS  
BY COUNTY\*  
1962-1966**

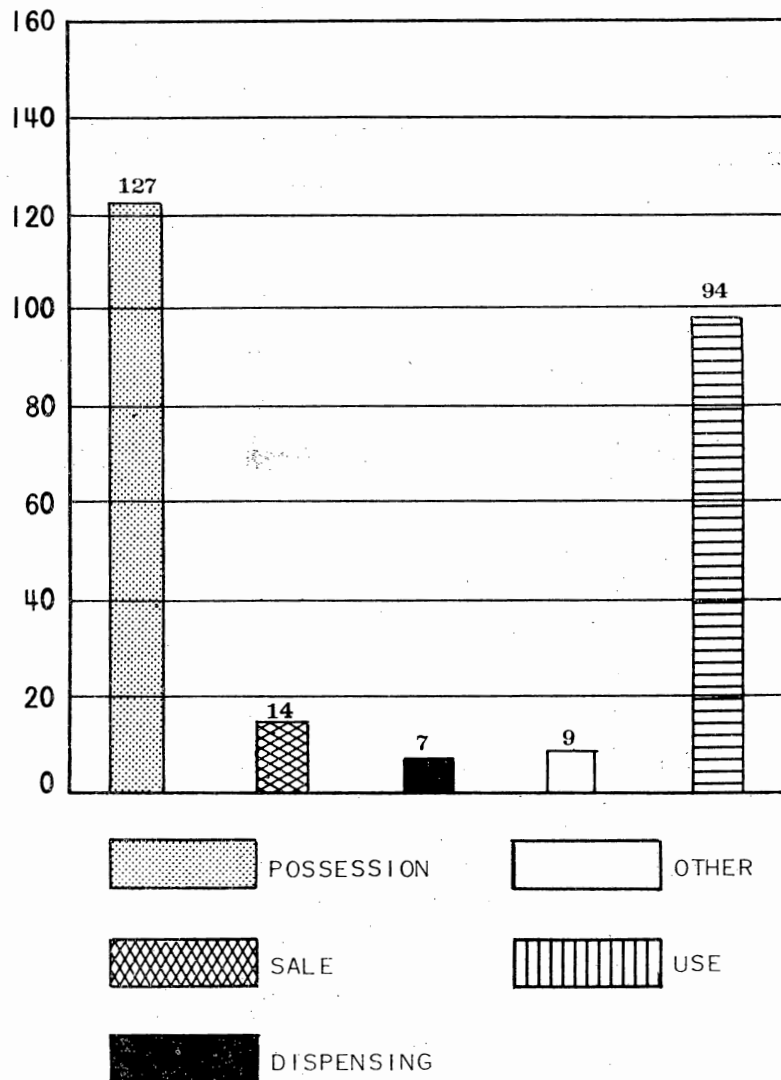


\* Excludes Juvenile Court arrests

**TYPE OF DANGEROUS DRUG ARRESTS  
MUNICIPAL COURTS**

**1966**

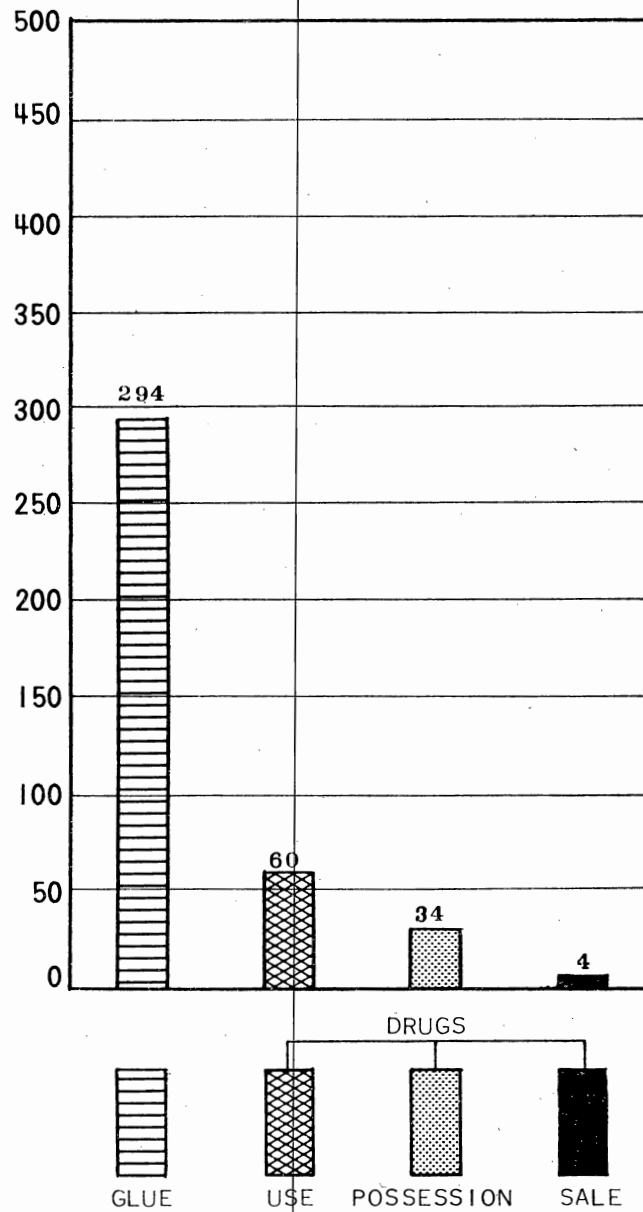
TOTAL - 292



# TYPE OF DANGEROUS DRUG ARRESTS JUVENILE COURTS

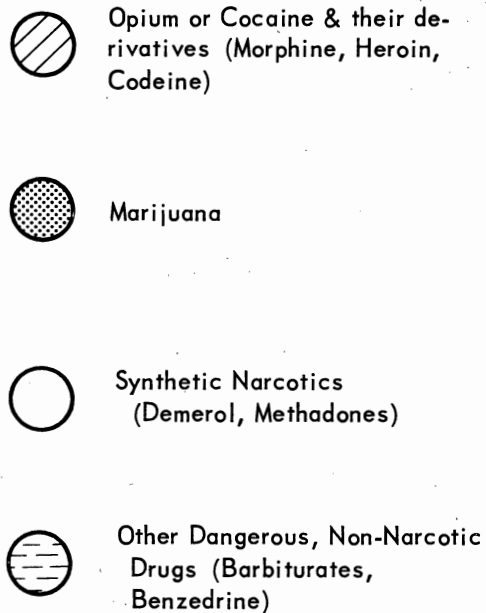
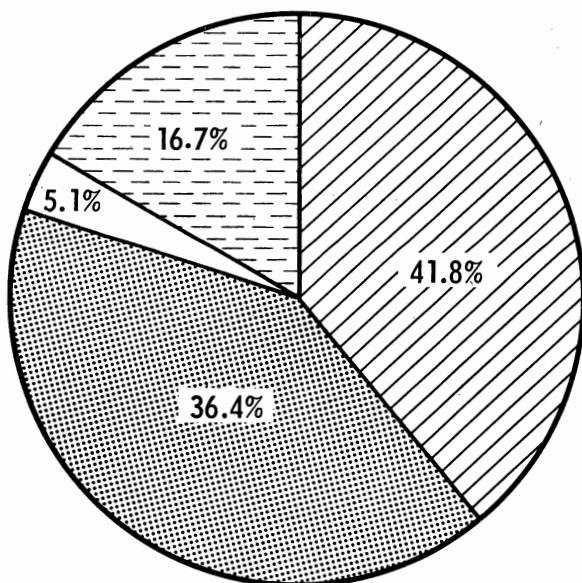
1966

TOTAL - 392

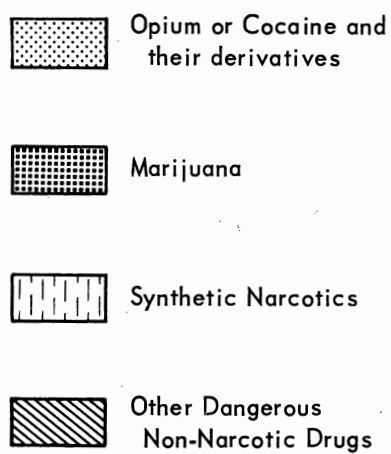
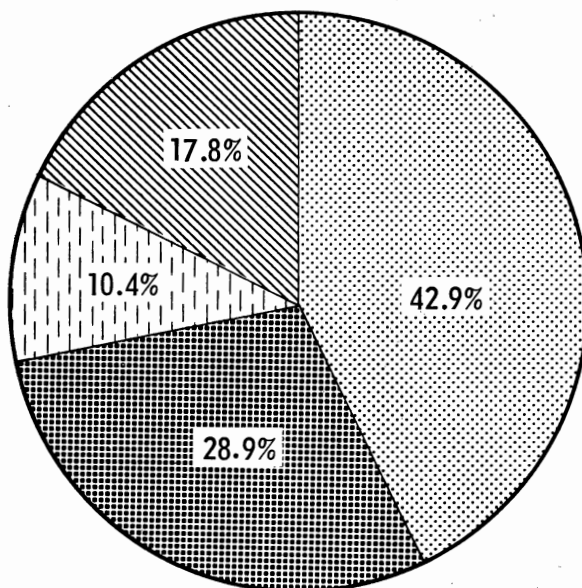




# ANALYSIS OF NARCOTIC DRUG LAW ARRESTS 1968



1967



#### **46. A NEED EXISTS TO EDUCATE ABOUT ORGANIZED CRIME AND TO EMPLOY NON-CRIMINAL AGENCIES AGAINST ORGANIZED CRIME.**

Organized crime supplies illegal services for those who willingly engage in an activity of organized crime (e.g., gambling, narcotics), and to those who do not willingly engage (e.g., infiltration of legitimate businesses and the use of force and violence to gain a monopoly). It is almost impossible to educate those who willingly engage, but there is a need to educate the others — e.g., there is a need for businessmen's lectures about and against the activities of organized crime in legitimate business. There is also a need to involve the general leadership of each community in the efforts against organized crime by making that leadership more knowledgeable and giving it greater watchdog voice in the field.

There is also a need to bring into the effort against organized crime the inspective powers of local and State regulatory agencies that are generally used by law enforcement agencies, such as Alcoholic Beverage Control, Sales Tax, State and local health departments, etc.

#### **47. A NEED EXISTS TO INCREASE LOCAL CAPABILITY AGAINST ORGANIZED CRIME.**

The expert literature of organized crime is quite small, and the number of experts is surprisingly limited. Generally, State Police and some intelligence units of large cities are knowledgeable, but the average local law enforcement officials do not have much information about the methods and practices of organized crime and its control. A need exists, therefore, to employ local law enforcement groups in the efforts against organized crime by increasing their knowledge and their capability for detection through improved surveillance methods and equipment, and through training by experts in the field.

##### ***Civil Disorders***

Much of the cause of civil disorders lies beyond the reach of the Omnibus Crime Control Act. According to the Governor's Select Commission on Civil Disorders in New Jersey, five of the top six reasons attributed as causes of the riots by Newark ghetto residents related to areas distinct from law enforcement, and indeed were primarily related to job and housing conditions. It can be assumed that many if not all of the older cities that have experienced civil disorders did so for underlying reasons similar to those in Newark.

In terms of housing conditions, a recent study indicated that New Jersey's urban housing outlook is

growing more bleak because, despite a critical need for low and moderate-income housing, there has been a sharp construction decline. Since 1960 nine of the State's core cities have lost a total of almost 95,000 sound dwelling units. The study blamed the increase for deteriorated and dilapidated housing on a lack of code enforcement, poor maintenance by property owners and a lackadaisical attitude on the part of municipal officials. Cities need a massive rebuilding campaign if they are simply to keep pace with the housing decay, let alone make progress in the battle against deterioration.

Unemployment in New Jersey as of October, 1969, was 3.7% of the total work force. In New Jersey, 108,500 of the total work force were unemployed. The total unemployment rate in Newark is about 8.2%. Blacks in the City, however, have suffered from an unemployment rate about twice as high as that of Whites. Perhaps most discouraging is the fact that approximately one-third of Newark's youth are unemployed and not in school.

Employment opportunities for Newark's Black population are limited. Almost 50% of Newark's Black men travel outside Newark to find work while 38% of Newark's White men work outside the City. The figures for women are 53% and 22% respectively. Of the Blacks questioned in a 1968 study, 77% thought they had less opportunity for jobs and promotions than Whites.

#### **48. A NEED EXISTS FOR CREATING AN AGENCY CAPABLE OF ARBITRATING DISPUTES BEFORE SERIOUS DISORDERS RESULT.**

As a result of its study, the Governor's Select Commission on Civil Disorder cited, as a cause of the civil disorders, a general disaffection and disappointment over specific issues and a serious lack of communication between the established authority and the Black community. This lack of communication results in part from the fact that there is no central complaint bureau which could investigate and solve problems when they originate. There is a need for disputing groups to have the opportunity to discuss grievances.

#### **49. A NEED EXISTS FOR THE CONTINUED DEVELOPMENT OF PLANS TO COPE WITH POSSIBLE DISORDERS.**

The disorders that New Jersey experienced in 1967 made it clear that the State had to draw up a master plan for coping with possible large-scale disorders, and that municipalities had to develop plans for their communities.

In these plans the command structure, communication provisions, and search procedures had

to be delineated. This was accomplished. Former Commissioner Ylvisaker, of the Department of Community Affairs, pointed out, however, "that by planning one can also produce provocation of fulfillment of prophecy . . .". He indicated the need to avoid giving the impression of being "so sure that things are going to happen that everybody goes around making sure they do happen".

General Cantwell of the New Jersey National Guard indicated in reference to plans for handling civil disorders that "Although the laws appear to be adequate . . ., it appears that some further study is in order to define specific responsibilities within the framework of existing structures to assure the maximum prompt response during any future emergency".

#### **50. A NEED EXISTS FOR THE ESTABLISHMENT OF LOCAL INFORMATION AND RUMOR CLEARANCE CHANNELS.**

Frequently, a civil disorder starts with distorted or even unrecognizable versions of an incident, spread by word of mouth through the community, and feeding upon previously charged feelings and tensions. There is a need for established channels for providing accurate information to disprove or at least contend false rumors that can otherwise lead to civil disorders. To be most effective, such channels should include both official and community aspects.

#### **51. A NEED EXISTS FOR THE EXPANSION OF COMMAND COMMUNICATIONS CAPABILITY AMONG LAW ENFORCEMENT AGENCIES AND DECISION-MAKING AGENCIES, WITH REGARD TO CIVIL DISORDER.**

The President's Commission on Law Enforcement and Administration of Justice, and the Governor's Select Commission on Civil Disorders in New Jersey both point out the need for a single frequency for radio communications between command levels of different law enforcement units at a riot site. Using special Section 307(b) funds, the State Law Enforcement Planning Agency has implemented phase one of "Project Alert", designed to place in the possession of cities around the State, radio transceivers, operable on a single frequency, so that inter-jurisdictional communication at a site becomes possible on a common, clear channel. There is a need to expand the scope of the system beyond the allocations to the present 25 cities, and to build "Project Alert" into a State-wide communications and information system designed to to identify situations of high tension and disorder potential, and permit planning and execution of prevention or monitoring strategies. A closed-circuit communication

system, for example, could link major decision-making and enforcement agencies for coordination of information and operational efforts.

### ***Community Relations***

#### **52. A NEED EXISTS FOR IMPROVING PUBLIC ATTITUDES TOWARD THE POLICE.**

Essential to effective crime prevention and control efforts is respect on the part of the general public for the policeman and his work. The citizen must feel confident that the police department is there to protect him, and must, as a result of his confidence, have no hesitation in cooperating with and assisting police officers. Yet, there is substantial evidence that the policeman is distrusted and even disdained by some. Very often the members of minority groups harbor some of this distrust. In its study of Newark, the Governor's Select Commission on Civil Disorder described "a complete breakdown in the relations between the police and the Negro community prior to the disorders." Subsequent to the disorders, Black attitudes remained negative. These negative attitudes emerged in an attitude survey conducted in Newark and neighboring communities.

When requested to evaluate the performance of the Police Department in meeting its responsibilities, 32% of the Negroes asked thought the Newark police were performing poorly, while only 6% of the Whites in Newark and 1% of those asked in close-by suburbs had that low an opinion of the police. At the other end of the scale, a mere 5% of the Negroes asked gave the police an excellent rating, while 19% of Whites and 40% of those in adjoining communities thought that highly of police performance.

In answer to a question regarding equal police protection, 66% of the Newark Whites asked and 62% of Whites outside Newark said that Blacks get equal police protection. Seventy percent of Newark's Blacks disagreed and said Whites get better attention from the police.

Almost half of the Negroes asked thought the police were too brutal, but only 5% of Newark Whites interviewed outside Newark shared that view. Only 3% of the Negroes thought that the police were too soft, but almost a quarter (23%) of the Newark Whites in the sample thought the police had been too lenient.

When asked their opinions about the causes of the riots, 49% of the Newark Blacks asked cited police brutality toward Blacks as a major cause. In contrast, only 3% of Newark's White respondents and only 4% of the White respondents living outside Newark's borders indicated police brutality as a possible cause of the riots. According to the Governor's Select Commission on

Civil Disorder, police brutality was cited as a major cause of bad relations between the community and the police.

Despite the negative attitudes toward the police as expressed by Negroes, 72% of Newark's Black respondents favored better police protection for Black neighborhoods. Many Whites support this action. Forty-seven percent of Newark's Whites asked and 41% of Whites outside Newark supported better police protection for Black neighborhoods. Although members of minority groups often distrust the police, this group indicates their great need for police protection.

The hostility toward the police as indicated by members of minority groups was not voiced by respondents in another survey. In this pilot survey of approximately 100 respondents conducted in Hamilton Township, Mercer County, New Jersey, a township without a large minority population, 85.4% of the respondents showed a positive attitude toward police. Only 12.6% of the respondents expressed negative attitudes.

### **53. A NEED EXISTS FOR ESTABLISHING COMMUNITY RELATIONS UNITS IN POLICE DEPARTMENTS, AND FOR INCREASING COOPERATIVE POLICE-COMMUNITY ACTIVITIES.**

As a means of overcoming the hostility felt by members of minority groups toward the police, as a means of preventing situations of high tension between police and the community, and as a means of dealing with such situations when they occur, the President's Commission on Law Enforcement and Administration of Justice recommended that police departments in large communities have community relations programs. The seven major municipal police departments in New Jersey and one county police department were asked (by the Commission to Study the Causes and Prevention of Crime) the policy of their departments regarding community relations machinery. These departments were Newark, Trenton, Paterson, Elizabeth, Jersey City, Camden, Atlantic City, and Bergen County. At the time the survey was conducted (1967), four departments indicated that they had comprehensive machinery for carrying out community relations programs. A headquarters staff, field units and both line and staff were responsible for carrying out such programs.

Some cities in New Jersey, both large and small, have established **police-community relations units** in order to better deal with the tensions arising from an influx into the cities of new people not accustomed to urban life in the United States, from rising crime rates, and from a

pervasive ignorance and misunderstanding of the role and functions of the police. Yet, much more is needed. All large police departments have not made the commitments and taken the necessary steps to substantially improve community relations. For example, many of the officers in the police-community relations units have not been trained intensively and comprehensively in their role. Goals have not been well-defined. The community relations programs, where they exist, have not been tied into other specific ongoing efforts of the police department.

Training is essential in order for policemen to better understand their jobs and the implications and obligations of police-community relations. Every police department needs to establish police-community relations training as an ongoing part of its in-service training program with the basic intent of breaking out of the traditionally narrow, specific police function orientation that is all too typical of training policemen. A well-established and well-trained community relations unit is a major step forward in improving human relations training throughout the department.

Although New Jersey police departments are making some efforts to plan, supervise, and implement community relations programs, these programs tend to be separated from the general work of the police force, and tend to involve only a few members of the force rather than the department as a whole. Investigation of the community relations program in one major New Jersey municipality led the Governor's Select Commission on Civil Disorder to conclude that such programs appear to suffer from the low priority they have in the department's activities.

Improving community relations should not be the exclusive business of special units. Community relations touches all aspects of police work, especially the work of the individual officer on the street. It is true that the community's attitude toward the police is influenced most by the action of individual officers on the street.

One of the ways to improve relations with the police is to have a variety of contacts outside of the strict street relationship of policemen to citizen. One general need here is for more kinds of informal contacts, such as is provided (for example) by the Police Athletic League. Another general need in this direction is for common police-community efforts on community betterment and other working projects.

### **54. A NEED EXISTS FOR INCREASING THE NUMBER OF MINORITY GROUP POLICEMEN AT ALL LEVELS WITHIN DEPARTMENTS IN CITIES HAVING MINORITY GROUP POPULATIONS.**

According to the Governor's Select Commission on Civil Disorder, the most frequent recommendation of the Black community for improving community relations was to increase the number of Black policemen on police forces.

Data from the survey of the Commission to Study the Causes and Prevention of Crime is set out below and it indicates the need of police departments to recruit more minority group officers.

The seven municipal police departments and one county police department were asked (1967) to report their total number of police personnel, as well as to include the rank and number of Puerto Rican and Black members. Seven departments, excluding Newark, reported 2,239 total police personnel, of whom 192 (8.6%) were Black and eight (.36%) were Puerto Rican. Of the 192 Black policemen, there were two captains, one lieutenant, 16 sergeants, 14 detectives, and 159 patrolmen. These seven police departments service areas with an average non-White population (1960 census) of 17.8%. Thus, Blacks and Puerto Ricans were proportionately under-represented on the police departments surveyed, indicating a problem in recruiting minority-group officers. Among the 192 Black officers, 83.3% were patrolmen. Of the total police personnel reported by rank, 1,383 or 69.7% were patrolmen. There is not only a need to recruit more minority-group officers, but also to insure that there is no discrimination in promoting minority group officers to supervisory positions.

The City of Paterson has recognized the need for having more minority policemen in minority group neighborhoods by promoting the idea of having Puerto Rican members of the police department work in Puerto Rican neighborhoods. The next step, of course, is implementation on a large scale, not only in Paterson, but in all communities having substantial minority group populations.

#### **55. A NEED EXISTS TO INCREASE THE KNOWLEDGE AND UNDERSTANDING ON THE PART OF CRIMINAL JUSTICE SYSTEM PERSONNEL OF THE CULTURE, LANGUAGE, NEEDS, AND PROBLEMS OF THE MEMBERS OF THE COMMUNITY.**

Another frequent recommendation of the Black community for improving community relations is for police to be better trained in handling problems in the ghetto. In the mandated minimum curriculum for basic training, a minimum of 14 hours is devoted to community relations subjects. Although New Jersey requires more time to be devoted to community relations training than the other 31 States having state-wide police

training commissions, 14 hours appears to be inadequate to cover such a vast and volatile area. The President's Commission on Law Enforcement and Administration of Justice recommended the bare minimum of 60 hours and considered 120 hours desirable. This recommendation would be most suitable in the large urban areas.

Lectures consume most of the community relations training time. Frequently these lectures are conducted by outside speakers, usually civilians. The role that commanding officers play in such training is minimal.

Although subjective appraisals of such community relations training programs may have been sufficient in the past, a need now exists for developing valid and reliable means for evaluating the success or failure of such training programs.

In-service training in community relations (as all in-service training) is voluntary on the part of local police departments. The local departments determine whether or not in-service training in community relations will be conducted. From July 1, 1966, through June 30, 1967, 2,174 officers of a total of 18,944 officers participated in in-service community relations programs. (Some officers may have participated in two or more training courses.) From August 28, 1967 to March 28, 1968, over 800 law enforcement officials participated in a two-week course (Operation Combine) which includes training in community relations.

#### **56. A NEED EXISTS FOR THE EFFECTIVE HANDLING OF COMMUNITY GRIEVANCES AGAINST POLICE OR POLICE ACTIONS.**

Despite effective police training, personnel screening, and supervision of conduct, complaints against police officers from citizens are bound to occur. In Newark, the Black community is of the opinion that no effective means exist for redress of grievances against the police. This remains a major source of frustration in other communities as well.

The President's Commission on Law Enforcement and Administration of Justice has recommended that, "Every jurisdiction should provide adequate procedures for full and fair processing of all citizen grievances and complaints about the conduct of any public officer or employee."

#### **57. THERE IS A NEED FOR A POLICE LEGAL ADVISOR IN LARGE CITY POLICE DEPARTMENTS.**

The constitutional and criminal law of arrest, and of other subjects relating to police work, has become very active in recent years. It is in the interests of both the

police and the community to have competent legal advice available to the police on a direct basis within large city police departments. The improved knowledge of proper procedures that would result, could lead to an increased feeling in the community that the police observe individual rights, with salutary effects on police-community relations.

### ***Research, Development, and Evaluation***

#### **58. A NEED EXISTS FOR DEVELOPING CRIMINAL JUSTICE RESEARCH CAPABILITY.**

New Jersey, like the rest of the United States, suffers from a lack of formal research into the problems of law enforcement. Traditional answers, "armchair" research, and common sense provide the basis for many law enforcement decisions. As a result, New Jersey has also found now that one of its greatest needs is "the need to know". Staff interviews of New Jersey criminal justice experts indicate the need for a central repository of criminal justice data in the State. Colleges and universities should be involved in research programs utilizing research designs of relatively limited sophistication, and which ask simple questions of the designs. Maximum use should be made of college and university students in such research endeavors.

If maximum benefit is to be obtained from the numerous "action grant" projects and programs funded at State, county and municipal levels, a research design of some degree of sophistication must be built into each project and program. Model, experimental or demonstration projects are obviously of little or no value unless hard data can be evaluated and disseminated to other jurisdictions.

Unless a criminal justice research capability is developed, there is no way of determining if change is occurring, to what degree it is occurring and in what directions. In addition to measuring change, research is necessary to pinpoint problem areas in the various elements of the criminal justice system and to assess the magnitude of these problem areas.

#### **59. A NEED EXISTS FOR RESEARCH IN THE FORM OF STUDY OF THE CRIMINAL JUSTICE SYSTEM AS A SYSTEM.**

The New Jersey Criminal Justice System generally operates as three separate sub-systems — the police system, the court system, and the corrections system. Because these three sub-systems tend to operate independently, they can conflict with each other. It is necessary to know how the overall criminal justice system operates, how the three sub-systems interact, and how the overall system can be improved.

The program definition phase of the SLEPA study of the flow of offenders through the criminal justice system was conducted to determine the problems involved in a large scale study, examine the possible solutions to these problems and develop a plan for the execution of the study. Now that a definition of the relevant data and a plan for gathering and processing information has been developed, there is a need to execute the study phase of this program.

The product of the proposed study would be a model, i.e., a set of formulas, which would primarily allow prediction of the probability of an offender being re-arrested. This would be based upon information relating to the offenders' social and criminal background, the crime of which he is accused and the actions open to the court. Ultimately, such a feedback model could allow the prediction of future crime trends and the correlation of certain judicial and legislative actions with these trends.

#### **60. A NEED EXISTS FOR DEVELOPMENT AND EVALUATION OF A DESIGN FOR A CRIMINAL JUSTICE INFORMATION SYSTEM.**

In order to analyze the actual working of the criminal justice system, consistent data is needed from all aspects of the system. The Uniform Crime Reporting Program and the new Uniform Court Disposition Program are steps toward consistency of data. An ultimate purpose of these and emergent steps is the creation of a single data bank for the criminal justice system. There is a present need for an evaluation and preliminary design for such a system.

## **FUNDING PRIORITIES AMONG THE NEEDS**

### ***Fiscal 1969 Priorities***

Current Federal guidelines require that this Plan (filed during Fiscal 1970) include priorities for the subgranting to units of Local and State government of Fiscal 1970 "action" funds, i.e. funds for the improvement of operating units of the criminal justice system.

This Plan includes a large number of "program approaches", i.e. general programs under which an applicant may tailor a specific local project meeting local needs, which may be found in Part C of the Plan. This relatively large number of program approaches is intended to point the way toward efforts in New Jersey under this Federal program for four years, i.e. 1970-1973. A phased approach toward implementing the Plan is contemplated, with a greater number of program approaches being implemented each year as the anticipated expansion in Federal funding occurs.



In 1969, the Governing Board of the State Law Enforcement Planning Agency was faced with a problem in having to limit the large number of program approaches addressing genuine and pressing needs of the State, to a small enough number to match the relatively low "start-up" level of 1969 action funding.

The Governing Board determined, as a first Fiscal 1969 priority, to devote all or nearly all Fiscal 1969 action funds to Local as opposed to State uses. Since a State-level organized crime program was deemed at that time to be of a higher priority than a Local-level program, that was the only State-level program to be included. Thus, overall, 88.9% of these Federal funds were available to Local units, as follows:

<b><i>Title of Program Approach</i></b>	<b><i>Approach Number</i></b>
<b>"Project Alert"</b>	<b>h-4</b>
<b>"Public Education on How to 'Harden' Crime Targets"</b>	<b>b-6</b>
<b>"Education About the Criminal Justice System"</b>	<b>b-7</b>
<b>"Community Involvement in Delinquency Prevention"</b>	<b>c-1</b>
<b>"Community Based Corrections"</b>	<b>f-2</b>
<b>"Improvement of Police-Juvenile Relationships"</b>	<b>c-2</b>
<b>"Specialized Equipment for Local Police to Improve the Detection and Apprehension of Criminals"</b>	<b>d-3</b>
<b>"Increased Apprehension and Deterrence Effectiveness Through Reduction of Response Time"</b>	<b>d-4</b>
<b>"Establishment and Training of Community Relations Units in Local Police Departments"</b>	<b>i-8</b>
<b>"Expanded Investigation of Organized Crime"</b>	<b>g-1</b>

"Project Alert" was funded in August, 1968, with special riot control funds (Section 307b) made available by the Justice Department at that time.

The other nine program approaches were chosen on the basis of an appraisal of priorities for law enforcement in New Jersey, with due regard for the small amount of Fiscal 1969 action funds available and the resultant preclusion from funding of several large-scale approaches.

Prevention of crime is central to the purpose of the Omnibus Crime Control Program, so two education programs were included from the prevention approaches.

The prevention and control of juvenile delinquency is a primary concern to society because both crime and criminals are prevented when efforts for dealing with

juvenile delinquency are successful. The selected approaches relate to two of the most important topics in that field.

Properly used, an increased detection and apprehension capability can have the bonus effect of preventing crime through increased deterrence. The selected approaches are very important because each is highly innovative, has a strong prevention (through deterrence) component, and can act as a "pilot project" that proves out concepts or ideas that are potentially very valuable.

Rehabilitation is particularly important to the extent it directly affects the prevention of crime through the reduction of recidivism. The concept of community-based corrections is an emergent one in the field, and has particularly high promise for the prevention of recidivism.

Organized crime is a paramount danger to our society, and a broad, yet coordinated effort between Federal, State, and Local units is needed. The most strategic need is for improved centralized investigative capacity, but future funding of other State and Local programs will be important to such a concerted effort.

Finally, the control of urban crime largely depends upon the urban police, and their effectiveness is enhanced by improved community acceptance. For that reason, and for reasons related to human values, the creation of police-community relations units was given a very high priority.

Overall goals and objectives, with priorities among them, were not established in the 1969 Plan, which was created under revised Federal guidelines promulgated for the purpose of reducing the time required to produce the first State Plan. One prime characteristic of those revised guidelines was that they required priorities only for Fiscal 1969 action funds, and allowed those priorities to be set on the usual basis of logic and judgment, rather than on a detailed analytical basis.

### ***Fiscal 1970 Priorities***

Since June, 1969, the New Jersey State Law Enforcement Planning Agency has undertaken a process of Local and State-level inquiry, study and analysis leading toward a rigorous set of Fiscal 1970 priorities, and the establishing of a framework for choosing priorities for 1971, 1972 and 1973. As previously mentioned, questionnaires and interviews of Local and State officials were extensively employed in making inquiries into priorities.

The ten program approaches selected as priorities for funding in 1969 will continue to be priorities for 1970 funding. In some cases these programs have been revised



based on the first year's experience. The major revision is that the program approach pertaining to the expanded investigation of organized crime has been divided into two more specific approaches that are in the subject area of organized crime investigation. These 1969 program approaches and the new program approaches for 1970 have been placed in a framework of overall goals and objectives. The goals and objectives have been listed in order of their priority. Program approaches have also been listed in priority order in terms of their relative contributions to particular objectives.

This method has been adopted **primarily** because it is consistent with good planning, and **secondly** because it meets the requirement for identifying overall priorities and priority rankings between the various functional categories and major groupings of program activity. The program approaches are keyed to the ten functional categories delineated in the Federal guidelines by means of the program approach number. The identification of program approaches by functional categories is as follows:

- a — Upgrading Criminal Justice System Personnel
- b — Prevention of Crime, and Public Education
- c — Prevention and Control of Juvenile Delinquency
- d — Improvement of Detection and Apprehension of Criminals
- e — Improvement of Adjudicative Activities and Law Reform
- f — Increase in Effectiveness of Corrections and Rehabilitation
- g — Reduction of Organized Crime
- h — Prevention and Control of Riots and Civil Disorders
- i — Improvement of Community Relations
- j — Research, Development and Evaluation

The overall goals and objectives, and program approaches for 1970 in order of priority, are as follows:

## **GOAL 1.0 REDUCTION OF JUVENILE DELINQUENCY**

### **Objective 1.1 Prevention of Delinquent Behavior**

**Program 1.1.1 Improvement of Police-Juvenile Relationships (c-2)**

**Program 1.1.2 Community Involvement in Local Juvenile Delinquency Prevention Programs (c-1)**

### **Objective 1.2 Rehabilitation of Juvenile Offenders**

**Program 1.2.1 Expand and Improve the Diagnostic Services Available to the Juvenile Court (c-3)**

**Program 1.2.2 Improvement of Juvenile Detention Practices and Programs (c-11)**

### **Objective 1.3 Research, Development and Evaluation**

**Program 1.3.1 Specific Problem-Oriented Research in Reducing Juvenile Delinquency (j-4)**

## **GOAL 2.0 INCREASE THE EFFICIENCY AND EFFECTIVENESS OF THE CRIMINAL JUSTICE SYSTEM IN CRIME CONTROL**

### **Objective 2.1 Increase in the Risks and Difficulty of Committing Crime (Crime Control)**

**Program 2.1.1 Increase Police Patrol Effectiveness Through More Efficient Allocations of Existing Police Resources (b-1)**

**Program 2.1.2 Increase Apprehension of Deterrence Effectiveness Through Reduction of Police Response Time (d-4)**

**Program 2.1.3 Prevention of Crime Through "Hardening" of Crime Targets (b-2)**

**Program 2.1.4 Specialized Equipment for Local Police to Improve the Detection and Apprehension of Criminals (d-3)**

### **Objective 2.2 Increase in the Operating Efficiency of the Criminal Justice System (System Management)**

**Program 2.2.1 State-wide Communications and Information System (d-1)**

**Program 2.2.2 Increased Crime Laboratory Service (d-5)**

**Program 2.2.3 Recruitment of Criminal Justice System Personnel (a-1)**

**Program 2.2.4 Basic Academic Education Improvement for Criminal Justice System Personnel (a-2)**

**Program 2.2.5 Higher Education for Criminal Justice System Personnel (a-3)**

**Program 2.2.6 Establishment and Training of Community Relations Units in Local Police Departments (i-6)**

**Program 2.2.7 Management of Court Information and Records (e-2)**

**Program 2.2.8 State Commission on Police Standards (a-7)**

### **Objective 2.3 Research, Development and Evaluation**

**Program 2.3.1 Specific Problem-Oriented Research in Increasing the Efficiency and Effectiveness of the Criminal Justice System (j-5)**

## **GOAL 3.0 REDUCTION IN THE NEED AND DESIRE TO COMMIT CRIME (PREVENTION AND REHABILITATION)**

### **Objective 3.1 Reduction of Crime Through Preventive Measures**

**Program 2.1.1 Prevention of Narcotics and Dangerous Drug Abuse (b-6)**

**Program 3.1.2 Public Education on How to "Harden" Crime Targets (b-3)**

- Objective 3.2 Rehabilitation of Offenders
  - Program 3.2.1 Rehabilitation of Narcotics and Dangerous Drug Offenders (f-6)
  - Program 3.2.2 Community-Based Corrections (f-2)
- Objective 3.3 Research, Development and Evaluation
  - Program 3.3.1 Specific Problem-Oriented Research in Reducing the Need and Desire to Commit Crime (j-6)

#### GOAL 4.0 REDUCTION OF ORGANIZED CRIME

- Objective 4.1 Control of Organized Crime
  - Program 4.1.1 State-wide Organized Crime Intelligence Unit (g-1)
  - Program 4.1.2 State-wide Organized Crime Investigatory and Prosecutorial Units (g-7)
- Objective 4.2 Prevention of Organized Crime

#### GOAL 5.0 REDUCTION OF RIOTS AND CIVIL DISORDERS

- Objective 5.1 Prevention of Riots and Civil Disorders
- Objective 5.2 Control of Riots and Civil Disorders
  - Program 5.2.1 Project "Alert" (h-4)

*The priority goal* of the State of New Jersey is the reduction of juvenile delinquency both through the prevention of delinquent behavior and through the rehabilitation of juvenile offenders. A total of five program approaches in this area will receive funding this year, including two (Improvement of Police-Juvenile Relationships and Community Involvement in Local Juvenile Delinquency Prevention Programs) which received funding from the 1969 actions funds. Those programs selected are the ones considered most likely to achieve the goal and objectives set forth.

*The second goal* focuses on reducing the costs associated with crime and its control by increasing the risk in committing crime and by improving criminal justice system management. In the first objective, the program approaches deal with the reduction of criminal opportunities or direct crime prevention, and with improvement of the effectiveness of the criminal justice system in apprehending and convicting criminal offenders. The second objective, concerned with criminal justice system operations, has a principal focus on the efficiency and general effectiveness of that system. From a management context, the system's relations with the community and the selection and training of its personnel are equally important.

*The third goal* is concerned with the individual, the non-offender, the potential offender and the previous offender. It focuses on ameliorating the causes of crime by means outside and inside the criminal justice system. Of the five program approaches selected for funding,

three were funded from Fiscal 1969 "action" funds. The two new program approaches deal specifically with the prevention of narcotics and dangerous drug abuse and the rehabilitation of such drug offenders.

*The fourth goal* is the reduction of organized crime through prevention and control. Initial attention is being paid to the control of organized crime because it is felt that the logical attack on the problem must begin through investigative and prosecutive means. Obviously the success of prosecution is dependent upon effective intelligence gathering systems. Successful and effective investigation and prosecution in the organized crime area will have an effect in preventing further incursion of organized crime through heightened citizen awareness of the magnitude and character of the problem.

*The last goal* is the reduction of riots and civil disorders again through both preventive and control means. The specific delineation of this and the previous goal on organized crime gives emphasis to the problems in both these areas in New Jersey, and also recognizes the importance accorded to organized crime, and to riots and civil disorders in the Omnibus Crime Control Act (P.L. 90-351).

*Project "Alert"* (Allied Law Enforcement Radio Tie) is a means of preventing and controlling civil disorders by providing dedicated State-wide frequencies for common communication by all the involved law enforcement agencies, with the attendant capability of improving coordination and dissemination of information to all participating agencies. Because of the large and complex social issues and social problems underlying riots and civil disorders, it is felt that the first priority, within the intent of the Omnibus Crime Control program, and from a law enforcement point of view, must be on control rather than prevention.

**Research, development and evaluation** has not been set out as a separate goal because it is considered to be an inherent part of achieving each of the five primary goals. Research leading to a better description of the current crime situation in New Jersey and of the relationships between crime and the actions taken to reduce and control it is important. Also important is the development of new and improved approaches and means for solving the problems of crime reduction and control, and the testing and evaluation of alternative innovations.

In order to give impetus to these efforts, a certain portion of the action funds allocated to the first three goals will be allocated for research, development and evaluation. Specifically, priority funding will be accorded to one of the program approaches set forth in

the functional category of research, development and evaluation, i.e., "Specific Problem-Oriented Research".

**The Fiscal 1970 priorities** are consistent with the Fiscal 1969 priorities and their reasoning. Innovative program approaches in general, approaches dealing with organized crime, approaches dealing with juvenile delinquency, approaches dealing with or having an important effect upon the prevention of crime, approaches involving training and education, approaches involving the community, approaches that "prove out" equipment and methods, and approaches that lead to increased efficiency in existing resources are

predominant among the Fiscal 1970 priority program approaches.

As the years pass in this multi-year program, many if not all of the program approaches set out herein will be funded to one degree or another. Also, as the required yearly replanning proceeds and as is evidenced in this current Plan, new program approaches will be developed. In addition, programs will be modified or deleted in accordance with current needs, problems and priorities, and on the basis of practical results in the field.

## **Section Four**

# **The Annual Action Program**

# THE ANNUAL ACTION PROGRAM

## GENERAL STATEMENT

This section sets forth 26 programs to be funded with Fiscal 1970 funds. These programs are designed to implement efforts to meet the needs and problems established in Part A of this Plan. The programs are not, in most cases, specific projects for action, rather they are general program approaches toward a general objective, under which a variety of different specific projects can be designed by an applicant for Omnibus Crime Control funds.

Specific projects must be included in an application for funds to the State Law Enforcement Planning Agency, and the primary test of an applicant's eligibility for funding is the consistency of the applicant's specific project with the program descriptions set forth herein. **No applications outside these 26 program descriptions will be considered for funding with Fiscal 1970 funds.**

The 26 programs were chosen as priorities from a total of 78 projected program approaches. The remaining 52 approaches have been outlined in Section Five (The Multi-year Plan). These 52 program

approaches are intended for possible selection as priority programs in one or more of Fiscal Year 1971 through 1973 (the remaining years of the present Omnibus Crime Control Act). As a result, their description in Section Five was general rather than specific.

The procedure for selecting the currently fundable programs, and the overall priority framework of goals, objectives and programs has been outlined in Section Three of this Plan and need not be repeated. It is sufficient to indicate here that each of the five overall goals is represented in this year's action program by one or more program descriptions. All but four of the 15 objectives under the overall goals are represented by one or more program descriptions. Each of the major components of the criminal justice system (police, courts, corrections, prosecution and crime prevention) is represented by one or more program descriptions.

**The annual action program detailed here is consistent with what was started in 1969, and at the same time sets a firm direction toward the specific targets of accomplishment which New Jersey hopes to achieve by the end of the multi-year period.**

**NEW JERSEY  
1970 ACTION PROGRAMS**

SHORT PROGRAM TITLE	1970 REQUEST			1969 Fund Support
	Estimated Total Cost	Federal Share	State and Local Share	
<b>A. REDUCTION OF JUVENILE DELINQUENCY</b>				
1. Improvement of Police-Juvenile Relationships	\$ 500,000	\$ 300,000	\$ 200,000	\$ 95,065
2. Community Involvement in Local Juvenile Delinquency Prevention Programs	416,666	250,000	166,666	95,065
3. Expand and Improve the Diagnostic Services Available to the Juvenile Court	500,000	300,000	200,000	
4. Improvement of Juvenile Detention Practices and Programs	500,000	300,000	200,000	
5. Specific Problem-Oriented Research in Reducing Juvenile Delinquency	83,333	50,000	33,333	
<b>B. INCREASE THE EFFICIENCY AND EFFECTIVENESS OF CRIMINAL JUSTICE SYSTEM IN CRIME CONTROL</b>				
1. Increase Police Patrol Effectiveness Through More Efficient Allocations of Existing Police Resources	166,667	100,000	66,667	
2. Increase Apprehension and Deterrence Effectiveness Through Reduction of Police Response Time	333,334	200,000	133,334	95,065
3. Prevention of Crime Through "Hardening" of Crime Targets	500,000	300,000	200,000	
4. Specialized Equipment for Local Police to Improve the Detection and Apprehension of Criminals	289,382	173,629	115,753	95,065
5. State-wide Communications and Information System	1,000,000	600,000	400,000	
6. Increased Laboratory Service	200,000	120,000	80,000	
7. Recruitment of Criminal Justice System Personnel	533,333	320,000	213,333	
8. Basic Academic Education Improvement for Criminal Justice System Personnel	166,667	100,000	66,667	
9. Higher Education for Criminal Justice System Personnel	333,334	200,000	133,334	
10. Establishment and Training of Community Relations Units in Local Police Departments	500,000	300,000	200,000	95,065

**NEW JERSEY**  
**1970 ACTION PROGRAMS (Continued)**

SHORT PROGRAM TITLE	1970 REQUEST			1969 Funds Support
	Estimated Total Cost	Federal Share	State and Local Share	
(Continued)				
1. Management of Court Information and Records	\$ 127,283	\$ 76,371	\$ 50,912	\$
2. State Commission on Police Standards	50,000	30,000	20,000	
3. Specific Problem-Oriented Research in Increasing the Efficiency and Effectiveness of the Criminal Justice System	166,667	100,000	66,667	
<b><u>REDUCTION IN THE NEED AND DESIRE TO COMMIT CRIME</u></b>				
1. Prevention of Narcotics and Dangerous Drug Abuse	833,333	500,000	333,333	
2. Public Education on How to "Harden" Crime Targets	166,666	100,000	66,666	43,014
3. Rehabilitation of Narcotics and Dangerous Drug Offenders	1,666,666	1,000,000	666,666	
4. Community Based Corrections	833,333	500,000	333,333	95,065
5. Specific Problem-Oriented Research In Reducing the Need and Desire to Commit Crime	83,333	50,000	33,333	
<b><u>REDUCTION OF ORGANIZED CRIME</u></b>				
1. State-wide Organized Crime Intelligence Unit	266,666	200,000	66,666	47,534
2. State-wide Organized Crime Investigatory and Prosecutorial Units	200,000	150,000	50,000	47,533
<b><u>REDUCTION OF RIOTS AND CIVIL DISORDERS</u></b>				
1. Project "ALERT"	69,333	52,000	17,333	151,814
TOTALS	\$10,485,996	\$6,372,000	\$4,113,996	\$860,285



**PROGRAM 1.1.1 IMPROVEMENT OF POLICE-JUVENILE  
RELATIONSHIPS (APPROACH NO. C-2)**

**Objective**

A PRIORITY IN THE AREA OF DELINQUENCY PREVENTION IS TO DEVELOP AND IMPLEMENT PROGRAMS WITHIN POLICE DEPARTMENTS THAT WILL PROMOTE A FAIR, CONSISTENT AND UNDERSTANDING APPROACH IN HANDLING JUVENILE PROBLEMS, AND THAT MAY HELP TO CREATE A FAVORABLE POLICE IMAGE AMONG YOUNGSTERS HAVING CONTACT WITH THE LAW.

THE INITIAL CONTACT BY A JUVENILE WITH THE CRIMINAL JUSTICE SYSTEM USUALLY INVOLVES THE POLICE. EXPERIENCE INDICATES THAT A LARGE NUMBER OF THESE CASES ARE HANDLED UNOFFICIALLY, AND IT IS AT THIS POINT THAT THE POLICE HAVE A NUMBER OF OPTIONS, ESPECIALLY IF THE CONTACT INVOLVES A RELATIVELY MINOR VIOLATION. THE WAY ANY CASE IS HANDLED ESTABLISHES IN PART THE ATTITUDE JUVENILES HAVE TOWARD POLICE. IT IS NECESSARY, THEREFORE, FOR POLICE DEPARTMENTS TO ESTABLISH TRAINING AND GUIDELINES AIMED AT DEVELOPING CONSISTENT AND PROPER POLICE TECHNIQUES THAT CREATE POSITIVE ATTITUDES AMONG JUVENILES TOWARD THE POLICE.

In New Jersey, there are three areas of concern for the improvement of police-juvenile relations. These are: a lack of adequate police training for juvenile control; few, if any, juvenile relations units in police departments to handle juvenile problems, and a lack of formal police policy guidelines in dealing with juveniles. At the present time, the mandated training program for police recruits throughout the State requires a minimum of only 6 hours of training in juvenile control. Some police departments conduct their own in-service training, but those without training officers or training units rely on informal on-the-job instruction. Each of the State's 22 largest municipalities currently have some form of juvenile aid bureau or unit handling the investigation of complaints against juveniles. But few of the State's more than 400 organized municipal police departments have formalized policy guidelines, or adequately trained staffs, for dealing with juveniles. The need is, therefore, apparent.

**Implementation**

This program encourages applications from local units of government, or combinations of such units, to develop and implement programs for the improvement of police-juvenile relationships. Priority for funding will be given to those jurisdictions applying for the establishment, training, and staffing of juvenile relations units, or the expansion of present juvenile aid bureau operations to incorporate these new functions; the development and implementation of formal police policy guidelines for dealing with juveniles; and the development and implementation, or expansion of pre-service and in-service police training programs on juvenile control.

One possible approach for police departments to consider is the establishment and/or expansion of juvenile aid bureaus which would have the responsibility of formulating existing policy guidelines, and designing in-service training programs on juvenile matters for department personnel. Juvenile topics might include the discretionary options of the police concerning dismissal, community referral, station adjustment, and referral to court. Formal guidelines are needed to cover the range of police disposition, and the criteria for selection of the appropriate disposition. In-service training programs then must be designed to assist police in exercising their discretionary functions.

In the first year of the program, it is expected that five or six juvenile relations units will be developed, staffed, and adequately trained in departments not presently having these specialized units. Each of these units will have the responsibility of formulating juvenile policy guidelines and training other police personnel. Through these projects, approximately 350-400 policemen might receive juvenile training on policy guidelines and other juvenile matters. Juvenile training for police officers will also be undertaken in 10 or 15 other departments, either through existing juvenile aid bureaus or other training programs. Overall, approximately 500 policemen could be trained in these projects.

In future years, this program will be expanded. The goal is the establishment of juvenile relations units with adequate staff and training in each municipality in the State with a population of 50,000 or over. The program will require continuous funding with Federal support of \$2,127,500 from 1971 through 1973.

**Subgrant Data**

The total funds available for this program for FY 1970 is \$300,000. Within this total, there are two levels of funding. The first level will fund 5-6

applicants at ranges between \$20,000 and \$50,000 for the establishment and/or expansion of juvenile relations units, with the responsibility of formulating police policy guidelines on juveniles and conducting in-service training for police personnel. *Priority will be given to municipalities with juvenile delinquency rates above the State average, and with populations of 50,000 or over.*

The second funding level will provide 10-15 applicants between \$5,000 and \$10,000 for projects involving the formulation of police policy guidelines on juveniles and/or the upgrading of in-service training on juvenile control. *This level of funding will accept applications from all municipalities with populations of 25,000 or over. Municipalities are not eligible for more than one grant under this program. Previously funded subgrantees will be given preference for continuous projects, providing that their past progress warrants it and that their application for project continuation meets all requirements.*

Subgrantees for both levels of projects must demonstrate willingness to give the subject high priority, and the capacity both to sponsor and cooperate in research and evaluation. Each subgrantee will also be subject to the general and special conditions attached to approved grant applications.

#### **Budget**

1) LEAA Support Requested	\$300,000
2) State Support	-0-
3) Local Support	200,000
4) Other Support (Federal or Private)	-0-
5) Program Total	\$500,000
6) Applicable Federal-State Contribution Ratio:	
60% Federal    40% State/Local	
7) Prior Funding for Program, i.e.,	
Approved Fiscal 1969 Fund Request	\$ 95,065

#### **MULTI-YEAR PROJECTIONS**

	FEDERAL SUPPORT	OTHER SUPPORT	TOTAL
FY 1971	\$ 450,000	\$ 300,000	\$ 750,000
FY 1972	665,000	443,360	1,108,360
FY 1973	1,012,500	675,000	1,687,500
TOTAL	\$2,127,500	\$1,418,360	\$3,545,860

**Past Progress**

In FY 1969 three subgrantees were funded under this program in the amount of \$94,146. These projects are:

<b>Program</b>	<b>Sub-grantee</b>	<b>Amount</b>
A Coordinated Program to Improve Police-Juvenile Relationships	Bayonne	\$28,383
Expansion of Youth Aid Bureau	Newark	34,075
Establishment of Teen Post Project in Model Cities Target Area	Jersey City	31,688

Expected funding for six major cities in 1970 — \$150,000

**DEADLINE DATES**

**Announcement Date  
For Filing:**

**May 15, 1970**

**Deadline Date For  
Filing Pre-Application  
Form (SLEPA 110):**

**June 8, 1970**

**Deadline Date For  
Final Filing of  
Completed Regular  
SLEPA Application  
(SLEPA 101):**

**July 22, 1970**

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**PROGRAM 1.1.2 COMMUNITY INVOLVEMENT IN LOCAL  
JUVENILE DELINQUENCY PREVENTION  
PROGRAMS (APPROACH NO. c-1)**

**Objective**

THE OBJECTIVE OF THIS PROGRAM IS TO ESTABLISH DELINQUENCY PREVENTION PROJECTS IN THE COMMUNITY THAT INVOLVE ACTIVE PARTICIPATION BY INTERESTED CITIZENS ABLE TO OFFER GUIDANCE AND ASSISTANCE TO YOUTHS WHO ARE EITHER WITHOUT THE SUPPORT OF INTACT FAMILY UNITS, OR ARE THE VICTIMS OF ECONOMIC DEPRIVATION AND SOCIAL ALIENATION.

A promising way to prevent delinquency is by establishing programs within the community that offer a measure of support and guidance, and also have the active involvement of lay citizens, parents, teachers, and community leaders. This conceptual approach is based on the premise that delinquency is closely related to the juvenile's successive and accumulating experiences in the community. Therefore, delinquency prevention must not only involve the school, or the parents on a case-by-case basis, but also by necessity must marshal all of the existing community resources.

The need for viable community programs was underscored by the President's Crime Commission Report. It called attention to three basic factors: agency structures created to deal with delinquency, generally function only after the individual has become delinquent; many of these agencies are not responsive to neighborhood-level community processes and, therefore, are unable to deal effectively with them; and within these community processes may lie the very important causal factors of delinquency. Thus, if specific processes within the community are key components in generating delinquent behavior, they must be addressed via community-based programs of prevention and control.

#### **Implementation**

This program encourages applications from municipal units of government or combinations of such units, agencies of local government, and private and public organizations as subgrantees of local government, to develop and implement community-based and community-involved delinquency prevention programs. Projects qualifying under this program must be broadly based, including the support of community leaders, parents, teachers, and clergy, and the participation of interested lay citizens and other community organizations.

This program envisions the establishment of Youth Services Bureaus, located, if possible, in neighborhood community centers, receiving delinquent and non-delinquent juveniles referred by the police, the juvenile court, parents, schools, and other agencies. These bureaus will act as central coordinators of all community services for youth, and will provide services lacking in the community, especially those designed for less seriously delinquent youth. Ideally, the bureaus will offer a wide range of services and perform some mandatory functions. For example, cases referred by police agencies and court intake staffs might have special status in that the bureaus would be required to accept them all. In cases where serious offenses have been committed, the Youth Services Bureaus will have the authority to refer to the juvenile court those with whom they cannot deal effectively.

Components of the Youth Services Bureaus should be individually tailored to meet the needs of delinquent and non-delinquent youths. Programmatic aspects might include group and individual counseling, placement in foster homes, work and recreational programs, employment counseling, and special education. The Bureaus will have the direct responsibility to develop and implement a plan of service for a group now handled either inappropriately, or not at all except in a time of crisis.

Programs other than the Youth Services Bureaus are also open to funding. These include, but are not limited to, the following:

- ***Expansion of delinquency prevention programs in school settings.*** This might involve intensifying existing programs and establishing innovative demonstration projects for possible dissemination to other jurisdictions. Programs focusing on narcotics and drug prevention are excluded in this program approach, since they are open to applicants under program 3.1.1. One interesting approach could be to extend guidance services outside the school. This type of project would provide continuous guidance support through outreach services from the school, provide for student and parent follow-up, and initiate counseling and neighborhood guidance services. Such a program envisions preventing delinquency by increasing the coordination of guidance services in the school, increasing coordination between the in-school and out-of-school worlds, and increasing the opportunity for use of experimental guidance techniques in the school and in the community.

- ***Non-residential community centers sponsored and/or operated by private social agencies to deal with juveniles in treatment-oriented community settings.*** This approach focuses on juveniles who might otherwise be committed for delinquent acts. Features of such a program could include medical and dental treatment, psychological evaluation and treatment, recreational activity, remedial education, career development, and home visitor family assistance and cooperation. Such projects must have the confidence of the courts, the general community, and an established working relationship with social service agencies.

- ***Community projects sponsored by private or public agencies servicing court referrals, emphasizing the training and placement of delinquent unemployable youth.*** Components of such projects could include the establishment of training centers emphasizing the mechanisms that will allow for the fulfillment of the objectives of employment subsequent to training. Projects could be established by key members of the community which could set up effective relations with the business community. Or, they

could be developed by leaders from corporations, industrial and business interests for training and placing youths as a public service, either for retention or referral to jobs elsewhere. These projects must also have the support of the general community, parents, teachers, social service agencies, and the courts.

- ***Establishment of Vocational Resource Offices, located in county probation departments, which would serve as a resource for hard to place unemployable juvenile probationers.*** This office would develop and motivate rapport with community leaders, and employer resources for the training and placement of these youths. The possibilities of such a service might include the purchase of vocational training services from community sources, or the reimbursement, in select hard to place cases, to employers of part of the salaries of youths in apprenticeship programs. Wherever possible and feasible, these projects should be coordinated or combined with existing youth employment services. This program is limited to first class counties with populations in excess of 600,000.

- ***Establishment of Probation Volunteer Programs, located in county probation departments, which would serve to organize and develop a core of citizen volunteers to supervise juvenile probationers.*** Such a program would activate interested citizens in volunteer social work. These volunteers could be trained as case aides by probation personnel, and work under the guidance of select probation officers in the supervision of juvenile cases.

- ***Establishment of programs to train and employ youths between the ages of 14 and 18 as subprofessional aides.*** Recruitment of youths as paid aides by police departments, probation departments, clinics, and other social service agencies offers community participation for those youths, and a better understanding of government and the law. Such programs offer immediate employment, inculcation of constructive work habits, and training for possible positions in the future. Jobs could be established on a part-time basis during school months, or on a seasonal basis for summer employment.

In the first year of the program it is expected that one or two Youth Services Bureaus will be developed and ready for program implementation by the end of the year. Three to six other community-involved programs will be established in large municipalities. In all, it is anticipated that some 1,000-1,500 youths will be referred for guidance, treatment, job placement, and/or referral to other social service agencies. Quantification of the program objective will be undertaken by measuring the reduction of arrest or delinquency rates in those municipalities against the rates of previous years.



This program will be expanded in future years in an effort to establish Youth Services Bureaus in every municipality in the State with a population of 50,000 or more. Other community prevention programs also will be opened for funding. The program will require continuous funding with Federal support of \$1,781,000 from 1971 through 1973.

#### **Subgrant Data**

The total funding for this program for FY 1970 is \$250,000. Within this total, there are three levels of funding. *The first level will fund 1-2 applicants at ranges between \$40,000 and \$100,000 for the development and implementation of comprehensive Youth Services Bureaus. Priority will be given to municipalities with delinquency rates above the State average, and with populations over 50,000. The second level of funding includes applicants from all municipalities with populations over 25,000 applying for community-based prevention projects other than Youth Services Bureaus. Within this level, 3-4 applicants will be funded at ranges between \$10,000 and \$40,000. The third level of funding is available to each of two different probation departments. The range of funding is up to \$20,000 for each project, and all county probation departments in the State are eligible. Previously funded subgrantees will be given funding preference for continuous projects, providing that their progress warrants, and that their application for project continuation meets all requirements.*

Subgrantees for both levels of projects must demonstrate willingness to give the subject high priority, and the capacity both to sponsor and cooperate in research and evaluation. Each subgrantee also will be subject to the general and special conditions attached to approved grant applications.

#### **Budget**

1) LEAA Support Requested	\$250,000
2) State Support	-0-
3) Local Support	166,665
4) Other Support (Federal or Private)	-0-
5) Program Total	\$416,665
6) Applicable Federal-State Contribution Ratio	
60% Federal   40% State/Local	
7) Prior Funding for Program, i.e.,	
Approved Fiscal 1969 Fund Request	\$ 95,065

### MULTI-YEAR PROJECTIONS

	FEDERAL SUPPORT	OTHER SUPPORT	TOTAL
FY 1971	\$ 375,000	\$250,000	\$ 625,000
FY 1972	562,500	375,000	937,500
FY 1973	843,500	337,400	1,180,900
TOTAL	\$1,781,000	\$712,400	\$2,493,400

#### Past Progress

In FY 1969, three subgrantees were funded under this program in the amount of \$143,008. These projects are:

Program	Sub-grantee	Amount
Citizens Training Group—	Mercer County	\$45,917
Juvenile Delinquency Prevention — A Demonstration Guidance Counselor Program in the Model Neighborhood	Trenton	65,047
Student-Adult Council on Prevention of Drug Abuse	Newark	31,684

Expected funding for six major cities in 1970 — \$100,000

### DEADLINE DATES

**Announcement Date  
For Filing:**

**May 15, 1970**

**Deadline Date for  
Filing Pre-Application  
Form (SLEPA 110):**

**June 8, 1970**

**Deadline Date for  
Final Filing of  
Completed Regular  
SLEPA Application  
(SLEPA 101):**

**July 22, 1970**

**PROGRAM 1.2.1 EXPAND AND IMPROVE THE DIAGNOSTIC  
SERVICES AVAILABLE TO THE JUVENILE  
COURT (APPROACH NO. c-3)**

**Objective**

TO PROVIDE THE JUVENILE COURT WITH A COMPLETE, DETAILED DIAGNOSTIC REPORT ON JUVENILES WHO ARE PLACED IN CUSTODY AND ON OTHER JUVENILES CHARGED WITH DELINQUENCY WHO EVIDENCE SEVERE EMOTIONAL DISTURBANCE.

Probation departments sometimes are unable to devote the time necessary to thoroughly investigate the factors contributing to a child's delinquency, and in all instances do not have enough available personnel with the requisite special areas of knowledge to do an adequate diagnosis. Most juvenile detention shelters in New Jersey have little or no capability to either diagnose or begin the rehabilitation process during the child's brief period of shelter confinement.

It is particularly important for juvenile court judges to have relevant diagnostic information available at the time of sentencing. Diagnosis can assist the court in deciding on a program that will attack the causes of delinquent behavior while insuring the protection of the community.

In those instances where custody pending adjudication is deemed necessary, either for the protection of the individual or the community, there is incontrovertible need to fully examine the child's behavior, in the context of his total environment, in order to determine, on the basis of the facts, the best action to be taken toward resocialization. When children's behavior is disruptive beyond the bounds of social tolerance, evidencing emotional, psychological, or social maladjustment, and resulting in delinquency, a thorough background investigation is in order in planning remedial action.

**Implementation**

Projects that establish professional diagnostic services to juveniles charged with delinquency, before or after formal adjudication, will be eligible. Special consideration will be accorded to the development of diagnostic teams, attached to either a probation department or juvenile shelter. Such a team might consist of all or some of the following personnel: Director of

Diagnostic Services, Psychologist, Social Case Worker, Social Investigator, Learning Disability Specialist, Visiting Nurse. The team's major activities would be to develop a complete diagnostic report, including disposition alternatives on all children in detention, pending juvenile court sentencing. In addition, they would diagnose juveniles released to the community pending juvenile court sentencing who evidence extraordinary circumstances that warrant more than routine handling. Those jurisdictions already employing the diagnostic team approach are eligible to apply for a grant to expand their capabilities.

Examples of other types of project development include planning, and pilot testing, of a regional diagnostic center serving less populated, contiguous counties; or purchase of services where resources do not permit maintenance of a full time diagnostic center.

It is estimated that 3,120 juveniles could be served by this program this year.

#### **Subgrant Data**

1) *Four to five grants, ranging from \$35,000 to \$50,000, will be given to four or five counties with populations in excess of 200,000.*

2) *One grant, ranging from \$35,000 to \$50,000 to two or more counties, with populations under 200,000, applying for a multi-county diagnostic facility.* The purpose of the grant will be to study the feasibility of establishing a regional diagnostic center and/or test the use of such services on a regional basis.

#### **Budget**

1) LEAA Support Requested	\$300,000
2) State Support	-0-
3) Local Support	200,000
4) Other Support (Federal or Private)	-0-
5) Program Total	\$500,000
6) Applicable Federal-State Contribution Ratio:	
60% Federal 40% State/Local	
7) Prior Funding for Program, i.e.,	
Approved Fiscal 1969 Fund Request	\$ -0-

### **MULTI-YEAR PROJECTIONS**

	FEDERAL SUPPORT	OTHER SUPPORT	TOTAL
FY 1971	\$ 450,000	\$ 300,000	\$ 750,000
FY 1972	675,000	450,000	1,125,000
FY 1973	1,012,250	675,000	1,687,500
TOTAL	\$2,137,500	\$1,425,000	\$3,562,500

#### **Past Progress**

Not funded in FY 1969.

### **DEADLINE DATES**

#### **Announcement Date**

**For Filing:**

**May 15, 1970**

**Deadline Date For  
Filing Pre-Application  
Form (SLEPA 110):**

**June 8, 1970**

**Deadline Date for  
Final Filing of  
Completed Regular  
SLEPA Application  
(SLEPA 101):**

**July 22, 1970**

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### **PROGRAM 1.2.2 IMPROVEMENT OF JUVENILE DETENTION PRACTICES AND PROGRAMS (APPROACH NO. c-11)**

#### **Objective**

TO ASSIST COUNTIES IN INSTITUTING PROGRAMS THAT  
WILL PROMOTE THE REHABILITATION OF JUVENILES  
PLACED IN CUSTODY PENDING JUVENILE COURT

**DISPOSITION; AND TO ASSIST COUNTIES IN PLANNING AND DESIGNING JUVENILE SHELTERS WHERE SUITABLE FACILITIES ARE LACKING.**

Fifteen of the State's twenty-one counties operate juvenile detention shelters. The six jurisdictions that have no separate facilities house juveniles in special sections of the county jails, or in private detention facilities in adjacent counties. Some counties restrict the use of their shelters to children under the age of 16, placing the 16 to 18 year olds in a part of the county jail devoted to juvenile detention.

Many of these juvenile detention shelters simply hold youngsters until court appearance, without attempting to initiate efforts aimed at rehabilitation. It is recognized that confinement pending a juvenile court appearance is only for short periods of time. Nevertheless, it is at this juncture in the criminal justice process that youngsters are most likely to be receptive to professionally administered treatment programs.

The placing of children under the age of 18 in a county jail, even in a separate section, is contrary to sound correctional practice. Such confinement is prohibited by law for children under the age of 16. A need exists, therefore, to provide a detention environment that is supportive of both diagnosis and treatment.

**Implementation**

Projects that initiate or expand rehabilitation efforts directed to juveniles in county detention facilities will be eligible for funding. Projects may include staffing to provide remedial education, group therapy, social casework, or psychological counseling. Projects involving the purchase of professional services to supplement detention program activities will also be considered. Special consideration will be accorded the development of citizen volunteer services to detainees. Counties might, for example, wish to employ a director of volunteer services who would be responsible for stimulating citizen interest and implementing related programs.

Jurisdictions that desire assistance in the planning of juvenile detention facilities or the improvement of existing facilities may also apply for funding. Priority consideration will be given to projects that promote juvenile detention on a regional basis. The assistance from Federal monies may be for feasibility studies or architects fees. Applications in these cases must indicate an intention to commit local funds to construction following the planning phase. It is expected that at least three grants will be awarded for this type of project.

Approximately 11,000 juveniles will be served by this program, based on the average annual intake of juvenile detention shelters and the projected number of grants.

#### **Subgrant Data**

1) *Two to three grants, from \$25,000 to \$30,000, to counties with a population in excess of 600,000.*

2) *Six to seven grants, from \$15,000 to \$20,000, to counties from 200,000 to 600,000 population.*

3) *Four to five grants, from \$10,000 to \$15,000, to counties under 200,000 population.*

It is anticipated that the maximum number of counties funded will be fifteen.

#### **Budget**

1) LEAA Support Requested	\$300,000
2) State Support	-0-
3) Local Support	200,000
4) Other Support (Federal or Private)	-0-
5) Program Total	\$500,000
6) Applicable Federal-State Contribution Ratio:	
60% Federal    40% State/Local	
7) Prior Funding for Program, i.e.,	
Approved Fiscal 1969 Fund Request	\$ -0-

#### **MULTI-YEAR PROJECTIONS**

	FEDERAL SUPPORT	OTHER SUPPORT	TOTAL
FY 1971	\$ 450,000	\$ 300,000	\$ 750,000
FY 1972	675,000	450,000	1,125,000
FY 1973	1,012,500	675,000	1,687,500
TOTAL	\$2,137,500	\$1,425,000	\$3,562,500

#### **Past Progress**

Not funded in FY 1969.



#### **DEADLINE DATES**

**Announcement Date  
For Filing:**

**May 15, 1970**

**Deadline Date For  
Filing Pre-Application  
Form (SLEPA 110):**

**June 8, 1970**

**Deadline Date For  
Final Filing of  
Completed Regular  
SLEPA Application  
(SLEPA 101):**

**July 22, 1970**

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#### **PROGRAM 1.3.1. SPECIFIC PROBLEM-ORIENTED RESEARCH IN REDUCING JUVENILE DELINQUENCY (APPROACH NO. j-4)**

##### **Objective**

THE PURPOSE OF THIS RESEARCH PROGRAM IS TO LEARN, IN QUALITATIVE AND QUANTITATIVE TERMS, MORE ABOUT THE INTELLIGENCE, AGE, EDUCATION, FAMILY AND OTHER BACKGROUND CHARACTERISTICS OF JUVENILE OFFENDERS WHO APPEAR AT VARIOUS STAGES OF THE CRIMINAL JUSTICE PROCESS. THESE CHARACTERISTICS WILL BE RELATED TO THE TYPES OF DELINQUENT BEHAVIOR AND THE DELINQUENT CAREER PATTERNS OF JUVENILE OFFENDERS.

THE LONG RANGE OBJECTIVE IS TO SELECT, AT AN EARLY STAGE, THOSE INDIVIDUALS WHO ARE MOST AMENABLE TO REHABILITATION BY ALTERNATIVE TREATMENT METHODS, AND TO CHARACTERIZE THOSE WHO WOULD HAVE BEEN MOST AMENABLE TO VARIOUS PREVENTIVE-INTERVENTION

PROGRAMS AT AN EARLIER STAGE IN THEIR DELINQUENT CAREERS. IT IS AN ATTEMPT TO DETERMINE, SCIENTIFICALLY, WHAT KINDS OF PREVENTION PROGRAMS AND WHAT KINDS OF REHABILITATION PROGRAMS WORK BEST WITH WHAT KINDS OF PRE-DELINQUENTS AND DELINQUENTS.

#### **Implementation**

*Applications will be accepted from State agencies with an interest in the prevention and control of juvenile delinquency, and that have previous experience in conducting sociological research.*

The agency conducting the research will select a stratified random sample of adjudicated delinquents from the records of the juvenile courts. Stratification variables will be selected to make the sample as representative as possible of the universe of adjudicated delinquents in the State within a selected time span. Background data will be developed for the study group from court records, police records, probation records, school records, and interviews.

A three year follow-up study will be conducted to determine the effects of treatment programs on the sample group, with particular attention given to innovative or experimental treatment programs such as post-adjudication community treatment programs, halfway houses, pre-adjudication diversion from the criminal process, vocational training or employment programs, new probation methods, counseling or group therapy, and other special programs aimed at reducing recidivism of juvenile offenders. During the course of the research project, the sample may be adjusted where sub-groups of the original sample are insufficient to provide a statistically significant number in a particular treatment mode. For this purpose the original list from which the sample was drawn will be retained for future replacements.

Because of the scope and complexity of the project, the data will be reduced to computer readable form. An estimated minimum of 1,000 case histories is anticipated. This large a sample will require sophisticated, statistical techniques, such as multiple-correlation analyses, to provide predictors of recidivist behavior and to measure the differential effects of various treatment modalities on selected sub-groups of offenders. The estimated Federal share for three years is \$100,000, including the \$50,000 being appropriated in FY 1970.

**Subgrant Data**

To qualify for funding, the applicant agency must submit to SLEPA a research project design conforming to the program description above, and must indicate their intention of continuing the project for three years. The project director must have a minimum of a master's degree in the social sciences and three years of experience in social science research.

**Budget**

1) LEAA Support Requested	\$50,000
2) State Support	33,333
3) Local Support	-0-
4) Other Support (Federal or Private)	-0-
5) Program Total	\$83,333
6) Applicable Federal-State Contribution Ratio:	
60% Federal    40% State/Local	
7) Prior Funding for Program, i.e.,	
Approved Fiscal 1969 Fund Request	-0-

**MULTI-YEAR PROJECTIONS**

	FEDERAL SUPPORT	OTHER SUPPORT	TOTAL
FY 1971	\$ 50,000	\$ 33,333	\$ 83,333
FY 1972	75,000	50,000	125,000
FY 1973	75,000	50,000	125,000
TOTAL	\$ 200,000	\$ 133,333	\$333,333

**Past Progress**

Not funded in FY 1969.

**DEADLINE DATES**

**Announcement Date  
For Filing:**

**May 15, 1970**

**Deadline Date For  
Filing Pre-Application  
Form (SLEPA 110):**

**June 8, 1970**

**Deadline Date For  
Final Filing of  
Completed Regular  
SLEPA Application  
(SLEPA 101):**

**July 22, 1970**

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**PROGRAM 2.1.1 INCREASE POLICE PATROL EFFECTIVENESS  
THROUGH MORE EFFICIENT ALLOCATIONS  
OF POLICE RESOURCES (APPROACH NO. b-1)**

**Objective**

THIS PROGRAM IS DESIGNED TO PROVIDE A MEASURABLE REDUCTION IN STREET CRIMES AND AN INCREASED FEELING OF SAFETY IN THE GENERAL POPULATION BY ALLOCATING INCREASED POLICE RESOURCES TO THE PATROL FUNCTION THROUGH MORE EFFICIENT UTILIZATION OF THE EXISTING POLICE RESOURCES.

The problems involved in police patrol allocation include prediction of demand for services; establishment of an allocation criterion (e.g., minimize average response time, minimize costs to provide a specified level of patrol presence in a time and space matrix); pre-positioning of forces (e.g., mix of marked and unmarked cars, supplementary vehicles, reserve support, and foot patrol); supportive technical equipment and services for surveillance, communications and command and control; and re-positioning of forces in real time in response to tactical exigencies.

By carefully analyzing the time and place of expected demands, and by reallocating police resources to meet these demands, the streets and other public places will be made safer at all hours of the day and night.

**Implementation**

Projects in this program area will be operated in two phases. The first phase will include data collection on the time and place of occurrence of street crimes, the present pattern of patrol coverage, and a plan of

reallocation of resources to provide optimum patrol coverage in a selected high crime area of a city.

The second phase will include the rescheduling and reassignment of personnel and equipment in accordance with the plan developed in the first phase.

Activities under this project may include innovative methods of patrol, such as beat policing by police officers who establish residence in the area; or team policing, which places all of the police activities in a given area under a unified command. New motor patrol techniques may be utilized, such as one-man patrol cars, scooters, and other vehicles. Other equipment in support of new patrol activities may be used, such as television surveillance, electronic alarm systems, photographic equipment, and specialized communications equipment. However, purchase or rental of specialized equipment may not be charged to funds available under this program.

#### **Subgrant Data**

There will be four subgrants under this program. *Eligible subgrantees will include all municipal police departments in cities with populations of 25,000 or more.* The subgrantee must designate a project area in terms of blocks, patrol beats, squad car areas, or precincts that have a higher than average rate of street crimes, (i.e., robberies, rapes, purse snatchings, muggings and other assaults) relative to the rest of the city. *The monetary range for each subgrant will be from \$20,000 to \$30,000.*

#### **Budget**

1) LEAA Support Requested	\$100,000
2) State Support	-0-
3) Local Support	66,667
4) Other Support (Federal or Private)	-0-
5) Program Total	\$166,667
6) Applicable Federal-State Contribution Ratio:	
60% Federal      40% State/Local	
7) Prior Funding for Program, i.e.,	
Approved Fiscal 1969 Fund Request	\$ -0-

### **MULTI-YEAR PROJECTIONS**

	FEDERAL SUPPORT	OTHER SUPPORT	TOTAL
FY 1971	\$100,000	\$ 66,667	\$166,667
FY 1972	150,000	100,000	250,000
FY 1973	225,000	150,000	375,000
TOTAL	\$475,000	\$316,667	\$791,667

#### **Past Progress**

Not funded in FY 1969.

Expected funding for six major cities in 1970 — \$60,000

### **DEADLINE DATES**

**Announcement Date**

**For Filing:**

**June 15, 1970**

**Deadline Date for  
Filing Pre-Application  
Form (SLEPA 110):**

**July 1, 1970**

**Deadline Date for  
Final Filing of  
Completed Regular  
SLEPA Application  
(SLEPA 101):**

**August 17, 1970**

**PROGRAM 2.1.2 INCREASE APPREHENSION AND DETERRENCE  
EFFECTIVENESS THROUGH REDUCTION  
OF POLICE RESPONSE TIME  
(APPROACH NO. d-4)**

**Objective**

THE OBJECTIVE OF THIS PROGRAM IS TO REDUCE THE TOTAL TIME IT TAKES FOR A POLICE OFFICER TO REACH A REPORTED INCIDENT OR CRIME SCENE, AS MEASURED EITHER FROM THE TIME THE CRIME OCCURS OR FROM THE TIME THAT A REPORT REQUESTING ASSISTANCE IS RECEIVED. THIS WILL INCREASE THE NUMBER OF ON-THE-SCENE APPREHENSIONS AND THUS DETER POTENTIAL OFFENDERS.

Studies and surveys indicate that reduced response time on the part of the police relates directly to a higher crime clearance rate and helps deter crime by making apprehension more certain.

Police apprehend criminals primarily by making "on view" arrests of offenders at the scene of a crime or by interception of the perpetrator after a report of an incident is received. Response time should be reduced by more effective patrolling techniques, which give quicker access to a crime scene, and by improved methods of communicating reports of crimes to the police.

**Implementation**

This program envisions financial support to local police agencies for local projects defining, establishing, and evaluating a variety of means for reducing police response time.

Example projects can be, but are not limited to: Adoption of the emergency number "911" for outside telephone booths; improvement of police resource allocation, including patrol allocations and strategies; improvement of command and control capabilities; rapid individual communications systems; more accessible street emergency communications facilities, etc.

Funding will be made to local police applicants who show a documented need for help, who demonstrate a willingness to give the project high priority, and who have the capacity both to sponsor and to cooperate in research and evaluation.

### Exclusions

Any equipment normally considered standard police support equipment, or any other equipment, the primary purpose of which is not the reduction of police response time to crime scenes will not be funded. SLEPA reserves the right to make individual determinations on these exclusions on a case-by-case basis.

### Subgrant Data

The funding level for FY 1970 is \$200,000. *It is anticipated that there will be between 5 and 10 grants of between \$20,000 and \$30,000 each. It is also anticipated that not more than one grant will be given to any one jurisdiction. Classes of subgrantees eligible include any local police department in a municipality that has a crime index above the State average and can fully document the need for such a project. Priority consideration will be given to applications from the urban high crime cities in New Jersey.* Subgrantees will be expected to supply SLEPA with an evaluation of the project after a reasonable period of time has elapsed and a total evaluation upon completion of the funding period. Evaluation will include statistics on the number of arrests for criminal offenses for one year prior to the funding of the project and for the project year, as well as other evaluative data and information as requested by SLEPA.

### Budget

1) LEAA Support Requested	\$200,000
2) State Support	-0-
3) Local Support	133,333
4) Other Support (Federal or Private)	-0-
5) Program Total	\$333,333
6) Applicable Federal-State Contribution Ratio:	
60% Federal 40% State/Local	
7) Prior Funding for Program, i.e.,	
Approved Fiscal 1969 Fund Request	\$ 95,065



### MULTI-YEAR PROJECTIONS

	FEDERAL SUPPORT	OTHER SUPPORT	TOTAL
FY 1971	\$ 300,000	\$200,000	\$ 500,000
FY 1972	450,000	300,000	750,000
FY 1973	675,000	450,000	1,125,000
TOTAL	\$1,425,000	\$950,000	\$2,375,000

#### Past Progress

There were four subgrantees under this program in FY 1969 with funds allocated in the amount of \$90,368. These projects are:

Program	Sub-grantee	Amount
Reduction of Response Time Through Improved Communication	Newark	\$30,768
Reduction of Response Time Through Special Alarm Equipment	Elizabeth	21,250
Reduction of Response Time Through Improved Communication	Fort Lee	13,350
Reduction of Response Time Through Improved Communication	East Orange	25,000

Expected funding for six major cities in 1970 — \$100,000

#### DEADLINE DATES

**Announcement Date  
For Filing:**

**June 15, 1970**

**Deadline Date for  
Filing Pre-Application  
Form (SLEPA-110):**

**July 1, 1970**

**Deadline Date for  
Final Filing of  
Completed Regular  
SLEPA Application  
(SLEPA 101):**

**August 17, 1970**

**PROGRAM 2.1.3 PREVENTION OF CRIME THROUGH  
"HARDENING" OF CRIME TARGETS  
(APPROACH NO. b-2)**

**Objective.**

THIS PROGRAM IS DESIGNED TO REDUCE THE NUMBER OF CRIMES BY CURBING THE OPPORTUNITY TO COMMIT CRIMES THROUGH "HARDENING" OR BETTER PROTECTING THE CRIMINAL TARGET, BE IT A PERSON OR PROPERTY.

Many crimes are committed because the object of the crime is not properly protected. This includes vehicles that are left unlocked or with keys in the ignition, buildings that are inadequately protected by proper lighting or security devices, and pedestrians who must negotiate high-risk street areas that are insufficiently lighted and offer concealment for potential assailants. These hazardous conditions can be reduced, thereby eliminating opportunities for crimes to be committed.

**Implementation**

Projects to be operated in this program area will include any appropriate techniques or equipment, designed to protect and to make more secure property and/or persons that are the potential targets of crime. The area of coverage for a project may be a public building or group of buildings, such as public schools or public housing projects, private buildings or property, such as apartment houses or parking areas, or geographic areas where a high incidence of crime has been reported.

The project may include surveillance devices, such as closed-circuit television or portable television units; sensory devices to detect intruders, such as electric eyes, microphones, or alarm triggering devices; improved lighting in hazardous areas; and mechanical locking devices and physical barriers to prevent entry.

**Subgrant Data**

There will be fifteen subgrants under this program. *Eligible subgrantees will include all municipal governments of cities with a population of 25,000 or more.* Where equipment purchased or leased by the subgrantee is provided for the benefit of any private person or corporation under this project, the recipient of the equipment will reimburse the subgrantee for the actual cost of

the equipment and that amount will be deducted from the project cost. *The monetary range for each subgrant will be \$10,000 to \$30,000.*

#### **Budget**

1) LEAA Support Requested	\$300,000
2) State Support	-0-
3) Local Support	200,000
4) Other Support (Federal or Private)	-0-
5) Program Total	\$500,000
6) Applicable Federal-State Contribution Ratio:	
60% Federal    40% State/Local	
7) Prior Funding for Program, i.e.,	
Approved Fiscal 1969 Fund Request	-0-

#### **MULTI-YEAR PROJECTIONS**

	FEDERAL SUPPORT	OTHER SUPPORT	TOTAL
FY 1971	\$ 300,000	\$200,000	\$ 500,000
FY 1972	450,000	300,000	750,000
FY 1973	675,000	450,000	1,125,000
TOTAL	\$1,425,000	\$950,000	\$2,375,000

#### **Past Progress**

Not funded in FY 1969.

Expected funding for six major cities in 1970 — \$150,000

#### **DEADLINE DATES**

**Announcement Date  
for Filing:**

**June 15, 1970**

**Deadline Date for  
Filing Pre-Application  
Form (SLEPA 110):**

**July 1, 1970**

**Deadline Date for  
Final Filing of  
Completed Regular  
SLEPA Application  
(SLEPA 101):**

**August 17, 1970**

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**PROGRAM 2.1.4 SPECIALIZED EQUIPMENT FOR LOCAL POLICE  
TO IMPROVE THE DETECTION AND  
APPREHENSION OF CRIMINALS  
(APPROACH NO. d-3)**

**Objective**

THE OBJECTIVE OF THIS PROGRAM IS TO PROVIDE FOR THE ACQUISITION, DEVELOPMENT, AND EVALUATION OF SPECIALIZED DETECTION-APPREHENSION EQUIPMENT BY SELECTED LOCAL POLICE DEPARTMENTS.

Use of modern sophisticated equipment is necessary if police departments are to counteract the increasing mobility and sophistication of criminals. It is anticipated that the use of such equipment will not only improve the capacities of the police in detection and apprehension, but will also allow for more efficient allocation of police resources, will increase convictions, and will deter potential offenders because of the increased risk of apprehension.

**Implementation**

SLEPA will provide funds, on a limited basis, for the purchase of modern, sophisticated, specialized crime detection and apprehension equipment by local police departments that can establish maximum potential benefit from such specialized equipment, and that have or can retain the personnel and support facilities necessary for its utilization.

It is anticipated that the equipment will be used in the largest cities that are the urban-high crime centers of the State, and in smaller cities that reflect urban-type crime problems. Applicants must show a documented need for help, demonstrate willingness to give the program high priority, and indicate the capacity both to sponsor and cooperate in evaluation.

Examples of specialized equipment meeting the program specifications are: night-visibility and other types of surveillance equipment, narcotic detection devices, radio teleprinters, microfilm identification systems, comparison microscopes, voice-print equipment, etc.

#### **Excluded Equipment**

1) Any equipment generally considered standard police support material, such as: weapons and ammunition, vehicles, and traffic control devices.

2) Any equipment used especially for riots or civil disorders, as distinct from equipment whose main purpose is the detection and apprehension of criminals.

#### **Subgrant Data**

The funding level for FY 1970 is \$173,629. *It is anticipated that there will be between 10 and 15 grants in the range of \$1,000 to \$25,000. It is also anticipated that not more than 1 grant will be given to any 1 jurisdiction. Subgrantees eligible include any local police department, but priority consideration will be given to applications from police departments in the urban, high crime cities in New Jersey.* Subgrantees will be expected to supply SLEPA with an evaluation of the project after a reasonable period of time has elapsed, and with a total evaluation upon completion of the funding period. Evaluation will include statistics on arrests for criminal offenses for one year prior to the acquisition of the specialized equipment, and for the year in which the equipment is utilized. Subgrantees will be expected to furnish other evaluative data and information relative to the project as requested by SLEPA.

#### **Budget**

1) LEAA Support Requested	\$173,629
2) State Support	-0-
3) Local Support	115,753
4) Other Support (Federal or Private)	-0-
5) Program Total	\$289,382
6) Applicable Federal-State Contribution Ratio:	
60% Federal   40% State/Local	
7) Prior Funding for Program, i.e.,	
Approved Fiscal 1969 Fund Request	\$ 95,065

### MULTI-YEAR PROJECTIONS

	FEDERAL SUPPORT	OTHER SUPPORT	TOTAL
FY 1971	\$ 225,000	\$150,000	\$ 375,000
FY 1972	337,500	225,000	562,500
FY 1973	506,250	337,500	843,750
TOTAL	\$1,068,750	\$712,500	\$1,781,250

#### Past Progress

There were eight subgrantees funded under this program in FY 1969. These projects are:

Program	Sub-grantee	Amount
Pilot Teleprinter Project	Newark	\$17,070
Recording Equipment to Decrease Detection Time	Trenton	11,329
Portable Television System for Surveillance, Identification, Training	Trenton	4,956
Electronic Surveillance Equipment	Jersey City	\$27,549
Polygraph Testing Team	Camden	4,578
Centralized Warrant Control System	Camden	7,357
Mobile Crime Unit	Cape May County	9,805
Recording Equipment to Decrease Detection Time	Bloomfield	12,420
Expected funding for six major cities in 1970 — \$100,000		

## **DEADLINE DATES**

**Announcement Date  
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### **PROGRAM 2.2.1 STATEWIDE COMMUNICATIONS AND INFORMATION SYSTEM (APPROACH NO. d-1)**

#### **Objective**

THE OBJECTIVE OF THIS PROGRAM IS TO PROVIDE A MODERN INFORMATION STORAGE, RETRIEVAL, AND DISSEMINATION SYSTEM WHICH IS VITALLY NEEDED BY ALL LAW ENFORCEMENT AGENCIES OF THE STATE.

This completely developed and implemented computerized system will, through a central computer bank, enable the State to meet the following law enforcement considerations:

(1) Communications capacity will be greatly increased via establishment of a computer-based message switching and "real time" inquiry system which will replace the presently overburdened and inadequate State teletype system; (2) Intelligence, which is required for crime control, will be greatly expanded by the central collection and analysis of information on known criminal elements; and (3) Criminal identification and records keeping, a process now widely scattered through the slow moving and often incomplete record sections of local law enforcement agencies, will be brought under one

memory bank. This system will expedite the process of criminal identification by providing investigative aids to police investigators, and pertinent criminal identification and history data to all law enforcement agencies.

### **Implementation**

Development of the Communications and Information System will be phased and proceed in accordance with the following rationale:

- States should assume responsibility for assuring that area-wide records and communications needs are provided. ("The Challenge of Crime in a Free Society," The President's Commission on Law Enforcement and Administration of Justice, pp. 119-20.).
- The Division of State Police will be the agency responsible for coordination and management of the System, since it is the only agency in the State presently having statutory authority to collect and maintain the information base required for the establishment of such a System.
- The communications system will be developed using existing state-of-the-art techniques in order to eliminate delays and to insure immediate usefulness.
- The system will be capable of interfacing with other related information systems such as NCIC, NYSIIS, NESPAC, LETS, Project SEARCH and other existing or proposed Systems.
- The information storage and dissemination system will provide ready and inexpensive service to all the appropriate State, county, and local agencies in the State.
- The System will facilitate rapid communications between law enforcement agencies at all levels of government in order that crime control efforts are coordinated and make maximum use of all available facilities and services.
- The System will be designed for implementation in a modular fashion to permit expansion and inclusion of new developments while providing immediately useful results.
- The System will be housed and operated from a dedicated computer, located at the West Trenton Headquarters of the Division of State Police in order to insure the security and privacy required of such an intrastate system, and to enhance New Jersey's acceptance into interstate and proposed nationwide systems, (i.e., Project SEARCH — "System for Electronic Analysis and Retrieval of Criminal Histories.")



Regional access links into the System will be readily available to county and municipal agencies. These regional access links will connect with the statewide center located in Trenton, which in turn will have access to the statewide data bank, the national data bank (NCIC) in Washington, D.C. and the data banks of information centers in other states (e.g. NYSIIS) and inter-state regions (e.g. NESPAC).

The phased implementing of the System will involve initial regional access links, their location and number determined by a communication engineering study. These regional access links will serve both the densely populated, high crime incident areas of the northeastern counties and the balance of the State. In the final operational configuration, the System will provide service to eight or more regional centers covering all sectors of the State, with a response time of less than one minute on all inquiries.

Eventually, each of these regions will contain one or more terminals capable of regionally centralizing all information flowing between that region and the central computer located in the vicinity of Trenton.

The phased implementation of the System will begin with the structuring and development of the communications component. This communications component is a message-switching and inquiry-handling computer complex connected via a tele-communications network to remotely located terminals and computers. Concurrently, the initial development of the information and identification data base will commence toward implementation and design of related functional operational areas including those outside the base police information, i.e., Prosecution, Courts, Corrections, Probation and Parole.

Subsequent phases will include the continuing of the first year structuring and development of other related Criminal Justice applications, and the expansion of the individual data base, i.e., criminal histories, identification, aspect, and flow of offenders through the criminal justice system. It will also include the orderly and efficient expansion of terminals and access links throughout the State at all levels and functional areas of the Criminal Justice System.

#### **Subgrant Data**

*Because of the nature of this program, i.e., Statewide Communications and Information System, there will be only one subgrant of \$600,000 to be awarded to the New Jersey Department of Law and Public Safety, and administered by that Department's Division of State Police.*

**Budget**

1) LEAA Support Requested	\$ 600,000
2) State Support	400,000
3) Local Support	-0-
4) Other Support (Federal or Private)	-0-
5) Program Total	\$1,000,000
6) Applicable Federal-State Contribution Ratio:	
60% Federal      40% State/Local	
7) Prior Funding for Program, i.e.,	
Approved Fiscal 1969 Fund Request	\$ -0-

**MULTI-YEAR PROJECTIONS**

	FEDERAL SUPPORT	OTHER SUPPORT	TOTAL
FY 1971	\$ 900,000	\$ 600,000	\$1,500,000
FY 1972	900,000	600,000	1,500,000
FY 1973	600,000	400,000	1,000,000
TOTAL	\$2,400,000	\$1,600,000	\$4,000,000

**Past Progress**

Not funded in FY 1969.

**DEADLINE DATES**

**Announcement Date  
for Filing:**

**June 15, 1970**

**Deadline Date for  
Filing Pre-application  
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**July 1, 1970**

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(SLEPA 101):**

**August 17, 1970**

**PROGRAM 2.2.2 INCREASED CRIME LABORATORY SERVICE**  
**(APPROACH NO. d-5)**

**Objective**

THE PRINCIPAL OBJECTIVE OF THIS PROGRAM IS TO EXPAND THE SERVICES OF THE CENTRAL CRIME LABORATORY AT WEST TRENTON, THROUGH THE ESTABLISHMENT OF REGIONAL OR SATELLITE LABORATORIES.

These regional laboratories will provide sophisticated scientific evidence examinations in the most expeditious manner for all law enforcement agencies, and fill the existing voids in laboratory services. All law enforcement agencies in the State will derive benefits from these expanded services to a greater degree than that depicted in the following statistical summary of the workload of the Forensic Sciences Bureau of the Division of State Police for the past three years.

<u>Year</u>	<u>Cases</u>	<u>State Police</u>	<u>Other Agencies</u>	<u>% State Police</u>	<u>% Other Agencies</u>
1967	3,658	1,203	2,455	32.9	67.1
1968	4,948	1,526	3,422	30.8	69.2
1969	7,823	2,287	5,536	29.2	70.8

<u>Year</u>	<u>Examinations</u>	<u>State Police</u>	<u>Other Agencies</u>	<u>% State Police</u>	<u>% Other Agencies</u>
1967	32,507	12,845	19,662	39.5	60.5
1968	63,492	18,146	45,346	28.6	71.4
1969	105,175	29,129	76,046	27.7	72.3

Expanding crime laboratory services will also include the expansion of scientific training for all law enforcement officers in the recognition, preservation, and submission of evidence, and the training of forensic chemists and technicians. Included in this training program will be the

publication and dissemination of periodic, forensic science newsletters and an evidence manual.

### **Implementation**

On-going State funding is providing for the renovations and construction of the central bureau laboratory and the proposed regional laboratories.

The particular activities planned for which funding is being requested include: recruiting and training of approximately 25 professional personnel, i.e., forensic scientists, chemists and laboratory technicians; conducting scientific training programs for approximately 100 to 200 county and municipal criminal investigators in the recognition, preservation, collection and submission of physical evidence; hiring necessary clerical and support personnel; and purchasing necessary scientific instrumentation, scientific libraries, refrigeration equipment, laboratory cabinets and other office equipment, e.g.:

- 4 Microscope, High Power Steroscopic Binocular (Dissecting)
- 2 Microscope, Polarizing with mechanical stage
- 2 Microscope, compound with Quadruple Nosepiece
- 8 Illuminator, Microscope, with control
- 2 Analytical Balance
- 2 Gas Chromatograph, complete with attachments
- 2 Spectrophotometer - Infrared, with attaching crystal
- 2 Spectrophotometer - Ultraviolet
- 200 feet Customized Counter (Including three sinks, two fuming hoods, electric supply, specialized plumbing, 50 feet of cabinets, air lines, gas lines, etc.)
- 2 Refrigerator
- 2 Libraries, scientific
- Office Equipment

The schedule for expansion of the central laboratory and development of regional laboratories is as follows:

- 1) Central Laboratory - Expansion beginning in June, 1970, with renovations to the ground floor area of the State Bureau of Identification Building. An additional 1,176 square feet of laboratory space will be added, to give a total of 8,327 square feet to the Bureau of the Forensic Sciences. This phase is to be completed by September, 1970.

2) Regional Laboratories - Phase 1 - Begin construction at Little Falls in June, 1970, with a target date for beginning operations of June, 1971. Phase 2 - Begin construction of the South Regional Laboratory at Hammonton, beginning in January, 1971.

During both the central bureau expansion, and the North Regional Laboratory development stage, laboratory personnel will be hired and trained. Purchase of equipment will also be accomplished during this period.

#### **Subgrant Data**

Because of the nature of this program, i.e., expansion of the central crime laboratory and establishment of regional laboratories operating as satellites to the central laboratory, *there will be only one subgrant of \$120,000 to be awarded to the New Jersey Department of Law and Public Safety and administered by that Department's Division of State Police.*

#### **Budget**

1) LEAA Support Requested	*\$120,000
2) State Support	80,000
3) Local Support	-0-
4) Other Support (Federal or Private)	-0-
5) Program Total	\$200,00
6) Applicable Federal-State Contribution Ratio:	
60% Federal      40% State/Local	
7) Prior Funding for Program, i.e.,	
Approved Fiscal 1969 Fund Request	\$ -0-

#### **MULTI-YEAR PROJECTIONS**

	FEDERAL SUPPORT	OTHER SUPPORT	TOTAL
FY 1971	\$ 240,000	\$ 160,000	\$ 400,000
FY 1972	480,000	320,000	800,000
FY 1973	720,000	480,000	1,200,000
TOTAL	\$1,440,000	\$ 960,000	\$2,400,000

#### **Past Progress**

Not funded in FY 1969.

\*An additional \$120,000 is being requested for this purpose under the Discretionary Grant Program FY 1970, "Science in Law Enforcement —

Expanded Laboratory Services." Approval of this discretionary grant will require additional State support of up to \$160,000 total, depending upon the level of discretionary funding approved.

#### **DEADLINE DATES**

**Announcement Date  
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SLEPA Application  
(SLEPA 101):**

**August 17, 1970**

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#### **PROGRAM 2.2.3 RECRUITMENT OF CRIMINAL JUSTICE SYSTEM PERSONNEL (APPROACH NO. a-1)**

##### **Objective**

THE OBJECTIVE OF THIS PROGRAM IS TO DETERMINE PERSONNEL REQUIREMENTS AND ESTABLISH ONGOING STATEWIDE RECRUITMENT PROGRAMS FOR CRIMINAL JUSTICE SYSTEM PERSONNEL IN ORDER TO ALLEVIATE SHORTAGES, AND TO RECRUIT BETTER PERSONNEL FOR EACH OF THE COMPONENTS OF THE SYSTEM.

The improvement and expansion of recruitment practices is of fundamental importance to the criminal justice system. Deterrence effectiveness, for instance, has a positive correlation with the increased police presence in high crime areas. It is the quality of recruits, however, that

determines the quality of criminal justice services over a period of time. Incentives are needed, particularly in the police, corrections and probation fields, which have pressing personnel needs, for a more systematic and integrated recruitment effort.

There are existing recruitment difficulties in New Jersey's criminal justice system. Municipal police services are highly fragmented with 444 municipal departments in the State, and salaries are so low in many cases as to directly inhibit recruiting of qualified persons. Residency restrictions also often impede necessary recruitment efforts, and lateral entry of persons with special skills or education is almost non-existent. In addition, it is a matter of concern that in each of the last five years, four of the State's six largest municipalities failed to fill their authorized quotas for uniformed policemen. It might be noted also that in 1969, 44 budgeted positions for professional personnel in State correctional institutions were unfilled because of the lack of professionally trained psychologists and social workers interested in correctional work and that the treatment staff ratio to juveniles in detention facilities is 1:7, far short of that necessary for effective treatment. Of more concern is the fact that delays, and thus deterrence effectiveness, in key components of the system have a direct relationship to the quantity and quality of personnel in the system. The criminal justice system needs not only more, but better personnel, and this depends in large measure on a viable recruiting system.

### **Implementation**

The Statewide recruitment program for 1970 envisions the establishment of four types of projects. These are:

- *Establishment of a centralized recruiting office for the purpose of systematizing, integrating, and serving as a "clearing house" for the recruitment responsibilities of the State's municipal police departments.*
- *Establishment of a centralized recruitment office to serve the specific recruitment responsibilities for correction and parole personnel on the State and local level.*
- *Implementation of a thorough study and analysis of the personnel requirements of the adjudication agencies within the criminal justice system.*
- *Establishment of a demonstration pilot project to recruit, train and prepare for advancement, non-white ghetto residents for work in probation.*

**The subgrantee eligible for the police project must be in a position to establish a centralized police recruiting office with the primary responsibility of launching a Statewide recruitment program.** The subgrantee must have the credibility from past experience with local police to function as a referral agency to all of the municipal police departments in the State. The subgrantee must also, during the period of the grant, be in a position, and have the expertise, to establish Statewide recruiting standards, procedures, and practices. The recruiting program must be comprehensive and envision, but not be limited to, such projects as: seminars and short-term recruitment institutes for college-level persons interested in police work; development of a small team of recruiters to engage students directly at college and high school levels; creation of innovative recruitment projects tailored to inner city candidates; establishment of a mobile recruitment unit to canvass various jurisdictions and stimulate on-site applications; utilization of the media including, but not limited to, radio, newspaper and television advertising; and projects utilizing public meetings and forums, visual aids, and publication and dissemination of pamphlets and brochures.

**The subgrantee for the corrections project must establish a centralized corrections recruiting office with the primary responsibility of launching a Statewide recruitment program.** This office would focus specifically on cultivating recruits, and acting as a referral agent to State and county corrections agencies and to the State Parole Bureau. Liaison would be effected with the Personnel Bureau of the Department of Institutions and Agencies and the Department of Civil Service. The recruiting program should include the recruitment of professional personnel such as psychologists and social workers, custodial personnel, and parole officers. The program could include, but not be limited to, such projects as: short-term recruitment institutes for college level persons interested in corrections and parole work; a formal semester program, preferably at a correctional institution, for college students who would receive credit for class work and practicum; one-day institutes for seasonal and student assistants; development of a small team of recruiters from existing supportive services to engage students directly at college and high school levels for the purpose of attracting inquiries and applications; and establishment of liaison with the community via public programs and forums in efforts toward portraying an image of correctional work emphasizing positive attitudes in rehabilitation work.



**The subgrantee for the adjudication project would conduct a study of the personnel requirements of the adjudication agencies within the criminal justice system.** The study would involve the courts including judges and supporting court staff, probation including bail services, prosecution, and the Public Defender's Office. This effort would involve contacts with appropriate agencies and officials in each of the counties, and at the State level to gain a first-hand picture of the nature and extent of existing services and program plans, staffing problems and associated matters.

**The subgrantee for the probation pilot project would establish a program to recruit, train and prepare for advancement, non-white ghetto residents for work in probation.** This program is intended to provide a continuing source of manpower to meet the needs of a rapidly expanding probation service, and to reestablish and maintain a more effective means of communication with probationers in the ghetto, through the use of other persons indigenous to the area, as employees of the probation department.

In the first year of the **police project** it is hoped that statutory authority will be obtained by the recruiting office in order that municipal recruiting procedures may be integrated and standardized. In the first year of the project each of the 68 municipalities with populations over 25,000 will be brought into the recruitment program. These municipalities represent 52% of the State's population, have 68% of the State's crime, and 61% of the State's uniformed policemen. However, the number of uniformed policemen in these 68 municipalities represents less than .5 policemen for every 1,000 people. A major goal for the recruiting program will be to bring these 68 municipal police departments at least up to their authorized budgeted strength. In the top four cities there were 76 vacancies, and though there are no figures for the other 64 municipalities, estimates indicate that a large number of police positions were unfilled in 1969. The recruiting project, will launch a program to fill each of the budgeted position vacancies in the top 68 municipalities.

In the first year of the **corrections project**, it is anticipated that a viable data base will be established to determine State and county needs. Additionally, at least one short-term recruitment project will be developed with a target goal of 50-75 college students in the behavioral sciences from universities and colleges in the Mid-Atlantic States area. The first year also would include the development of a formal semester program in liaison with any of the State's Community Colleges, with a goal of one class of 30 students. Also, it is expected that the first year would include a one-day

summer institute for approximately 35 student and seasonal employees of corrections and parole agencies. It is also expected that the recruit team would develop a program, and cover approximately 15 colleges in the State, with vast expansion in the second year.

Each of these projects would serve to enhance the recruitment possibilities for corrections and parole work. It is hoped that the 44 budgeted positions for professional personnel will be filled, that some 400-500 referrals will be made to corrections and parole agencies, and that the 47 corrections and parole agencies will increasingly utilize the recruitment office as its main source for personnel.

The ***adjudication study program*** is a one-year project which will identify present manpower needs, and also project the needs to cover periods of 5 to 10 years hence.

The ***probation project*** will initially involve approximately 13 young adult male residents of the ghetto who possess a high school diploma or equivalent education and manifest an interest in probation work. They will be selected and appointed as case aides in the unclassified service, to avoid the necessity of their taking and passing the traditional civil service examination. Selection will be based on a careful screening process using appropriate tests, interviews, etc., to measure motivation, interest and potential for successful academic performance, as well as for the effective execution of duties and functions to be carried out in the probation setting. After appointment, these persons will be assigned selected duties and responsibilities, which shall be designed to fit the limits of their capabilities, to stimulate their intellectual development, to increase their interest in probation practice and to aid the probation officer in carrying out regular assignments in the probation setting. While employed in the probation department, these persons would participate in an academic program that would be designed and structured to help them overcome specific educational handicaps, and would also provide them with the specialized knowledge and skills they would need to perform probation duties and functions.

In future years, this program will be expanded. The goal is to solve the recruitment problems for the entire criminal justice system. The program will require continuous funding with Federal support of \$2,280,000 from 1971 through 1973.

### **Subgrant Data**

The total funds for this program for FY 1970 are \$320,000. *One grant is available for the police recruiting project at a range up to \$150,000. Applicants eligible are the Police Training Commission and the Department of Civil Service. One grant is available for the corrections recruiting project at a range up to \$30,000. The Division of Correction and Parole is the only applicant eligible. One grant is available to a suitable State agency for the adjudication project at a range up to \$25,000. One grant is available for the probation project at a range up to \$115,000. Applicants eligible for this project are first class counties with populations of 600,000 or more.*

Subgrantees must demonstrate willingness to give the subject high priority, and the capacity both to sponsor and cooperate in research and evaluation. Each subgrantee also will be responsible for the general and special conditions attached to approved grant applications.

Conditions under which the police recruiting project will be funded include: the subgrantee being given statutory power mandating the establishment of recruitment standards and procedures for the State's municipalities; and the special requirement that since the costs of the program will be provided by the State for or on behalf of local units of government, approval will be obtained from SLEPA's Governing Board, and from the affected local units by duly signed consents or waivers allowing the State to charge the funds to the 75% action funds made "available" to local units as required by Sections 203(2) and 303(2) of P.L. 90-351.

### **Budget**

1) LEAA Support Requested	*\$320,000
2) State Support	136,664
3) Local Support	76,664
4) Other Support (Federal or Private)	-0-
5) Program Total	\$533,328
6) Applicable Federal-State Contribution Ratio:	
60% Federal      40% State/Local	
7) Prior Funding for Program, i.e.,	
Approved Fiscal 1969 Fund Request	-0-

\*\$150,000 of the total LEAA share requested will be considered part of the total 75% of funds made available to local units of government contingent upon requirements specified in Subgrant Data.

### **MULTI-YEAR PROJECTIONS**

	FEDERAL SUPPORT	OTHER SUPPORT	TOTAL
FY 1971	\$ 480,000	\$ 320,000	\$ 800,000
FY 1972	720,000	480,000	1,200,000
FY 1973	1,080,000	720,000	1,800,000
TOTAL	\$2,280,000	\$1,520,000	\$3,800,000

#### **Past Progress**

Not funded in FY 1969.

### **DEADLINE DATES**

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### **PROGRAM 2.2.4 BASIC ACADEMIC EDUCATION IMPROVEMENT FOR CRIMINAL JUSTICE SYSTEM PERSONNEL (APPROACH NO. a-2)**

#### **Objective**

THE OBJECTIVE OF THIS PROGRAM IS TO PROVIDE BASIC  
ACADEMIC EDUCATION TO CRIMINAL JUSTICE PERSONNEL

WHO DO NOT HAVE HIGH SCHOOL DIPLOMAS OR EQUIVALENCY CERTIFICATES. THIS WILL HELP TO BUILD A FIRMER BASE FOR THE DEVELOPMENT OF ON-THE-JOB SKILLS AND IN-SERVICE TRAINING, AND WOULD HELP RECRUITMENT EFFORTS IN GENERAL. THE PROGRAM WILL ALSO PROVIDE THE INCENTIVE FOR CRIMINAL JUSTICE PERSONNEL TO ULTIMATELY BECOME ELIGIBLE FOR COLLEGE-LEVEL ACADEMIC ASSISTANCE NOW BEING OFFERED BY THE LAW ENFORCEMENT EDUCATION PROGRAM (LEEP).

At the present time, 69.2% of the total police personnel in New Jersey fall within the purview of Civil Service requirements. These requirements include possession of either a high school diploma or equivalency certificate. However, municipalities may obtain waivers allowing candidates with a minimum of a tenth grade education to apply for examination. Successful candidates may then be placed with a police department upon fulfillment of other requirements, but they need not then obtain a diploma or certificate. In non-Civil Service communities (276 of the total 440 organized police departments) educational requirements for police candidates are set by municipal ordinance. These ordinances may or may not require a high school diploma or certificate.

The need for an educational improvement program is apparent. The efficiency of police departments, as well as other agencies within the criminal justice system, depends in large measure on the basic intellectual and technical skills afforded by academic education. Of equal importance, perhaps, is the fact that high school academic credentials provide the needed incentive for furthering education, thus creating law enforcement expertise for future years.

#### **Implementation**

This program encourages the development of adult basic academic educational projects for municipal police personnel and county correction officers, leading to a high school equivalency certificate. Current adult academic programs offered either by local school boards or the State Department of Education are largely ineffective in motivating law enforcement personnel to attend.

These projects will be located in county community colleges which have received Law Enforcement Education Program funds from the Law

Enforcement Assistance Administration of the U.S. Department of Justice. This approach will afford a logical continuum for those students willing to pursue further education. The program will be offered exclusively to county and municipal police and correction officer personnel, including supervisors. This approach will hopefully provide the security of peer group involvement. Courses offered in the program must include the basic components of high school preparatory work such as English, Literature, General Science, Mathematics and American History. This work will generally be offered over a period of ten weeks, at the end of which the G.E.D. examination will be given to matriculated students.

The program also offers incentive funds to law enforcement agencies, especially municipal police departments, that can propose other approaches dealing with specific subjects for qualified personnel. Such subjects might include conversational language instruction for community relations units.

In the first year of the program it is anticipated that 10 county community colleges will develop projects and disseminate motivating literature to municipal police departments and county corrections agencies. The courses will be offered free of charge, and it is expected that shift changes will be negotiated by supervising officers. Implementation of the program will involve at least one 10 week course in each of the colleges, and have a total of 200 matriculated students.

In future years this program will be expanded. The goal is to establish adult basic education semester programs leading to equivalency certificates in each of the 21 New Jersey colleges receiving LEEP funds. The program will require continuous funding with Federal support of \$712,500 from 1971 through 1973.

#### **Subgrant Data**

The total funds available for this program for FY 1970 are \$100,000. *Applicants eligible for the adult basic education program are units of county government, or public educational institutions as sponsored by county governments. Eight to 10 applicants will be funded at ranges up to \$10,000. Five to six applicants from units of municipal government are eligible for specialized academic improvement courses at ranges up to \$5,000. Priority consideration for this level of funding will be given to municipalities with populations above 50,000.*

Subgrantees for both levels of projects must demonstrate willingness to give the subject high priority, and the capacity both to sponsor and cooperate

in research and evaluation. Each subgrantee will also be subject to the general and special conditions attached to approved grant applications.

#### **Budget**

1) LEAA Support Requested	\$ 100,000
2) State Support	-0-
3) Local Support	66,666
4) Other Support (Federal or Private)	-0-
5) Program Total	\$ 166,666
6) Applicable Federal-State Contribution Ratio:	
60% Federal	40% State/Local
7) Prior Funding for Program, i.e.,	
Approved Fiscal 1969 Fund Request	\$ -0-

#### **MULTI-YEAR PROJECTIONS**

	FEDERAL SUPPORT	OTHER SUPPORT	TOTAL
FY 1971	\$ 150,000	\$ 100,000	\$ 250,000
FY 1972	225,000	150,000	375,000
FY 1973	337,500	225,000	562,500
TOTAL	\$ 712,500	\$ 475,000	\$1,187,500

#### **Past Progress**

Not funded in FY 1969.

Expected funding for six major cities in 1970 — \$30,000

#### **DEADLINE DATES**

**Announcement Date  
for Filing:**

**June 15, 1970**

**Deadline Date for  
Filing Pre-application  
Form (SLEPA 110):**

**July 1, 1970**

**Deadline Date for  
Final Filing of  
Completed Regular  
SLEPA Application  
(SLEPA 101):**

**August 17, 1970**

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**PROGRAM 2.2.5 HIGHER EDUCATION AND PROFESSIONAL  
DEVELOPMENT FOR CRIMINAL JUSTICE  
PERSONNEL (APPROACH NO. a-3)**

**Objective**

THE OBJECTIVE OF THIS PROGRAM IS TO PROVIDE A MEANS FOR UPGRADING THE EDUCATIONAL LEVEL OF CRIMINAL JUSTICE PERSONNEL IN NEW JERSEY.

The program is designed to help meet the critical need of the criminal justice system for well-educated professionals to fill a variety of important positions. In order to function properly, criminal justice personnel should have a broad background in vocational skills, as well as a sophisticated knowledge of the humanities and other college level disciplines.

Though their duties may differ, personnel in all parts of the criminal justice system — police, courts, prosecution and corrections, must attain high levels of excellence.

College level courses, seminars, institutes and conferences can improve each individual's understanding of his role in the criminal justice system.

There is little doubt that a college education can improve managerial skills and enhance professional development, especially if that education is on a graduate level.

**Implementation**

There are two projects envisioned under this program at a total fund allocation for Fiscal Year 1970 of \$200,000.



**PROJECT 2.2.5(a) PROFESSIONAL DEVELOPMENT FOR  
CRIMINAL JUSTICE PERSONNEL (\$150,000); AND**

**PROJECT 2.2.5(b) HIGHER EDUCATION  
FOR CRIMINAL JUSTICE PERSONNEL (\$50,000)**

**PROJECT 2.2.5(a)  
(\$150,000 for FY 1970)**

**PROFESSIONAL DEVELOPMENT FOR CRIMINAL JUSTICE  
PERSONNEL**

This project envisions support to criminal justice agencies to facilitate attendance of their personnel at college level courses or programs whose content may include functions, subjects, and project areas with which criminal justice personnel must normally deal. It is designed to support efforts reaching beyond the one-day seminar or workshop for which financing presents less serious problems.

The courses and programs planned would include seminars, institutes, and conferences on criminal justice topics at the college or university level. Such courses or subjects may include, but are not limited to: State criminal codes, constitutional requirements re arrest, search and seizure, interrogation, laws of evidence, confessions, trial techniques, motion and pleading practice, prosecutor relations with other law enforcement elements (police, corrections), recent case law, executive development, correctional management, juvenile and youth programs, probation and parole, jails and institutions, deviant behavior, case analysis in prevention programs, correctional counseling, criminalistics, court administration, police-community relations, etc.

The courses or programs can be anywhere in the United States at institutions of higher education or at locations other than higher education institutions when said courses, seminars and conferences are conducted by higher education, academically-oriented personnel.

**Nature of State and Local Involvement**

This project is restricted to criminal justice personnel employed by municipalities and counties.

**Type and Scope of Projects**

Applicants must contemplate attendance by candidates, at seminars, institutes, etc., of at least three days duration (or their equivalent in the case of continuing seminars held in successive sessions).

**Exclusions**

Since SLEPA intends only to supplement, not supplant existing or on-going programs, the following are excluded:

- Courses and programs that are generally considered to be regular pre-service and in-service training, or technical and vocational training such as, but not limited to, polygraph training, traffic management, correctional practices and procedures, orientation and refresher courses, or skill improvement courses.
- College courses for which Law Enforcement Education Program (LEEP) funds are available.
- Any programs or courses which are mandated by law, such as compulsory police recruit training and court training courses and seminars required for judges by the Administrative Office of the Courts.
- Any programs or courses for which an applicant agency has already allocated funds.

**Subgrant Data**

The funding level for FY 1970 is \$150,000. Between 150 and 200 grants of from \$300 to \$2,000 each are anticipated for FY 1970. This will be a continuous application project, and no cut-off dates for applications will be in effect. Classes of subgrantees eligible include *any police, corrections, court, or prosecution personnel employed by a municipality or county; subject to the following special conditions:*

- *Police:* Police candidates will be required to:
    - (a) Assure their intention to remain with their police agency for a minimum of one year following completion of the program for which the grant was issued;
    - (b) Have at least five years experience in law enforcement;
    - (c) Be currently employed in a staff, supervisory, or command capacity;
- and,

(d) Serve in a department providing police protection to a population in excess of 25,000.

- **Corrections:** (Includes any county jail, juvenile shelter, county workhouse, penitentiary personnel, etc.). Correction candidates will be required to:

- (a) Assure their intention to remain with their agency for a minimum of one year following completion of the program for which the grant was issued;

- (b) Hold the rank of first line supervisor, or above, as determined by department head.

- **Courts:** In the case of judges, there are no special conditions except as mentioned under *Exclusions*.

In the case of other court personnel (includes only municipal and county courts) such as court attendants, the following special conditions apply:

- (a) Must assure their intention to remain with their agency for a minimum of one year following completion of the program for which the grant was issued; and

- (b) Must have at least 5 years experience in law enforcement.

- **Prosecution:** In the case of prosecutors and assistant prosecutors, there are no special conditions except as aforementioned in *Exclusions*.

In the case of other prosecutive personnel, such as county detectives and investigators, the following special conditions apply:

- (a) Must assure their intention to remain with their agency for a minimum of one year following completion of the program for which the grant was issued; and

- (b) Must have at least 5 years experience in law enforcement.

#### **Special Requirements**

- *Special application forms and procedures are prescribed for each of the two projects under this program.* Copies of the application may be obtained by request directed to SLEPA, 447 Bellevue Avenue, Trenton, New Jersey 08618.

- Since this project is considered for local involvement, only Mayors or Freeholder-Directors may apply on behalf of their candidate(s).

- Grants will be made directly through the State Law Enforcement Planning Agency (SLEPA). Each application will be evaluated on its own

merits. Allocation of funds among the elements of the criminal justice system shall be at the discretion of SLEPA. Normal SLEPA clearance and certification procedures will apply.

- Special consideration will be given to new full and part-time prosecutors and assistant prosecutors.
- Each grantee shall be required to submit a detailed expense voucher, within the limit of the grant authorized, to SLEPA within 30 days of completion of the program for which the grant was issued, on the standard State Form 100, in order to receive reimbursement of funds. Funds will be reimbursed directly to the municipality or county.
- Travel expenses, food lodging, tuition, registration fees, and any related expenses may be charged to the grant, subject to State and Federal restrictions.
- Applicants shall be required to supply a 40% match of the total grant applied for. Candidates' salaries continued during the project duration may count toward the 40% local matching contribution required for these grants.

**PROJECT 2.2.5(b)**  
**(\$50,000 for FY 1970)**

**HIGHER EDUCATION FOR CRIMINAL JUSTICE PERSONNEL**

This project envisions the distribution of fellowships to support a full academic year of work in graduate or senior year baccalaureate programs.

The activity will take place at any accredited institution of higher learning in the United States that provides a baccalaureate or graduate degree.

**Nature of State and Local Involvement**

This project is limited to personnel of municipalities and counties.

**Type and Scope of Project**

It is the intention of this project to supply opportunities in the form of academic leave to selected criminal justice personnel, who have at least three years of college completed, to finish their education for a baccalaureate degree, or to complete their last year in a masters or doctorate program. Grants issued under this project will provide qualified criminal justice personnel with either:

1) A final year's resident graduate study in business administration, public administration, criminal justice administration, correctional administration, social service administration, or related criminal justice disciplines; or

2) A senior year of full-time resident study for completion of the four year bachelor's degree.

**Exclusions**

- Prosecutors or judges who have already obtained a bachelor's degree;
- Criminal justice personnel who are pursuing a law degree;
- Duplication of degree level already attained; and
- Participants in this project may not receive assistance concurrently under the LEAA Law Enforcement Education Program (LEEP) authorized under Section 406 of Public Law 90-351.

**Subgrant Data**

The funding level for FY 1970 is \$50,000. Between 6 and 10 Higher Education Fellowships of \$4,000-\$8,000 each are envisioned for FY 1970.

Funds will be provided for: (a) Graduate and senior year baccalaureate program tuition, fees and incidental educational costs not to exceed \$2,500; and (b) basic allowance for travel, housing, and other living expenses (assuming university residence away from permanent domicile). Four thousand dollars, plus \$500 for wife and each dependent child in academic residence, not to exceed a total of \$5,500. It is assumed that salary will be continued in full or in substantial amount by the employing agency.

Classes of subgrantees eligible include *any police, corrections, court or prosecution personnel employed by a municipality or county, subject to the conditions and exclusions listed herein:*

- Individuals selected by the applicant agency must have demonstrated potential for movement into managerial or executive positions within their agency, and must be academically acceptable for study at the senior year, master's or post-master's level.
- The individual candidate must be entering either:
  - (a) Final year of baccalaureate study;
  - (b) Final year of master's study; or
  - (c) Final year of post-master's study.

- Candidates will be required to:

(a) Assure their intention to remain with their law enforcement agencies for a specified period (minimum of three years following termination of their fellowship grant);

(b) Have at least five years experience in law enforcement or corrections;

(c) Be currently employed in a staff, supervisory or command capacity;

(d) Be not more than 45 years of age; and

(e) In the case of police, serve in a department providing police protection to a population in excess of 25,000.

### **Special Requirements**

- *Special application forms are prescribed for this project.* Copies of the application may be obtained by request directed to SLEPA, 447 Bellevue Avenue, Trenton, New Jersey 08618.

- This project is considered for local involvement. Therefore, only Mayors or Freeholder-Directors may apply on behalf of their candidate(s).

- Grants will be made directly through the State Law Enforcement Planning Agency (SLEPA). Allocation of funds among the elements of the criminal justice system shall be at the discretion of SLEPA. Normal SLEPA clearance and certification procedures shall apply.

- Applicants shall be required to supply a 40% match of the total grant applied for. Candidates' salaries continued during the project duration may count toward the 40% local matching contribution required for these grants.

### **Subgrant Data**

See data under each individual project.

### **Budget**

	<u>Project 2.2.5(a)</u>	<u>Project 2.2.5(b)</u>	<u>Total</u>
1) LEAA Support Requested	\$150,000	\$ 50,000	\$200,000
2) State Support	-0-	-0-	-0-
3) Local Support	100,000	33,333	133,333
4) Other Support (Federal or Private)	-0-	-0-	-0-
5) Program Total	\$250,000	\$ 83,333	\$333,333

6) Applicable Federal-State Contribution Ratio:

60% Federal      40% State/Local

7) Prior Funding for Program,

i.e., Approved Fiscal 1969

Fund Request

\$ -0-

\$ -0-

\$ -0-

**MULTI-YEAR PROJECTIONS**

	FEDERAL SUPPORT	OTHER SUPPORT	TOTAL
FY 1971	\$ 300,000	\$ 200,000	\$ 500,000
FY 1972	450,000	300,000	750,000
FY 1973	675,000	450,000	1,125,000
TOTAL	\$1,425,000	\$ 950,000	\$2,375,000

**Past Progress**

Not funded in FY 1969.

Expected funding for six major cities in 1970 — \$75,000

**DEADLINE DATES**

Announcement Date

June 15, 1970

This program is a continuing application program not subject to deadlines.

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**PROGRAM 2.2.6 ESTABLISHMENT AND TRAINING OF  
COMMUNITY RELATIONS UNITS IN LOCAL  
POLICE DEPARTMENTS (APPROACH NO. I-6)**

**Objective**

THE OBJECTIVE IS TO ESTABLISH COMMUNITY RELATIONS  
AS AN INTEGRAL PART OF POLICE WORK BY INCREASING

## **DEPARTMENTAL COMMITMENT TO COMMUNITY RELATIONS POLICIES AND PROGRAMS.**

The goal of community relations units should be the long term achievement of improved police-community relations, as opposed to the short term objective of improved public relations. The aim is to effectively engage the community, in order to develop some long term benefit to the community as a whole, rather than to benefit the police department exclusively. Because it involves an "engagement" of the public in a dialogue about mutual problems, a community relations unit must necessarily develop an effective two-way communications process.

Through continuous communications between community relations units and the general community, there will be a broadening of the police appreciation of community concerns, and a mutual broadening of the community's perspective of the duties and responsibilities of the police department.

### **Implementation**

Projects under this program will be operated by municipal police departments and should contain the following elements:

- The centralization, in a single departmental unit, of information pertinent to police-community relations, generally, and reports of current problems encountered in the local community, specifically.
- The stimulation of department-wide concern and interest in addressing community problems.
- Evaluation of department policies, procedures and activities in terms of their effect upon community relations.
- Development of department-wide policies and programs in community relations.
- Development of community relations training programs for personnel in other units of the department.
- Operation of meetings involving department personnel and various segments of the community in order to establish and maintain a dialogue about police-community relations problems.
- Consideration of methods of utilizing civilian volunteers and community leaders in on-going department programs aimed at sustaining communication between the department and the community.



- Receipt and evaluation of information which relates to the present status of police-community relations.

In pursuit of these objectives, various techniques may be employed:

A speakers' bureau to coordinate requests for department presentations; an open house program and tours of department facilities; the development and distribution of information releases concerning department programs; awards to private citizens for assistance to the community and/or the department; special inspection programs in conjunction with precinct personnel for burglary prevention; periodic release of local crime information, with explanations of the significance to local residents. The community relations units may also develop programs for special interest groups, such as youth, by sponsoring and coaching athletic teams, arranging tutorial programs, or assisting in school programs.

The particular techniques employed by the police-community relations units will be left to the discretion of the unit personnel and will be geared to the particular needs of the local community.

#### **Subgrant Data**

There will be six subgrants under this program. *Eligible subgrantees will include all municipal police departments in cities with populations of 25,000 or more.* A provision for community relations training for police department personnel is required for projects in this program area, along with the other elements necessary to establish or expand community relations units. Expansion of existing units must be for purposes of encompassing the functions previously set forth under Implementation. *No projects will be funded under this program that do not provide for the integration of the community into the police-community relations effort and for making community relations a department-wide function.* An example of integration with the community could be the use of combined police-civilian patrols. It is anticipated that each community relations unit will involve 10 police personnel, for a total of approximately 60 personnel overall. The monetary range for each subgrant will be from \$20,000 to \$80,000.

#### **Budget**

1) LEAA Support Requested	\$300,000
2) State Support	-0-

- 3) Local Support 200,000
- 4) Other Support (Federal or Private) -0-
- 5) Program Total \$500,000
- 6) Applicable Federal-State Contribution Ratio:  
60% Federal 40% State/Local
- 7) Prior Funding for Program, i.e.,  
Approved Fiscal 1969 Fund Request \$ 95,065

#### **MULTI-YEAR PROJECTIONS**

	FEDERAL SUPPORT	OTHER SUPPORT	TOTAL
FY 1971	\$ 450,000	\$ 300,000	\$ 750,000
FY 1972	675,000	450,000	1,125,000
FY 1973	1,000,000	666,666	1,666,666
TOTAL	\$2,125,000	\$1,416,666	\$3,541,666

#### **Past Progress**

In FY 1969 four subgrantees were funded under this program in the amount of \$97,626. These projects are:

Program	Sub-grantee	Amount
Police-Community Relations Neighborhood Centers	Camden	\$24,282
Police-Community Relations Training	Plainfield	19,624
Expansion of Police-Community Relations Unit	Orange	25,715
Establishment of Police-Community Relations Unit	New Brunswick	28,005

Expected funding for six major cities in 1970 — \$200,000

## **DEADLINE DATES**

**Announcement Date  
for Filing:**

**June 15, 1970**

**Deadline Date for  
Filing Pre-application  
Form (SLEPA 110):**

**July 1, 1970**

**Deadline Date for  
Final Filing of  
Completed Regular  
SLEPA Application  
(SLEPA 101):**

**August 17, 1970**

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### **PROGRAM 2.2.7 MANAGEMENT OF COURT INFORMATION (APPROACH NO. e-2)**

#### **Objective**

PROVIDE FOR THE DETAILED DESIGNS FOR AND IMPLEMENTATION OF A COMPUTERIZED COUNTY CRIMINAL COURT INFORMATION SYSTEM WHICH WILL UTILIZE INPUTS FROM VARIOUS CRIMINAL JUSTICE AGENCIES, MAINTAIN CENTRAL CASE RECORD FILES, AND PRODUCE OUT-PUTS CONSISTING OF REPORTS, SCHEDULES, ACTION NOTICES, AND VARIOUS LISTINGS TO BE USED AS WORKING TOOLS BY CRIMINAL JUSTICE STAFF PERSONNEL.

A modern information management system will improve the administration of day-to-day criminal justice by automating certain routine record keeping, listing, and notice functions. It will establish a data base from which all information needed to process a criminal case is collected and disseminated. This will insure that court personnel have all pertinent facts readily available at decision points. This will reduce case backlog by reducing

delays, and will improve the quality of justice dispensed. In addition, the automated criminal case processing system will permit the court to control and coordinate the movement of cases on its calendar.

Development of a system of criminal justice information processing in a county criminal court will enable other New Jersey counties to use this system as a model. It will facilitate planning for improvement of the criminal justice system, and will help stem the ever-increasing costs of the administration of justice.

### **Implementation**

Using as a basic framework the preliminary system designs contained in the 1969 SLEPA study, "A Study of Criminal Case Processing Through the Court System of Passaic County", the following project activities will take place in the court system of Passaic County:

TASK 1. The details of what is to be done, and how, will be spelled out explicitly in the form of program specifications. Those details will describe how information will be collected, processed and retrieved. In-put forms, coding procedures, out-put formats, etc., will all be developed within this task.

TASK 2. The computer programming phase will be carried out using the detailed program specifications developed in Task 1. Programming will begin as soon as some of the modules of system design are sufficiently firmed up to permit preparation of final program specifications. Testing and debugging of the program is also included in this task.

TASK 3. New operating procedures to support the system after it becomes operational will be developed and documented. Prior to conversion to the new system, these procedures will be thoroughly tested.

TASK 4. A program of education and training for users of the automated system will be devised and implemented as part of the overall system development. It will cover the objectives of the system and the new operating procedures.

TASK 5. Planning for conversion to the new automated system, including the development of conversion procedures, and backup and recovery procedures, will be carried out.

TASK 6. Existing data and records will be converted to a new format to be processed by the computer.

**TASK 7. Implementation of the conversion procedures developed in Task 5.**

This will be the only funded project under this program in 1970, and its completion (conversion and maintenance) will require a commitment of an additional \$16,500 of Federal funds in 1971.

**Subgrant Data**

Because of the need to develop a model criminal justice information processing system which will be compatible with automated criminal case processing systems developed in other counties, and with the Statewide system, *Passaic County will be the only subgrantee eligible for 1970 funds.* Passaic is an urban county whose criminal justice system is representative of that of other New Jersey counties of its size, and which reflects most of the problems to be found in the systems of other counties.

**Budget**

1) LEAA Support Requested	\$ 76,371
2) State Support	-0-
3) Local Support	53,136
4) Other Support (Federal or Private)	-0-
5) Program Total	\$129,507
6) Applicable Federal-State Contribution Ratio:	
60% Federal      40% State/Local	
7) Prior Funding for Program, i.e.,	
Approved Fiscal 1969 Fund Request	\$ -0-

**MULTI-YEAR PROJECTIONS**

	FEDERAL SUPPORT	OTHER SUPPORT	TOTAL
FY 1971	\$ 96,500	\$ 98,969	\$195,469
FY 1972	160,000	106,667	266,667
FY 1973	240,000	160,000	400,000
TOTAL	\$496,500	\$365,636	\$862,136

**Past Progress**

Not funded in FY 1969.

## **DEADLINE DATES**

**Announcement Date  
for Filing:**

**June 15, 1970**

**Deadline Date for  
Filing Pre-application  
Form (SLEPA 110):**

**July 1, 1970**

**Deadline Date for  
Final Filing of  
Completed Regular  
SLEPA Application  
(SLEPA 101):**

**August 17, 1970**

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### **PROGRAM 2.2.8 STATE COMMISSION ON POLICE STANDARDS AND TRAINING (APPROACH NO. a-7)**

#### **Objective**

THE OBJECTIVE OF THIS PROGRAM IS TO PROVIDE FOR THE ESTABLISHMENT AND IMPLEMENTATION OF A STATE COMMISSION ON POLICE STANDARDS AND TRAINING.

A study of police personnel problems in New Jersey indicates that most local police departments are in need of upgrading recruitment efforts, minimum standards, selection procedures and training.

There are, at present, no Statewide standard, effective selection and screening techniques, no mandatory in-service training, and no organized recruiting programs. With the exception of police departments under the jurisdiction of the State Civil Service Commission, the only Statewide recruitment standards pertain to age, citizenship, residency, and freedom from criminal record. Even in Civil Service jurisdictions where a high school education is required, this minimum can be waived to permit candidates with a tenth grade education to apply for the written entrance examination. There

are no Statewide requirements or standards regarding emotional fitness, and no overall standards for promotion.

Most local police departments demand little or no training beyond the recruit-level training mandated by the Police Training Act of 1965 (N.J.S. 52:17B-66 et seq.), and administered by the New Jersey Police Training Commission.

New Jersey is one of the few states that does not have a Commission on Police Standards. Such a commission would do much to improve local law enforcement, and without dissipating local control of law enforcement, would help to establish adequate personnel selection standards, strengthen training procedures, coordinate recruitment, and improve the organization and operation of local police departments.

### **Implementation**

Statutory authority is required either by Executive Order or legislative enactment to transform the existing New Jersey Police Training Commission into the State Commission on Police Standards and Training. Funds will be provided (to be matched by the grantee in accordance with law) for the establishment of such a commission to include, but not be limited to, obtaining necessary staff support services, training of staff, analyzing existing standards, determining the needs for specific standards, and establishing procedures.

The statutory authority creating this commission should be broad enough to authorize the commission to take the following actions:

- To adopt regulations establishing mandatory minimum standards relating to educational, mental, moral, and physical fitness, which shall govern the selection of police officers (a) in permanent positions, (b) in temporary or probationary status, and (c) in Special Police status.
- To certify persons as being qualified to be police officers.
- To establish mandatory minimum pre-service and in-service training standards with the authority to determine and approve curricula; to identify required preparation for instructors; and to approve facilities acceptable for police training.
- To certify police officers who have acquired various levels of education, training, and experience necessary to perform adequately the duties of police service.

- To consult and cooperate with counties, municipalities, State agencies, other governmental agencies, and with universities, colleges, junior colleges, and other institutions concerning the development of police training schools, degree courses, and programs or courses of instruction.
- To conduct surveys of the administration and operation of police departments, or aid governmental units in providing for surveys to be conducted by other agencies or consulting firms, and to assist governmental units in the implementation of recommendations.
- To conduct studies and make recommendations concerning means by which participating police agencies can pool individual resources.
- To conduct and stimulate research by public and private agencies designed to improve police administration and law enforcement.
- To make such inquiries and inspections as may be necessary to determine whether or not the standards established in the regulations are in fact being adhered to.
- To provide such financial aid as may be authorized by the legislature to participating governmental units.
- To establish a centralized police recruiting office with the primary responsibility of administering a Statewide recruitment program.

#### **Subgrant Data**

The funding level for FY 1970 is \$30,000.\* One applicant is eligible for this program. *The Department of Law and Public Safety will be the applicant on behalf of the Police Training Commission.* The proposed State Commission on Police Standards and Training must be created by statutory authority, i.e., Executive Order or legislative enactment prior to the transfer of funds.

#### **Budget**

1) LEAA Support Requested	*\$30,000
2) State Support	20,000
3) Local Support	-0-
4) Other Support (Federal or Private)	-0-
5) Program Total	\$50,000
6) Applicable Federal-State Contribution Ratio:	
60% Federal	40% State/Local



7) Prior Funding for Program, i.e.,  
Approved Fiscal 1969 Fund Request \$ -0-

\*An additional \$30,000 is being requested for this purpose under the Discretionary Grant Program, "Statewide Police or Criminal Justice Standards and Training Systems." Approval of this discretionary grant will require additional State support, up to \$40,000 total, depending upon the level of discretionary funding approved.

#### **MULTI-YEAR PROJECTIONS**

	FEDERAL SUPPORT	OTHER SUPPORT	TOTAL
FY 1971	\$ 75,000	\$ 50,000	\$125,000
FY 1972	50,000	50,000	100,000
FY 1973	25,000	75,000	100,000
TOTAL	\$150,000	\$175,000	\$325,000

#### **Past Progress**

Not funded in FY 1969.

#### **DEADLINE DATES**

**Announcement Date  
for Filing:**

**June 15, 1970**

**Deadline Date for  
Filing Pre-application  
Form (SLEPA 110):**

**July 1, 1970**

**Deadline Date for  
Final Filing of  
Completed Regular  
SLEPA Application  
(SLEPA 101):**

**August 17, 1970**

**PROGRAM 2.3.1 SPECIFIC PROBLEM-ORIENTED RESEARCH IN  
INCREASING THE EFFICIENCY AND  
EFFECTIVENESS OF THE CRIMINAL  
JUSTICE SYSTEM (APPROACH NO. j-5)**

**Objective**

THE PURPOSE OF THIS PROGRAM IS TO DEVELOP MORE EFFICIENT MEANS OF ORGANIZING AND OPERATING THE CRIMINAL JUSTICE SYSTEM. RESEARCH WILL BE CONDUCTED TO DETERMINE WHICH OF SEVERAL ALTERNATIVE COURSES OF ACTION WILL PROVIDE MAXIMUM EFFECTIVENESS FOR A GIVEN COST, OR MINIMUM COST FOR A GIVEN EFFECTIVENESS.

**Implementation**

There are three types of research projects contemplated in this program:

- *A project to study the role of the police officer in a large, urban police department.* This project will be designed to analyze the actual tasks involved in providing the full range of police services in a modern police department, with particular emphasis on the changes in the police role, the changes in skill and knowledge required, and a projection of future needs as they affect selection, training, and organization. Research methodology may include tests of job knowledge, personality inventories, open end interviews, non-participating observers, case studies, and sampling of incident reports, service reports, and other departmental data.

- *A project to analyze reported crimes by time, position, and characteristics.* This project will utilize sophisticated techniques of analysis in conjunction with computer-generated displays in order to predict where and when certain crimes are most likely to occur. This data will be used to properly pre-position patrol and support forces to reduce response time and increase patrol effectiveness. Detailed characteristics of each committed crime and the mode of operation of each offender will be subjected to cluster analysis to assist in the identification and apprehension of individual offenders. This project will be operated by a large metropolitan police department.

- *A project to analyze the cost and effectiveness of utilizing ex-offenders and para-professionals as probation aides.* This project will be operated by a county probation department. A small number of sub-professionals, some being ex-offenders, will be assigned to work with a selected group of probationers under the supervision of a probation officer.

The effectiveness of the probation aides will be studied by comparing the study group of probationers for one year and comparing the experience of the study group with a control group of equivalent characteristics treated by traditional probation methods. Effectiveness measures will include recidivism rates, rates of probation violation, employment, and other measures of social adjustment.

#### **Subgrant Data**

There are three subgrants anticipated under this program:

*The project to study the role of the police officer will be operated by a large municipal police department in a city of 50,000 or more population.* The monetary range for this project will be from \$20,000 to \$30,000.

*The project to analyze reported crimes by time, position and characteristics will be operated by a large municipal police department in a city of 100,000 or more population.* The monetary range for this subgrant will be from \$40,000 to \$60,000.

*The project to analyze the cost effectiveness of para-professional and ex-offender probation aides will be operated by a county probation department.* The monetary range for this subgrant will be from \$20,000 to \$30,000.

#### **Budget**

1) LEAA Support Requested	\$100,000
2) State Support	-0-
3) Local Support	66,667
4) Other Support (Federal or Private)	-0-
5) Program Total	\$166,667
6) Applicable Federal-State Contribution Ratio:	
60% Federal	40% State/Local
7) Prior Funding for Program, i.e.,	
Approved Fiscal 1969 Fund Request	\$ -0-

### **MULTI-YEAR PROJECTIONS**

	FEDERAL SUPPORT	OTHER SUPPORT	TOTAL
FY 1971	\$150,000	\$100,000	\$ 250,000
FY 1972	200,000	133,334	333,334
FY 1973	250,000	166,666	416,666
TOTAL	\$600,000	\$400,000	\$1,000,000

#### **Past Progress**

Not funded in FY 1969.

Expected funding for six major cities in 1970 — \$60,000

### **DEADLINE DATES**

**Announcement Date  
for Filing:**

**June 15, 1970**

**Deadline Date for  
Filing Pre-application  
Form (SLEPA 110):**

**July 1, 1970**

**Deadline Date for  
Final Filing of  
Completed Regular  
SLEPA Application  
(SLEPA 101):**

**August 17, 1970**

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### **PROGRAM 3.1.1 PREVENTION OF NARCOTICS AND DANGEROUS DRUG ABUSE (APPROACH NO. b-6)**

#### **Objective**

TO ASSIST UNITS OF LOCAL GOVERNMENT IN MORE EFFECTIVELY PREVENTING DRUG ABUSE BY EXPANDING EDUCATION, TRAINING AND PUBLIC INFORMATION PROGRAMS, AND BY INCREASING THE POLICE CAPABILITY TO COPE WITH ILLICIT DRUG TRAFFIC.

Because of the dramatic increase in the use of drugs by juveniles, as attested by the 57 per cent increase in juvenile drug arrests in the past three years, and because drug abuse is a problem affecting all segments of the population, there is a public demand to expand efforts in the area of drug prevention. This public interest has resulted in an increase of activity within the community directed toward diminishing the narcotics threat. Such efforts, however, have not succeeded to any great degree. This is partially true because programs have been uncoordinated, lacking in professional direction, and without adequate funds.

It is the purpose of this program to attack drug abuse from four approaches:

(1) Informing the public through the mass media of the dangers inherent in experimentation with drugs; (2) Educating teachers and parents and the general public about the methods used to recognize drug users, and the appropriate steps to be taken when drug use is suspected; (3) Educating students about the psychological and physiological hazards associated with drug use; and (4) Improving enforcement of drug laws, particularly those pertaining to the sale and distribution of illegal narcotic substances and dangerous drugs.

#### **Implementation**

The following types of projects will be considered for funding:

- ***Mass media campaigns against drug abuse directed to young people, through use of billboards, spot radio commercials on both English and Spanish speaking programs, newspapers, public transportation posters, etc.*** The material for these commercials should be imaginative, and convey a message that is easily understood by the target group.

- ***Projects that institute educational and training activities.*** These may include establishing a narcotics program coordinator and staff to be responsible for instituting and evaluating structural narcotic prevention programs within a particular jurisdiction. They may also include educational and training programs informing all school system employees, parents of school children, and students, of the nature of the drug abuse problem and how drugs affect the individual; and public forums, seminars, and special and intensive short and long term campaigns to generate an active level of public awareness.

- ***Increasing the capabilities of local police in curbing drug traffic*** by establishing or expanding special narcotic units whose responsibility is not only to enforce the narcotic laws, but to coordinate with existing community prevention and rehabilitation programs.

It is anticipated that more than a million of the State's residents will be affected by this program, as beneficiaries of expanded narcotics enforcement, or as recipients of information through advertising and education. All of the projects in this program will absorb substantial resources for the next four years. Special consideration will be accorded to innovative projects which involve the community broadly, in such ventures as youth helping youth; in group counseling of parents, of children and youths, and of parents and children, etc.

#### **Subgrant Data**

- *Fourteen grants, ranging from \$10,000 to \$12,000, to counties with a population in excess of 200,000, or to counties with a population less than 200,000, but bordering the Atlantic Ocean, for conducting mass media drug prevention campaigns.*

- *Six grants, ranging from \$20,000 to \$35,000, to counties or municipalities for establishing an office of narcotics program coordination, or for extending the capability of an existing office; for instituting a drug prevention program in cooperation with the school system; for instituting a general public education program; or for any combination of these program components.*

- *Five grants, from \$20,000 to \$25,000, to cities with a population of over 50,000, and a narcotic drug arrest total in excess of 300 for 1969, for establishing or expanding special narcotics enforcement units as part of the municipal police operation (eligible cities are Atlantic City, Elizabeth, Jersey City, Newark, and Paterson.) If any of these designated cities fail to apply in*

the prescribed time period, alternative cities with populations over 50,000, and with high narcotic arrest rates in 1969, will be eligible.

#### **Budget**

1) LEAA Support Requested	\$500,000
2) State Support	-0-
3) Local Support	333,333
4) Other Support (Federal or Private)	-0-
5) Program Total	\$833,333
6) Applicable Federal-State Contribution Ratio:	
60% Federal    40% State/Local	
7) Prior Funding for Program, i.e.,	
Approved Fiscal 1969 Fund Request	\$ -0-

#### **MULTI-YEAR PROJECTIONS**

	FEDERAL SUPPORT	OTHER SUPPORT	TOTAL
FY 1971	\$ 750,000	\$ 500,000	\$1,250,000
FY 1972	750,000	500,000	1,250,000
FY 1973	500,000	333,333	833,333
TOTAL	\$2,000,000	\$1,333,333	\$3,333,333

#### **Past Progress**

Not funded in FY 1969.

Expected funding for six major cities in 1970 — \$125,000

#### **DEADLINE DATES**

##### **Announcement Date**

**For Filing:**

**July 15, 1970**

**Deadline Date for  
Filing Pre-Application  
Form (SLEPA 110):**

**July 31, 1970**

**Deadline Date for  
Final Filing of  
Completed Regular  
SLEPA Application  
(SLEPA 101):**

**September 15, 1970**

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**PROGRAM 3.1.2 PUBLIC EDUCATION ON HOW TO "HARDEN"  
CRIME TARGETS (APPROACH NO. b-3)**

**Objective**

THE OBJECTIVE OF THIS PROGRAM IS TO EDUCATE CITIZENS AND BUSINESSMEN ON HOW TO "HARDEN" CRIME TARGETS, AND TO SPREAD THE KNOWLEDGE AND USE OF SUCH TECHNIQUES IN EFFORTS TOWARD PREVENTING CRIME, THEREBY INCREASING THE EFFECTIVENESS OF LAW ENFORCEMENT.

The problem of law enforcement is 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 "harden" crime targets can be a valuable asset to crime control programs, if they have the interest and cooperation of the citizenry.

There are no demonstrable techniques for determining effective crime "hardening" projects, nor are there meaningful statistics to determine how many potential crimes are deterred by making crime targets inaccessible to criminals. It is known, however, that the habit of leaving car doors unlocked, or the keys in the ignition switch, presents readily available crime targets for individuals, especially juveniles, who might not otherwise attempt a car theft. Some 37,188 car thefts were reported in New Jersey during 1969. This



represented approximately 1% of the licensed automobiles in the State. Although the statistics do not show the number of unlocked cars among the thefts, the total figure is significant. It represented 21% of the total number of crimes reported for the year in New Jersey.

Car owners are not the only victims of theft. Homeowners sometimes are careless in leaving homes unlocked, all lights out, and during lengthy absences uncanceled newspaper and milk deliveries on the front porch. Storeowners and other businessmen, many of whom learn only through hard experience, are affected more than other groups, because readily available cash is a prime target for robbers and burglars. Statistics on robberies and burglaries of business establishments show this to be true. Storeowners and businessmen have a greater responsibility for knowing of and implementing crime prevention techniques.

Public education programs utilizing innovative techniques may 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 must be tailored also to the individual needs of various groups in the community. Groups such as merchants, housewives, and bank owners all have different problems in relation to crime. Most experts believe that effective programs must be cooperative in the sense that all of the interests of a community are represented.

#### **Implementation**

***This program encourages applications from county and municipal units of government, or combinations of such units, and from private and public organizations under the sponsorship of local government, to develop and implement public education programs on "hardening" crime targets.*** The program envisions the establishment of innovative projects by local units of government undertaken on a cooperative basis by police departments, citizen groups, social groups, professional organizations, businessmen's groups, schools, and other community organizations.

The types of projects acceptable for funding include, but are not limited to: Public seminars, programs, and forums, for the expressed purpose of informing community participants of crime prevention techniques; development and implementation of special courses and materials such as "Law Enforcement and Citizen Responsibility" in elementary and high schools; development of crime prevention courses to educate the business

community in how to cope effectively with robberies, larcenies, bad checks, and vehicle thefts; and development of police-sponsored robbery clinics for organizations and firms handling large amounts of money. Components of such projects could include the development, production, and dissemination of "hardening" techniques in the social crime category, including but not limited to, the use of advertising on billboards and newspapers and magazines; the use of radio and television advertising, and the use of hand-out literature; projects for citizens to determine crime targets that can be "hardened" through citizen efforts, awareness, and precautions, including but not limited to: child molestation, auto theft, assault, burglary, mugging, and fraud; and development of audio-visual aids to supplement police department appearances before citizen and school groups on such topics as vandalism, personal defense, and burglary protection.

In the first year of the program, it is anticipated that approximately 500,000 pieces of literature concerning crime prevention techniques will be disseminated; that approximately 30,000 people will be directly involved in public programs, and that an additional 200,000 contacts will be made by subgrantees through public appearances and speaking engagements. It is possible that the number of persons reached through the advertising media in the first year will approach 1,000,000. However, the only viable goal of such a program can be the measurable reduction in crime compared to previous years. This measurement will be undertaken by subgrantees as part of the research and evaluation components of their projects.

This program will be expanded in future years, with the goal of establishing crime prevention programs in each municipality in the State with a population over 25,000, and in each of the 21 counties as a responsibility of the County Prosecutor. The program, therefore, will require continuous funding with Federal support of \$712,500 from 1971 through 1973.

#### **Subgrant Data**

The total funding for this program for fiscal year 1970 is \$100,000. Within this total there are two levels of funding. *The first level will fund applicants whose projects are comprehensive in scope and envision full-time operations. Within this level, 2-3 applicants will be funded at ranges between \$10,000 and \$25,000. Priority will be given to the high crime municipalities with populations of 100,000 and over, and first class counties with populations of 600,000 or more. The second level of funding includes applicants from all municipalities and counties whose projects envision short-term programs. Within this level, 5-10 applicants will be funded at ranges between \$2,000-*

\$10,000. Previously funded subgrantees will be given funding preference for continuous projects providing that their progress warrants it, and that their application for project continuation meets all requirements.

Subgrantees for both levels of projects must demonstrate willingness to give the subject high priority, and the capacity both to sponsor and cooperate in research and evaluation. Each subgrantee will also be subject to the general and special conditions attached to approved grant applications.

#### **Budget**

1) LEAA Support Requested	\$100,000
2) State Support	-0-
3) Local Support	66,666
4) Other Support (Federal or Private)	-0-
5) Program Total	\$166,666
6) Applicable Federal-State Contribution Ratio:	
60% Federal 40% State/Local	
7) Prior Funding for Program, i.e.,	
Approved Fiscal 1969 Fund Request	\$ 43,014

#### **MULTI-YEAR PROJECTIONS**

	FEDERAL SUPPORT	OTHER SUPPORT	TOTAL
FY 1971	\$150,000	\$100,000	\$ 250,000
FY 1972	225,000	150,000	375,000
FY 1973	337,500	225,000	562,500
TOTAL	\$712,500	\$475,000	\$1,187,500

#### **Past Progress**

In FY 1969 three subgrantees were funded under this program in the amount of \$43,014. These projects are:

Program	Sub-grantee	Amount
Public Information Program	Elizabeth	\$6,530
Community Education in Narcotics and Drug Abuse	Willingboro	29,314

Criminal Justice Education  
for Model Cities Residents

Newark

7,170

Expected funding for six major cities in 1970 — \$50,000

#### **DEADLINE DATES**

**Announcement Date  
for Filing:**

**July 15, 1970**

**Deadline Date for  
Filing Pre-Application  
Form (SLEPA 110):**

**July 31, 1970**

**Deadline Date for  
Final Filing of  
Completed Regular  
SLEPA Application  
(SLEPA 101):**

**September 15, 1970**

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#### **PROGRAM 3.2.1 REHABILITATION OF NARCOTICS AND DANGEROUS DRUG OFFENDERS (APPROACH NO. 1-6)**

##### **Objective**

TO EXPAND THE CAPABILITIES OF STATE AND LOCAL AGENCIES IN REHABILITATING DRUG ADDICTS; AND TO REHABILITATE YOUNGSTERS, AGED 14 TO 18, WHO ARE HABITUAL DRUG ABUSERS.

The 1969 New Jersey Uniform Crime Reports for 22 cities over 50,000 population indicate an increase in arrests for all narcotic violations of almost 160 percent from 1967 to 1969. Within this period, arrests for the so called "hard drugs", which include the opiates and cocaine derivatives, registered the highest individual gains, with an increase of over 240 percent, while marihuana arrests increased by almost 184 percent. The 1969 arrests for drug involvement showed arrests for use of opiates and cocaine as the most prevalent, comprising over 60 percent of the total of drug arrests last year.

Almost 9 percent of all persons arrested for hard drug involvement in the major cities during 1969 were under the age of 18. In terms of volume, juvenile arrests for hard drugs have risen 439 percent since 1967. Additionally, the juvenile arrest volume for marihuana, synthetic, and other dangerous drugs rose 195 percent during the same period.

It has been estimated that there are 7000 drug addicts in New Jersey. If this figure is accurate, and daily heroin purchases per person require \$30, then these addicts must obtain \$210,000 every day, \$1,500,000 every week, \$6,000,000 every month, \$78,000,000 every year. It is of course true that all 7000 previously convicted addicts may not still be active, or that they may not all be active all the time. It is also true that part of the money needed for drugs may come from sources unrelated to crime. But, the \$30 per day figure is estimated as cash, and the value of stolen goods needed to raise \$30 in cash per day is \$60-\$90. Balancing all of these factors, the figure of \$78,000,000 per year may be a correct estimate. If so, inner city crime — and the quality of inner city life — is obviously correlated with the state of narcotics addition and control.

There is a great need to reach more drug offenders in New Jersey than is possible with present State resources. The State residential treatment facility for addicts at the Skillman Neuro-Psychiatric Institute can accommodate only 52 patients at one time, and has a waiting list for admissions. There are five community stations for methadone maintenance treatment and only 80 patients currently participating in this program. Some private narcotics rehabilitation programs have received limited assistance from the National Institute of Mental Health to pay staff salaries, but must also spend a great deal of time and energy raising funds for other operational expenses. There is no residential treatment facility exclusively for the young, habitual drug abuser, aged 14 to 18.

### **Implementation**

Projects that are directly concerned with the rehabilitation of drug addicts and habitual users will be eligible for funding consideration, providing that they include an evaluation component permitting an adequate judgment of program effectiveness. Applications reflecting the following approaches will receive priority consideration:

- *Projects that expand the methadone maintenance treatment approach under the administrative supervision of the New Jersey Methadone Maintenance Treatment Project.*
- *Projects that establish small group, residential, drug rehabilitation centers in the community, exclusively for youngsters aged 14 through 18, under the direct management of a professional staff (social workers, psychologist, educator, or other academically-trained specialist). Continuation of academic education for the youngsters; a diagnostic capability; and a provision for a range of treatment resources are desirable.*
- *Projects that expand the treatment service of private or public drug abuse rehabilitation programs, sponsored by a local unit of government, and endorsed by the New Jersey State Division of Narcotics and Drug Abuse Control, will also be considered.*

Projects may be administered directly by agencies of government or by private agencies as sub-grantees of units of State or local government. Projects may be developed and administered by a State agency for local government under the following conditions: (a) The local unit or units benefiting from the service agree by resolution of council or board, and the Chief Executive Officer (Mayor, or Freeholder Director) signs a consent or waiver of local funding; and (b) The SLEPA Governing Board specifically approves.

It is anticipated that approximately 600 individuals will directly benefit from this program this year.

### **Subgrant Data**

*One grant of \$85,000 will be awarded to the New Jersey State Division of Narcotic and Drug Abuse Control to supplement a \$100,000 discretionary grant for expansion of the methadone maintenance program.*

*Three to four grants, ranging from \$35,000 to \$50,000, will be offered to counties with a population in excess of 100,000, or to cities with a population in excess of 25,000, for establishing or expanding methadone maintenance community stations.*

*Three to four grants, ranging from \$75,000 to \$100,000, will be offered to counties with a population in excess of 100,000, or to cities with a population in excess of 25,000, for assisting existing private or public drug rehabilitation programs.*

*Three to four grants, ranging from \$70,000 to \$80,000, will be offered to counties with a population in excess of 200,000, or to cities with a population in excess of 50,000, for establishing residential drug rehabilitation centers for juveniles.*

### **Budget**

1) LEAA Support Requested	\$1,000,000
2) State Support	56,000
3) Local Support	610,666
4) Other Support (Federal or Private)	*-0-
5) Program Total	\$1,666,666
6) Applicable Federal-State Contribution Ratio:	
60% Federal    40% State/Local	
7) Prior Funding for Program, i.e.,	
Approved Fiscal 1969 Fund Request	\$-0-

\*Projects administered by private agencies for local government may contribute cash, goods or property, but the extent or value of such contribution cannot be calculated at this time.

### **MULTI-YEAR PROJECTIONS**

	FEDERAL SUPPORT	OTHER SUPPORT	TOTAL
FY 1971	\$1,500,000	\$1,000,000	\$ 2,500,000
FY 1972	2,250,000	1,425,000	3,675,000
FY 1973	3,375,000	2,250,000	5,625,000
TOTAL	\$7,125,000	\$4,675,000	\$11,800,000

### **Past Progress**

Not funded in FY 1969.

Expected funding for six major cities in 1970 — \$160,000

## **DEADLINE DATES**

**Announcement Date  
for Filing:**

**July 15, 1970**

**Deadline Date for  
Filing Pre-Application  
Form (SLEPA 110):**

**July 31, 1970**

**Deadline Date for  
Final Filing of  
Completed Regular  
SLEPA Application  
(SLEPA 101):**

**September 15, 1970**

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### **PROGRAM 3.2.2 COMMUNITY-BASED CORRECTIONS (APPROACH NO. 1-2)**

#### **Objective**

TO DEVELOP A RANGE OF CORRECTIONAL PROJECTS, BASED IN THE COMMUNITY, THAT WILL OFFER ADDITIONAL ALTERNATIVES TO THE COURT AND CORRECTIONAL ADMINISTRATORS IN ORDER TO BETTER MEET THE NEEDS OF THE INDIVIDUAL, WHILE MAINTAINING THE SAFETY OF THE COMMUNITY.

THE MOST EFFECTIVE CORRECTIONAL PROGRAMS ARE THOSE THAT OPERATE AS CLOSE TO THE COMMUNITY AS SECURITY WILL ALLOW, PROVIDING PERIODS FOR TESTING BEHAVIOR WITHOUT THE ARTIFICIAL RESTRAINTS OF INSTITUTIONAL CONFINEMENT.

#### **Implementation**

*Projects that establish community rehabilitation centers serving juvenile and young adult offenders will be eligible.* Program components may include a limited residential capability and a variety of treatment approaches carried



out by the center staff and/or by the purchase of services. The use of subprofessional aides, indigenous to the community, is encouraged. The group served may be any one of the following categories:

- Juveniles awaiting final court disposition who might otherwise be placed in juvenile detention for lack of a satisfactory community placement.
- Juveniles, adjudicated as delinquent, who need more control than that offered by general probation supervision, but less than that afforded by correctional commitment. This would be a multi-track program. It would offer treatment and flexible controls as necessary. Juveniles might be sent to this type of community resource as a condition of probation.
- Young adult offenders (18-24) who need more control than that offered by general probation supervision, but less than that afforded by correctional commitment. Vocational training and/or placement should be a major program component, and participation could be a condition of probation.
- Adult offenders, released from county jails, who are without suitable domicile and who voluntarily accept temporary residence and vocational assistance. Procedures should be established to effect early release from jail for those placed in the program.

Projects may be administered directly by agencies of government or by private agencies as sponsored by units of State or local government. County programs may be developed and administered by a State agency for the county, if the local jurisdiction agrees and if the Board of Freeholders by resolution accepts such services as being "local". This procedure is necessary to maintain the required State-local fund distribution balance.

It is anticipated that 750 individuals will be served in this program this year based on an estimate of 150 per year per project.

#### **Subgrant Data**

- *One or two grants of up to \$80,000 each to the New Jersey Division of Correction and Parole.*
- *One grant of approximately \$130,000 to the New Jersey Administrative Office of the Courts or its designee.*
- *Three grants of up to \$70,000 to three counties with a population in excess of 200,000.*

**Budget**

1) LEAA Support Requested	\$500,000
2) State Support	168,000
3) Local Support	165,333
4) Other Support	-0-
5) Program Total	\$833,333
6) Applicable Federal-State Contribution Ratio:	
60% Federal      40% State/Local	
7) Prior Funding for Program, i.e., Approved Fiscal 1969 Fund Request	\$ 95,065

**MULTI-YEAR PROJECTIONS**

	FEDERAL SUPPORT	OTHER SUPPORT	TOTAL
FY 1971	\$ 750,000	\$ 500,000	\$1,250,000
FY 1972	1,125,000	750,000	1,875,000
FY 1973	1,687,500	1,125,000	2,812,500
TOTAL	\$3,562,500	\$2,375,000	\$5,937,500

**Past Progress**

One subgrantee was funded from FY 1969 action grant monies in the area of Community-Based Corrections. This project is:

Program	Sub-grantee	Amount
Education and Rehabilitation Programs for Youthful Offenders	Essex County	\$47,122

**DEADLINE DATES**

**Announcement Date  
for Filing:**

**July 15, 1970**

**Deadline Date for  
Filing Pre-application  
Form (SLEPA 110):**

**July 31, 1970**

**Deadline Date for  
Final Filing of  
Completed Regular  
SLEPA Application  
(SLEPA 101):**

**September 15, 1970**

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**PROGRAM 3.3.1 SPECIFIC PROBLEM-ORIENTED RESEARCH  
IN REDUCING THE NEED AND DESIRE TO  
COMMIT CRIME (APPROACH NO. J-6)**

**Objective**

THIS RESEARCH PROGRAM WILL ATTEMPT TO DETERMINE THE PARTICULAR CAUSATIVE FACTORS THAT LEAD TO INDIVIDUAL CRIMINAL ACTS, AND TO IDENTIFY SPECIFIC INTERVENTION TECHNIQUES THAT MAY ACT TO REMOVE OR REDUCE THE BASIC CAUSATION FOR CERTAIN CRIMINAL BEHAVIOR.

The two specific problems to which this program is currently addressed are the causes of narcotic addiction, and the effect of work release on individual offenders. One project will attempt to answer questions concerning the characteristics of the addicted population in a major urban center, the social and psychological factors that evidence a pre-disposition to narcotic addiction, and factors leading to the discontinuation of narcotic addiction.

The second project will attempt to determine the effect of work release programs in reducing recidivism and improving vocational opportunities for offenders released from a county correctional facility.

**Implementation**

There are two specific research projects planned in this program:

- *A project to study the social and psychological aspects of narcotic addiction.* This project will be operated by a large municipal government. A

representative sample of registered narcotic addicts will be drawn from the records of the municipal police department. Detailed case studies will be prepared and specific variables will be tabulated for analyses. The research will be designed to answer certain key questions such as: age when first addicted, age at time of abstinence, relapse rate, treatment methods and effects, choice of drugs, collateral criminal activities, and social-psychological factors showing positive correlation with narcotic addiction. Research data will be obtained from psychological testing, depth interviews, records of public and private agencies, and physical examinations.

- ***A project to study the effects of work release on individual offenders.*** This project will be operated by a county sheriff's office or probation department. A group of offenders engaged in work release from a county correctional institution will be studied in relation to a control group in the same institution selected for comparability with the study group. Background data will be collected for each individual by reviewing existing records, and through testing and interviewing the subjects. Data will be collected on the work release group to determine the individual's job performance, job satisfaction, skill development, and attitude changes. Comparable data will again be collected on the study group and the control group a minimum of six months after both groups have been released from the institution, in order to measure job stability, skill level, job satisfaction, earnings, and general social adjustment.

#### **Subgrant Data**

There are two subgrants planned under this program. *The project to study the social and psychological aspects of narcotic addiction will be sponsored by a municipal government in a city of 100,000 population or more.* The monetary range of this subgrant will be from \$20,000 to \$30,000. *The project to study the effects of work release on individual offenders will be sponsored by a county government.* The monetary range of this subgrant will be from \$20,000 to \$30,000.

#### **Budget**

1) LEAA Support Requested	\$50,000
2) State Support	-0-
3) Local Support	33,333
4) Other Support (Federal or Private)	-0-
5) Program Total	\$83,333

6) Applicable Federal-State Contribution Ratio:  
60% Federal 40% State/Local

7) Prior Funding for Program, i.e.,  
Approved Fiscal 1969 Fund Request \$ -0-

#### **MULTI-YEAR PROJECTIONS**

	FEDERAL SUPPORT	OTHER SUPPORT	TOTAL
FY 1971	\$ 50,000	\$ 33,333	\$ 83,333
FY 1972	75,000	50,000	125,000
FY 1973	75,000	50,000	125,000
TOTAL	\$200,000	\$133,333	\$333,333

#### **Past Progress**

Not funded in FY 1969.

Expected funding for six major cities in 1970 — \$30,000

#### **DEADLINE DATES**

**Announcement Date  
for Filing:**

**July 15, 1970**

**Deadline Date for  
Filing Pre-application  
Form (SLEPA 110):**

**July 31, 1970**

**Deadline Date for  
Filing of  
Completed Regular  
SLEPA Application  
(SLEPA 101):**

**September 15, 1970**

**PROGRAM 4.1.1 STATE-WIDE ORGANIZED CRIME**  
**INTELLIGENCE UNITS (APPROACH NO. g-1)**

**Objective**

TO ASSIST IN THE EXPANSION AND FURTHER DEVELOPMENT OF STATEWIDE, BI-STATE AND MULTI-STATE STRATEGIC AND TACTICAL ORGANIZED CRIME INTELLIGENCE UNITS, WHICH WILL HAVE THE CAPABILITY OF COORDINATING THE INTELLIGENCE GATHERING FUNCTIONS OF STATE AND LOCAL LAW ENFORCEMENT AGENCIES AND PROVIDE THE NECESSARY LINK TO MULTI-STATE, REGIONAL INTELLIGENCE SYSTEMS.

Intelligence gathering is a key element in the investigation and prosecution of organized crime, because it provides the information necessary to mount and sustain successful investigations and prosecution.

Because organized crime crosses municipal, county and state boundaries, because local law enforcement in New Jersey is fragmented among many jurisdictions, and because most local law enforcement agencies in the State do not have the personnel, financial resources or expertise to investigate and prosecute organized crime, there is a need for statewide and regional (bi-state and multi-state) intelligence gathering, collection and dissemination.

The information gathering capacity of several existing agencies within the State needs to be expanded and further developed. These units include the Intelligence Bureau of the New Jersey State Police, the Waterfront Commission of New York Harbor and the State Commission of Investigation.

**Implementation**

The activities planned for which funds are being requested will generally take place at the state level, and in one project will involve a bi-state (New Jersey and New York) agency.

The type and scope of projects contemplated include:

- *Increasing the number of qualified investigators* (including tax investigators, accountants and statisticians, as well as police investigators) available to each of these agencies for purposes of gathering both strategic and tactical organized crime intelligence. It is anticipated that the number of investigators added to each of the three eligible applicant agencies will range

from 4 to 10 at an annual salary of \$10,000 each. It is expected that the first six months of employment will be devoted exclusively to training, e.g. attendance at the Organized Crime School, the Internal Revenue Service Special Agents School, etc., and on-the-job training. During this training period, investigators' salaries will be wholly supported by Federal funds. During the remaining six months, one-third of the investigators' salaries will be Federally supported. This will consume approximately \$100,000 (50%) of the LEAA support requested.

- ***Adding six to eight clerical or other administrative personnel*** to the aforementioned agencies in order to relieve new and existing investigators of clerical or other non-investigative tasks. With one-third of the salaries of these new personnel charged to the Federal share, this will consume between \$15,000 and \$20,000 (10%) of the LEAA support requested.

- ***Developing, preparing and disseminating informational and educational materials*** concerning organized crime to operational law enforcement units. Approximately \$5,000 will be used for this purpose in 1970.

- ***Facilitating and coordinating the greater exchange of information*** among relevant Federal, State, and local law enforcement agencies operating within the State through utilizing the facilities of the Statewide Communications and Information System wherever possible, and through regular intelligence briefings involving Federal, State, and local law enforcement officials. It is anticipated that expenditures for required communication and travel will not exceed \$5,000, from the Federal share, in 1970.

- ***Establishing a system for the security of information***, with standards for clearance of recipient agencies and a provision for the investigation of potential recipients of information. Existing facilities and personnel will be utilized for this purpose, with no additional expenditures anticipated in 1970.

- ***Holding between two and five public and/or private hearings***, at a total cost of approximately \$2,000 - \$5,000 (Federal funds) for purposes of gaining information about organized crime figures, and about the operational structure of organized crime.

- ***Purchasing various types of equipment*** including, but not limited to, special surveillance vehicles, e.g., disguised vans or other motor vehicles equipped with movie cameras, sound equipment, tape recorders, etc.; special electronic surveillance equipment; intelligence storage and retrieval

equipment; portable and mobile radios; normal range and long range cameras; and other necessary office-type equipment. Total equipment expenditures will consume between \$50,000 and \$65,000 (approximately 30%) of the LEAA support requested.

#### **Subgrant Data**

*One to three subgrants, ranging from \$50,000 to \$100,000, will be awarded, with eligible applicants including the Division of State Police in the Department of Law and Public Safety, the Waterfront Commission of New York Harbor, and the State Commission of Investigation.*

The intelligence-gathering function of these eligible agencies must involve only non-operational personnel in the sense that they will not arrest offenders or perform direct enforcement operations, except in emergency situations.

#### **Budget**

1) LEAA Support Requested	*\$200,000
2) State Support	66,667
3) Local Support	-0-
4) Other Support (Federal or Private)	-0-
5) Program Total	\$266,667
6) Applicable Federal-State Contribution Ratio:	
75% Federal	25% State/Local
7) Prior Funding for Program, i.e.,	
Approved Fiscal 1969 Fund Request	\$ -0-

\*Additional Federal funds are being requested for this same purpose by the New Jersey State Police and the Waterfront Commission under the Discretionary Grant Program for FY 1970. Approval of these discretionary grants will require additional State and other support depending upon the level of discretionary funding approved.

#### **MULTI-YEAR PROJECTIONS**

	FEDERAL SUPPORT	OTHER SUPPORT	TOTAL
FY 1971	\$ 300,000	\$100,000	\$ 400,000
FY 1972	450,000	150,000	600,000
FY 1973	675,000	225,000	900,000
TOTAL	\$1,425,000	475,000	\$1,900,000



**Past Progress**

Not funded in FY 1969.

**DEADLINE DATES**

**Announcement Date  
for Filing:**

**April 15, 1970**

**Deadline Date for  
Filing Pre-application  
Form (SLEPA 110):**

**May 1, 1970**

**Deadline Date for  
Filing of  
Completed Regular  
SLEPA Application  
(SLEPA 101):**

**June 15, 1970**

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**PROGRAM 4.1.2 STATE-WIDE ORGANIZED CRIME  
INVESTIGATORY AND PROSECUTORIAL  
UNITS (APPROACH NO. g-7)**

**Objective**

ESTABLISH AND IMPLEMENT A SYSTEM WHEREBY THE PROSECUTION OF INDIVIDUALS ENGAGED IN ORGANIZED CRIME WILL BE STRUCTURED INTO A CONTINUOUS, COHESIVE ENFORCEMENT EFFORT, COMMENCING WITH THE INCEPTION OF THE INVESTIGATION THROUGH CONVICTION AT TRIAL; PROVIDE FOR THE CONTINUATION OF THE EXPANDED INVESTIGATION OF ORGANIZED CRIME, INCLUDING EXPANSION OF THE ON-GOING ORGANIZED CRIME TRAINING PROGRAM OF THE NEW JERSEY STATE POLICE.

The basic structure of an efficient organized crime program includes two components — the investigative personnel who gather the raw facts which are necessary for prosecution, and the legal personnel who structure those facts into cases which ultimately are presentable in a courtroom. The standard organized crime case is a complex, multi-defendant, multiple-count prosecution, defended by professional criminal lawyers who are paid well to exploit any factual or legal weaknesses in the State's case. Legal judgments, which must be made during the investigative, fact-gathering, pre-grand jury phase of each case must withstand ultimate scrutiny in the appropriate Appellate Courts.

To operate such a system effectively, it is vital that the police and the prosecutors work in close harmony from the beginning of each investigation through the trial stage of the case. It is clear that the techniques which routinely must be used to augment normal investigative procedures in organized crime cases — electronic surveillance, search and seizure, use of the Grand Jury subpoena power, witness immunity, obtaining cooperation of prosecutors and the judiciary, and utilization of sensitive informants — require experienced, competent, and trusted legal advice at every step of the investigation.

The investigative structure of such a program currently exists within the New Jersey State Police, which has general State-wide criminal jurisdiction and which consequently is able to utilize sources of information and investigative techniques and strategies without restrictions imposed by county boundaries or other limitations. Although information crucial to an organized crime prosecution may flow in from any one of 1400 troopers, there are basically three units within the State Police that have a specific organized crime function:

- ***The Intelligence Bureau***, the function of which is to gather general organized crime intelligence data from its own informant-type sources and from liaison with corresponding units at the Federal, State, and local levels. One component of the Bureau is the Electronic Surveillance Unit, which handles all technical work in the execution of wiretap and microphone eavesdrop court orders.

- ***Criminal Investigation*** detectives in the three regional troops — "A" in South Jersey, "B" in North Jersey, and "C" in Central Jersey. Although these detectives have a broad and general criminal responsibility, a significant part of their work is organized crime oriented in areas such as gambling. The

concentration of their efforts in particular geographic areas makes them excellent sources of organized crime information.

- ***The Organized Crime Task Force Bureau***, which has a specific mission of conducting operational investigations through the raid and arrest stage in areas which are characteristic of organized crime activity, such as gambling, extortion, and hi-jacking. OCTFB is broken down into three units, "South" with headquarters at Hammonton, "Central" with headquarters at Hightstown and "North" with headquarters at Little Falls.

#### **Implementation**

One of the activities planned for which funding is being requested is the enlargement of the staff of the Organized Crime Unit and the OCTFB at State Police Division Headquarters. These units will recruit and train four additional attorneys and twelve State Police personnel. To provide the increased administrative support necessary, two to four clerical personnel will be added.

#### ***Function - Attorneys and Secretaries***

The staff at Division Headquarters at West Trenton — two supervisors, six attorneys, four secretaries, and the investigative aide — will furnish legal advice as required to the Intelligence Bureau and to the State Police units with peripheral organized crime responsibilities. They will supervise all the legal work, including the preparation of electronic surveillance applications and indictments for the signature of the Attorney General; engage in liaison with other Federal, State, and local prosecutive agencies; work with the Attorney General and with command level State Police officers in the development of new organized crime techniques and legislation, and handle critical preliminary hearings and participate in training programs for State Police and other State investigative personnel with organized crime responsibilities.

#### ***Function - State Police Personnel***

These men will function as the operational arm of the Organized Crime Unit in the field, with special emphasis on:

- Development of the material needed to establish probable cause in connection with electronic surveillance affidavits.

- Field investigations in connection with the operation of the State Grand Jury.

Person-to-person police liaison activity with municipal police and prosecutive agencies.

Follow-up investigations on organized crime activity leads developed through witness testimony before the State Grand Jury, and electronic surveillance installations.

Field investigations in support of the utilization of the State witness immunity statute.

Field investigations into organized crime involvement in hi-jacking.

The above structure will provide, on an immediate practical basis, without any additional legislation or significant wrenching apart of the existing structure of the Department of Law and Public Safety, a basis for a subsequent further expansion of the staff to include trial and appellate work consonant with whatever additional powers the Attorney General acquires by statute, and also a subsequent expansion into prosecutive areas which are not strictly of an organized crime nature, but where the attention of a State-wide prosecutive-investigative organization is required for optimum efficiency.

Capsulized, this project's activities will mean the direct assignment of State prosecutors to function from within the State's major investigative agency.

Each of the four attorneys will undergo six months of in-service training at State Police Division Headquarters. The areas to be covered during this period are:

Complete familiarization with the functions of the various State Police investigative units engaged in suppressing organized crime, and the investigative techniques so employed.

Instruction in the handling and preparation of cases for the State Grand Jury.

Instruction in the preparation of legal documents connected with applications for electronic surveillance and witness immunity.

Familiarization with the State's organized crime problems and the personalities engaged in such criminal activities.

A general review of the legal aspects of criminal prosecution at all levels.

The second level of activity is the continuation of the expanded investigation of organized crime begun with SLEPA support in 1969. This

will involve recruitment of four to eight additional specialized personnel (accountants, tax investigators and statisticians) to service the combined activities of the Organized Crime Unit and the Division of State Police, both of the Department of Law and Public Safety.

In addition, the series of two-week training courses in specialized surveillance techniques, and the methods of obtaining background data and intelligence on organized crime operations will be continued on a bi-monthly basis for accountants, attorneys, tax investigators, State Police personnel and other selected law enforcement personnel. It is anticipated that approximately 100-200 such personnel will participate in the training program during the ensuing year.

#### **Subgrant Data**

*Because of the State-wide nature of these projects, there will be two subgrants of \$55,000 and \$95,000, respectively, to be awarded to the New Jersey Department of Law and Public Safety and administered by that Department's Division of State Police.*

The \$55,000 subgrant will be used as follows:

- The four new attorneys of the Organized Crime Unit will be compensated wholly by Federal funds during the six months training period. During the remaining six months of the funding year, approximately one-third of the remaining Federal funds will be used for such compensation. This will consume \$40,000 of the LEAA support requested.
- Five thousand dollars will be used to assist in compensating new clerical personnel for the Organized Crime Unit.
- The remaining \$10,000 will be used for travel and necessary office supplies for the Organized Crime Unit.

The \$95,000 subgrant will be used as follows:

- Seventy thousand dollars will be used to recruit, train and compensate the four to eight additional specialized personnel. These personnel will be wholly compensated from Federal funds during the six months training period.
- Twenty-five thousand dollars will be used to conduct six sessions of the Organized Crime Training School during the year.

All law enforcement agencies, State and local, will derive benefits from these projects, through expanded training, investigation and prosecution.

**Budget**

1) LEAA Support Requested	*\$150,000
2) State Support	50,000
3) Local Support	-0-
4) Other Support (Federal or Private)	-0-
5) Program Total	\$200,000
6) Applicable Federal-State Contribution Ratio:	
75% Federal      25% State/Local	
7) Prior Funding for Program, i.e., Approved Fiscal 1969 Fund Request	-0-

\*Additional Federal funds are being requested for this purpose under Discretionary Grant Program for FY 1970, "State-wide Investigatory and Prosecutorial Units." Approval of this discretionary grant will require additional State support depending upon the level of discretionary funding approved.

**MULTI-YEAR PROJECTIONS**

	FEDERAL SUPPORT	OTHER SUPPORT	TOTAL
FY 1971	\$ 260,000	\$ 86,667	\$ 346,667
FY 1972	446,000	148,666	594,666
FY 1973	758,600	252,866	1,011,466
TOTAL	\$1,464,600	\$488,199	\$1,952,799

**Past Progress**

During FY 1969, the Division of State Police was awarded \$95,067 Federal funds for the Expanded Investigation of Organized Crime. This award was used to augment, in personnel and equipment, the Organized Crime Task Force and Intelligence Bureau of that Division, and add two two-week in-residence training sessions for additional investigators and attorneys.

Program	Sub-grantee	Amount
Expanded Investigation of Organized Crime	New Jersey State Police	\$95,067

**DEADLINE DATES**

**Announcement Date  
for Filing:**

**April 15, 1970**

**Deadline Date for  
Filing Pre-application  
Form (SLEPA 110):**

**May 1, 1970**

**Deadline Date for  
Filing of  
Completed Regular  
SLEPA Application  
(SLEPA 101):**

**June 15, 1970**

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**PROGRAM 5.2.1 PROJECT "ALERT" (APPROACH NO. h-4)**

**Objective**

THE ALERT RADIO SYSTEM, WHICH PROVIDES RADIO COMMUNICATIONS BETWEEN DIFFERENT UNITS AT A RIOT OR CIVIL DISORDER SITE, SHOULD BE EXPANDED TO PROVIDE ITS DIRECT AND ANCILLARY BENEFITS TO THOSE AREAS OF THE STATE NOT PRESENTLY COVERED BY THE SYSTEM.

This system, started in 1968, needs to be expanded in size and scope to keep pace with the changing pattern and nature of civil disorders. Civil disorders and crowd control operations are no longer indigenous to only those urban areas which provided the criteria for the system development. These problems are now fluid and can involve suburban and rural areas, school campuses and resort towns as well.

In initially dealing with problems in the high disturbance potential area, the ALERT System, for the most part, involved larger urban police departments that had some facilities, though largely inadequate, to deal with communications problems. The suburban and rural areas, now potentially involved, indicate an even greater need for adequate communications and other facilities.

**Implementation**

The particular activities planned for which funding is being requested include:

- Continuing the management of the system and improving the

maintenance program through fiscal 1970-1971. This will be accomplished with a project manager, project field coordinator, field representatives and a field service and maintenance technician.

- Continuing the expansion of the system, including additional locations to afford its usefulness to areas of the State not presently covered. (8 additional sites).

- Designing, developing, and installing an ALERT radio system coordinating control center at the New Jersey State Police Division Headquarters, consisting of a manned communications complex to which intelligence can be directed from the field and from which ALERT advisories can be issued throughout the State. The design concept envisions a communications console with readily accessible status maps of virtually every section and prime target city in the State. Access to this control center by the decision-making levels of government is also seen as an integral part of the design. Ancillary benefits derived from establishing this center, which will also contain instant access to other State facilities, further support this approach.

#### ***Time Phase Development***

Step 1 — The project manager and field representatives will conduct a training session to indoctrinate the user agencies. They will establish an ALERT System committee, representative of the user and the managing agencies. This committee will develop rules regulating system discipline. This step is a continuance of the managerial responsibilities of the Division of State Police.

Step 2 — Commencing July 1, 1970 and continuing through June 30, 1971, engineering and consulting services will be utilized to determine the location of additional transmitter sites, type and design of control centers, facilities planning, component specifications and systems acceptance.

Step 3 — Commencing July 1, 1970, a full-time FCC licensed technician will be assigned to a preventive maintenance and repair program for the entire system. Initially, he will be provided with a vehicle and necessary maintenance equipment by the Division of State Police until a proper maintenance vehicle with test equipment is acquired.

Step 4 — Commencing July 1, 1970, additional portable radios will be purchased to establish reserve units of 25 portables each at 3 strategic locations in the State.



Step 5 — Commencing July 1, 1970, the monitoring of the ALERT System will be initiated at the state control center at State Police Division Headquarters. It is anticipated that by February, 1971, this control center, complete with consoles and peripheral equipment, will be fully operational. A positive program for the transmission of intelligence data and advisories by related civil disorder prevention units to this center will be established. Access to the control center by the decision-making levels of State government will also be effected.

#### **Subgrant Data**

*Because of the centralized nature of this program, there will only be one subgrant of \$52,000 to be awarded to the New Jersey Department of Law and Public Safety and administered by that Department's Division of State Police. All law enforcement agencies throughout the State will, however, derive benefits from this program.*

#### **Budget**

1) LEAA Support Requested	*\$ 52,000
2) State Support	17,333
3) Local Support	-0-
4) Other Support (Federal or Private)	-0-
5) Program Total	\$ 69,333
6) Applicable Federal-State Contribution Ratio:	
75% Federal   25% State/Local	
7) Prior Funding for Program, i.e.,	
Approved Fiscal 1969 Fund Request	\$151,814

\*An additional \$100,000 is being requested for this purpose under the Discretionary Grant Program for FY 1970, "Civil Disorder Prevention Units and Coordination Programs." Approval of this discretionary grant will require additional State support up to \$50,667 total, depending upon the level of discretionary funding approved.

#### **MULTI-YEAR PROJECTIONS**

	FEDERAL SUPPORT	OTHER SUPPORT	TOTAL
FY 1971	\$150,000	\$ 50,000	\$200,000
FY 1972	200,000	67,000	267,000
FY 1973	300,000	100,000	400,000
TOTAL	650,000	217,000	867,000

**Past Progress**

During Fiscal 1969, the Project ALERT radio system, established through a SLEPA grant under section 307(b), was installed and is now operational in 25 potential disturbance prone cities and four State Police locations. The total funding for Fiscal 1969 was \$202,464. The Federal portion was \$151,814 and the State provided a cash match of \$50,650.

The logic underlying this system focused on the need for dedicated communications to be used for civil disorder and other emergency operations at specific areas in which a high potential for disorder existed. During the developmental stage of this system, many requests have been received for use of its components.

<b>Program</b>	<b>Sub-grantee</b>	<b>Amount</b>
Project Alert	New Jersey State Police	\$151,814

**DEADLINE DATES**

<b>Announcement Date for Filing:</b>	<b>April 15, 1970</b>
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<b>Deadline Date for Filing Pre-Application Form (SLEPA 110):</b>	<b>May 1, 1970</b>
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<b>Deadline Date for Final Filing of Completed Regular SLEPA Application (SLEPA 101):</b>	<b>June 15, 1970</b>
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## COMPLIANCE WITH FUNDING LIMITATIONS

### a. Funds Available to Local Units

1) Total Federal Funds Requested .....	\$6,372,000
2) Federal funds to be made available to units of general local government or combinations of such units (75%); this total includes funds listed in Item (3) below .....	4,779,000
3) Cost of services that may be provided by the State to local units (with specific approval of the SLEPA Governing Board and consent of the local units affected) by program:	
a) Program 2.2.3 RECRUITMENT OF CRIMINAL JUSTICE SYSTEM PERSONNEL .....	150,000
b) Program 3.2.1 REHABILITATION OF NARCOTICS AND DANGEROUS DRUG OFFENDERS .....	200,000
c) Program 3.2.2 COMMUNITY-BASED CORCORRECTIONS .....	210,000
TOTAL .....	\$ 560,000

### b. Construction Costs

No Federal funds being requested in Fiscal Year 1970 will be used for construction.

### c. Personnel Compensation

1) Estimated total personnel compensation in all programs (exclusive of compensation for time engaged in conducting or attending training programs) .....	\$5,372,000
2) Estimated expenditures from Federal share for personnel compensation (may not exceed one-third of Federal grant award pursuant to Plan) .....	2,124,000
3) Estimated total increases in personnel compensation of implementing agencies (i.e., salary and other compensation increases for existing personnel but exclusive of time engaged in conducting or attending training programs) .....	*1,000,000
4) Estimated expenditures from Federal share for the increased personnel compensation projected in (3) above [may not exceed 50% of (3)] .....	500,000

## **Section Five**

# **The Multi-year Plan**

# THE MULTI-YEAR PLAN

## GENERAL STATEMENT

### *Reduction of Juvenile Delinquency (Goal 1.0)*

#### **Objectives**

Juvenile delinquency is the legal term applied to youngsters who commit an act that is adjudged by a court to be contrary to the good of the individual or society. Because there are numerous acts that may be termed delinquent, many youths have at one time or another performed an act for which there existed the potential for arrest, if and when the necessary circumstances were present for detection and official intervention. Delinquency of a more persistent nature evolves from a broad range of factors that relate to the individual youth's personality, home and neighborhood environment.

There are two primary objectives set forth relative to the goal of reducing juvenile delinquency. **The first objective** is the prevention of delinquent behavior (Objective 1.1). This objective is to be accomplished through promoting the development of programs that will protect children from the destructive influences of an abusive home environment, and through encouraging projects that will promote fair and consistent police handling of juvenile problems, and corresponding respect for the police and their mission by juveniles.

**The second objective** is the rehabilitation of juvenile offenders (Objective 1.2). This is to be achieved by rehabilitating juvenile delinquents within a community setting wherever practical, using available agency resources, and through enhancing the likelihood of successfully rehabilitating delinquent youths by using diagnostic and remedial programs.

The action programs outlined can be central to the further development of an improved juvenile delinquency prevention and control system in New Jersey. These programs are not exhaustive of all the worthy programs presently in existence. Ongoing planning and program development efforts by SLEPA, including specific problem-oriented research and experimental and demonstration projects in reducing

juvenile delinquency under Objective 1.3, and studies currently being conducted through the Juvenile Delinquency Prevention and Control Act of 1968, will further explore and recommend direction for the State-wide prevention and control of delinquency.

#### **Improvements Planned**

In addition to the program approaches described in the Annual Action Programs (c-1, c-2, c-3, c-11, and j-4) two of which were begun with 1969 action funds, the following programs illustrate the direction, scope and general types of improvements planned over the multi-year period under this goal. The approaches are keyed to the functional categories required in the Federal guidelines by means of the approach number.

#### **i. Title of Program Approach under Objective 1.1:**

Group Foster Homes for Juveniles. (Approach No. c-4)

#### **ii. Objective:**

**TO PROVIDE HOME-LIKE PLACEMENTS FOR JUVENILES WHO CANNOT BE SITUATED IN NORMAL FOSTER HOME SETTINGS, AND WHO SHOULD NOT BE PLACED IN CORRECTIONAL FACILITIES.**

In areas of high crime rates juvenile detention facilities are seriously overcrowded, or non-existent. Too often, this results in juveniles being committed to correctional institutions rather than suitable homes, and the labeling process begins its downward spiral. Suitable home-like placements are difficult to find; even those community members interested in offering shelter give very low priority to socially disorganized juveniles.

#### **iii. Implementation:**

Provide funds (to be matched by the grantee in accordance with law) on a developmental pilot project basis, to an agency experienced with group foster homes, for purposes of developing this concept.

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#### **i. Title of Program Approach Under Objective 1.1:**

Emergency Shelters for Children. (Approach No. c-5)

**ii. Objective:**

TO ENCOURAGE AS AN ALTERNATIVE TO CARE IN JUVENILE DETENTION CENTERS THE DEVELOPMENT OF SHELTERS THAT WILL TEMPORARILY CARE FOR NON-DELINQUENT JUVENILES WHO ARE AWAITING DIAGNOSTIC OR TREATMENT SERVICE OR DOMICILIARY PLACEMENT.

Non-delinquent juveniles having no domicile are frequently mixed with delinquent juveniles in juvenile detention centers simply because there is no other place for them. This can lead to the development of delinquent attitudes in the non-delinquent juveniles.

**iii. Implementation:**

Provide incentive funds (to be matched by the grantee in accordance with law) for the creation, as a pilot project, of an emergency shelter for non-delinquent youth.

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**i. Title of Program Approach Under Objective 1.1:**

Neighborhood Family Help Centers. (Approach No. c-9)

**ii. Objective:**

TO PROVIDE A SINGLE LOCATION, OPEN AT ALL TIMES, WHERE PEOPLE WITH WELFARE-ELIGIBLE PROBLEMS MAY RECEIVE DIRECT ASSISTANCE OR REFERRAL TO AGENCIES WHERE HELP MAY BE SECURED IN ORDER TO ALLEVIATE CONDITIONS IN THE FAMILY CONDUCIVE TO THE DEVELOPMENT OF JUVENILE DELINQUENCY.

The efficient delivery of welfare service is a matter of concern to both agency administrators and citizen consumers. There is a need for a single location where people may go to receive either direct assistance or meaningful guidance to agencies that can help in the solution of problems.

The quality and nature of welfare services have a direct bearing upon many delinquency-prone juveniles.

**iii. Implementation:**

Provide incentive funds (to be matched by the grantee in accordance with law) to a consortium of relevant agencies, or to an agency that can secure the relevant agencies, for staffing of a single center to provide a range of family advice and welfare service. SLEPA would provide organization and facility costs, and the relevant agencies would donate all staff services.

The ideal program coordinating all welfare services in a single facility would be a self-contained center with

professional diagnostic and treatment services also available at the center location. Representatives from parole and probation, and a representative from each significant public welfare agency would be on hand at all times to counsel and advise. Professionals could be supplemented by sub-professional aides who would follow referrals through to their conclusion.

This approach should be implemented under State or local auspices as a cooperative inter-governmental, inter-agency effort, with the governmental services being provided by the cooperating agencies.

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**i. Title of Program Approach Under Objective 1.1:**

Legislative Review of Laws Affecting Juveniles. (Approach No. c-10)

**ii. Objective:**

TO PROVIDE FOR THE REVIEW OF THE STATUTES RELATING TO JUVENILES, AND FOR THE IDENTIFICATION AND DRAFTING OF REVISIONS THEREOF IN ORDER TO MORE EFFECTIVELY PROTECT AND ASSIST JUVENILES WITHOUT THE MEANS TO MEET THEIR ESSENTIAL NEEDS.

It has been suggested by professionals in child welfare, by a special committee studying juvenile needs and services in New Jersey, and by others interested in human welfare programs, that some laws in force designed to direct assistance to juveniles are either not sufficiently comprehensive, or because of their permissive wording, do not achieve their intended ends.

**iii. Implementation:**

Provide funds (to be matched by the grantee in accordance with law) to any New Jersey legislative commission having jurisdiction over juvenile law revision, or to another appropriate agency, in order to study and propose improvements in the statutes affecting the rights of juveniles.

Provide (as an alternative to the above) the staff services of SLEPA personnel to the same agencies for the same purposes.

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**i. Title of Program Approach Under Objective 1.2:**

Extension of Juvenile Conference Committee. (Approach No. c-6)

**ii. Objective:**

THE OBJECTIVE OF THIS PROGRAM APPROACH IS TO DEVELOP A MODEL JUVENILE CONFERENCE COMMITTEE STRUCTURE WHICH WOULD ADVANCE THAT POTENTIALLY USEFUL TOOL FOR DEALING

## WITH JUVENILE DELINQUENCY IN THE COMMUNITY AS AN ALTERNATIVE TO JUVENILE COURT HANDLING.

Juvenile Conference Committees have been a part of the juvenile court process in many of New Jersey's cities with varying degrees of success. Usually composed of businessmen, professionals, clergymen, and public agency representatives, they advise and set informal conditions on the activities of juveniles referred for causes that are not serious enough for juvenile court handling.

Because such committees have no staff to keep records, or to follow-up the more persistent offenders to ensure that the wishes of the committee are being met, their effectiveness is sometimes impaired.

### iii. Implementation:

Provide funds (to be matched by the grantee in accordance with law) on a pilot basis to a municipality for the development of a model juvenile conference committee. The pilot project would generate data establishing the degree of efficiency and effectiveness of the model committee, and would include inquiry into the effect of the availability of staff to the committee.

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### i. Title of Program Approach Under Objective 1.2:

Improvement of Remedial Education Programs for Juveniles. (Approach No. c-7)

### ii. Objective:

TO PROVIDE MODERN METHODS AND TECHNOLOGY FOR THE EFFICIENT AND RAPID IMPROVEMENT OF THE LEVEL OF EDUCATION OF CORRECTIONALLY COMMITTED JUVENILES AND INCREASE THEIR CHANCES OF REHABILITATION.

Most correctionally committed juveniles evidence some degree of educational deficiency. Removal of this deficiency would materially assist rehabilitation.

### iii. Implementation:

Provide funds (to be matched by the grantee in accordance with law) on a pilot project basis, for the educational improvement of correctionally committed juveniles through purchasing programmed learning machines and training grantee institutional staff in their use.

Programmed learning allows each individual to study at his own pace with a minimum of instructor supervision. It has proven to be an extremely effective means of rapidly raising the educational level of those tested to be deficient. State Training Schools or County Juvenile Shelters may wish to institute this approach.

### i. Title of Program Approach Under Objective 1.2:

Coordination of Services to Juveniles. (Approach No. c-8)

### ii. Objective:

TO PROVIDE A CRITICAL EXAMINATION OF YOUTH PROGRAMS WITH A VIEW TOWARD DEVELOPING A MEANS TO EFFECTIVELY COORDINATE ALL ACTIVITIES IN ORDER TO ADVANCE THE PREVENTION AND CONTROL OF JUVENILE DELINQUENCY.

Because services to youth are rendered by a variety of agencies, it has been widely suggested that a mechanism to coordinate all juvenile programs is necessary to the planning and development of innovative activities that will be responsive to the needs of youth.

### iii. Implementation:

Provide funds (to be matched by the grantee in accordance with law) for the study and creation of a means for the control and coordination of all Youth Services programs in New Jersey.

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### i. Title of Program Approach Under Objective 1.3:

Experimental and Demonstration Projects in Reducing Juvenile Delinquency. (Approach No. j-7)

### ii. Objective:

TO TEST AND EVALUATE NEW METHODS AND PROGRAMS FOR PREVENTING DELINQUENT BEHAVIOR AND REHABILITATING JUVENILE OFFENDERS. SMALL UNIQUE PROJECTS WILL BE DESIGNED WITH A HEAVY EMPHASIS ON RESEARCH AND EVALUATION.

### iii. Implementation:

Contracts for experimental and demonstration projects will be arranged with qualified individuals, agencies or universities with the demonstrated capacity to design and operate such projects and provide good evaluative data.

As part of its ongoing responsibilities in this area, the State Law Enforcement Planning Agency will, in certain cases, design projects to be offered to appropriate local or State sponsors.

## INCREASE THE EFFICIENCY AND EFFECTIVENESS OF THE CRIMINAL JUSTICE SYSTEM IN CRIME CONTROL (GOAL 2.0)

### Objectives

There are two primary objectives under this goal. Because of the broad scope of the goal and its subsidiary

objectives, each overall objective is discussed individually in terms of general types of improvements planned. **The first objective** is to increase the risks and difficulty of committing crime through improved crime control (Objective 2.1). This objective focuses upon increasing the overall effectiveness of the system, and will be accomplished as follows:

- The protection of individuals and property by improved deterrence, i.e., by the improved ability of the criminal justice system to detect and apprehend those who commit crimes, and to do so in a manner that imparts an image of certainty to that process.
- The "hardening" of crime targets by making the objects or subjects upon which crime is perpetrated less vulnerable, e.g., better street lighting, or more sound credit card and check cashing requirements.
- The creation of a deterrent effect by the swiftness of incarceration of those who are in fact guilty of crimes.

**The second primary objective** is to increase the operating efficiency of the criminal justice system (Objective 2.2). This objective is to be attained through a number of improvements in different subject areas.

**Improvement of Selection and Training of Criminal Justice System Personnel.** The first improvement is a general upgrading of criminal justice personnel. Improvement of recruitment practices is fundamental to the upgrading of personnel, because the quality of recruits by and large determines the quality of criminal justice services for a generation or more. Incentives are needed, particularly in the police, corrections and probation fields, where personnel needs are very pressing, for a more systematic and integrated recruitment effort.

Training, both academic and operational, is the second major factor that affects directly the quality of criminal justice system personnel. Academic training, both for remedial and improvement purposes, can be a powerful recruitment tool as well as a desired end in itself. Approaches toward academic training and toward operational training that apply to as many as possible of the branches of the criminal justice system will be encouraged wherever feasible. Mutual facilities for non-academic training, uniform policies toward academic training, and encouragement of the growth of a range of programs at educational institutions are examples.

**Improvement of the Probability of Apprehension and Conviction of Offenders.** A solid State-wide crime reporting system has been instituted in New Jersey in the last three years, as well as steps putting New Jersey among the leaders in the beginnings of modern

computerized exchange of information between governmental agencies at all levels for detection and apprehension purposes. Upon such a nationally prominent base, improvements will be made suitable to the complex needs of detection and apprehension in this, the most urbanized of States.

The Courts, as the center of the adjudicative process, have a reciprocal effect upon prosecution, public defense and the criminal bar with regard to procedures, workloads and scheduling. There are managerial problems in each of the adjudicative agencies. In addition, there are overall problems in the system of adjudicative agencies based upon the aforesaid reciprocal effects the agencies have on one another.

All these agencies are heavily involved in paperwork, and particularly in paperwork that is intended to institute inter-agency action of some kind. Because of the inter-agency aspect of the adjudicative system, information and communications must move in a complicated flow pattern across agency lines. The adjudicative agencies are also involved in detailed scheduling problems.

As in all such complex systems, the more peripheral problems must and will be attacked first, while the more structural problems will be studied and analyzed in detail. This will be the general direction of developments in this area.

The subject of law reform is an important area for change because simpler, more consistent and integrated criminal laws are easier to administer by all concerned, and are easier to explain to the citizenry. In addition, the removal of criminal laws that are no longer strictly enforced, and the removal of unfair provisions of the criminal law, will profit the criminal justice system as a whole by increasing the respect of the public for the law as an institution and for those who administer it.

**Improvement of Relations Between the Criminal Justice System and the Community.** The improvement of community relations is another important aspect of increasing the efficiency and effectiveness of the criminal justice system. For the present, priority will be given to the police aspect of the community relations problem.

If good police-community relations are to be established, it is vital that there be broad-based community involvement, planning and coordination. Community relations programs can be successful only in conjunction with programs that lead to a broad attack on the problem of law enforcement in urban areas.

It is vital that community relations programs have strong connections with both community-based and



State projects. It is also vital that there be continuity in programs, and a careful evaluation of both successes and failures.

The general directions that are central to community relations improvement are:

- Establishment of cooperative efforts between the community and the police to improve law enforcement.
- Increase the number and improve the nature of informal contacts between the police and the community.
- Education of the police with regard to the nature of the differing cultures of poverty in order to instill empathy for the citizen's viewpoint.
- Improvement of police understanding of the constitutional changes affecting law enforcement in order to build compliance.

**Implementation and Improvement of Research, Development and Evaluation.** In addition to the two primary objectives cited, research, development and evaluation is an objective in this area also (Objective 2.3). There are, and will continue to be, a number of program approaches having a strong or even exclusive research, development or evaluative aspect.

#### **Improvements Planned**

In addition to the funded program approaches in the Annual Action Program, several of which were started with 1969 funds, the following programs illustrate the direction, scope and general types of improvements planned over the multi-year period under this goal and objectives. The program approaches listed are keyed to the Federal functional categories.

#### **i. Title of Program Approach Under Objective 2.1:**

Citizen Preventive Patrols to Reinforce the Urban Police. (Approach No. b-7)

#### **ii. Objective:**

ENLIST THE ACTIVE SUPPORT AND PARTICIPATION OF CITIZENS AND GROUPS OF CITIZENS LIVING IN URBAN, HIGH CRIME CENTERS, IN COMPLEMENTING POLICE PREVENTIVE PATROLS.

#### **iii. Implementation:**

Provide funds (to be matched by the grantee in accordance with law) on a demonstration project basis, to test the feasibility and effectiveness of using trained volunteer citizen patrols, or auxiliary police, drawn from the immediate neighborhoods, in the reduction of street crimes. Such volunteers would assist the police by

serving as additional eyes and ears for observation and reporting purposes.

#### **i. Title of Program Approach Under Objective 2.2:**

Centralized Academies for Pre-Service, In-Service, Vocational and Technical Training for Criminal Justice Personnel. (Approach No. a-4)

#### **ii. Objective:**

TO PROVIDE PRE-SERVICE, IN-SERVICE, VOCATIONAL AND TECHNICAL TRAINING FOR OTHER BRANCHES OF THE CRIMINAL JUSTICE SYSTEM ON A CENTRALIZED AND CONSISTENT BASIS, FURTHER ACADEMIES SIMILAR TO THE NEW JERSEY MUNICIPAL POLICE TRAINING ACADEMY SHOULD BE CREATED.

Criminal justice system service, even of the simplest kind, is unlikely to be of a high quality unless the personnel receive specialized non-academic training.

The vocational, technical, and specialized areas of the various aspects of the criminal justice system should continue to be taught in the usual format prevalent in training, academies, in-service programs, seminars and workshops.

#### **iii. Implementation:**

Provide incentive funds (to be matched by the grantee in accordance with law) to study the feasibility of establishing a New Jersey Correctional Officers Training Academy possibly at Sea Girt, under the jurisdiction of the State Division of Correction and Parole, sharing some facilities and possibly some instruction with the New Jersey Municipal Police Training Academy. Ultimately the Legislature would have to decide, on the basis of the feasibility study, whether or not to fund the actual establishment and maintenance of the new academy. SLEPA could, however, fund initial and revocable stages that nevertheless, go beyond a mere feasibility study, such as a pilot project at Sea Girt to test the workings of the actual instructional and management situation that would be involved.

Provide incentive funds (to be matched by the grantee in accordance with the law) for a feasibility study and preliminary steps toward the establishment of other academies at Sea Girt or another central facility for other branches of the criminal justice system.

Except for probation, which in New Jersey is considered part of the court system, these other branches of the criminal justice system are all principally staffed by law-trained personnel. Accordingly, these other agencies (courts, public defense, criminal bar,

prosecution) may well prefer that a single New Jersey Criminal Adjudication Officers Academy be the vehicle for their pre-service, in-service, vocational, and technical training.

The cross fertilization benefits of such an arrangement can easily be seen in the experience of the British Inns of Court, where Judges and Barristers (both prosecutive and defense) regularly dine, study, and lecture, and where all Barristers take regular turns at being prosecutor.

However, the law-trained branches of the criminal justice system may prefer their Academy to be located at a center for legal research, rather than at Sea Girt. In that instance, the cities of Newark and Camden, where Rutgers - the State University has its two law schools, could be appropriate.

The sponsor for the Criminal Adjudication Academy, could be the State Bar Association, the Institute of Continuing Legal Education at Rutgers - the State University, or some other appropriate agency.

In the absence of the successful creation of the New Jersey Criminal Adjudication Officers Academy, an alternative method of training the total criminal bar and bench (prosecution, public defense, private defense, courts) would be required. This is set forth in the program approach immediately following.

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**i. Title of Program Approach Under Objective 2.2:**

Criminal Adjudication Officers Training Program and Reference Materials. (Approach No. a-5)

**ii. Objective:**

THE INSTITUTE FOR CONTINUING LEGAL EDUCATION AT RUTGERS - THE STATE UNIVERSITY PRESENTLY CONDUCTS A 90-HOUR SPECIAL COURSE FOR ATTORNEYS OF O.E.O.'S LEGAL SERVICES PROJECT (ATTORNEYS FOR THE POOR). THIS KIND OF PROGRAM SHOULD BE EXTENDED TO PERSONNEL OF THE CRIMINAL ADJUDICATION SYSTEM.

THE INSTITUTE FOR CONTINUING LEGAL EDUCATION ALSO PUBLISHES "DEFENDING PERSONS ACCUSED OF CRIME", WHICH IS A VALUABLE REFERENCE. SUCH REFERENCE SOURCES ARE NEEDED FOR ALL ASPECTS OF THE CRIMINAL ADJUDICATION SYSTEM. ONLY A SEPARATE AND CENTRALIZED INSTITUTE OR ASSOCIATION CAN RESEARCH, PUBLISH, AND KEEP UP-TO-DATE, THE PREFERRED, LOOSELEAF, CORE-

REFERENCE MATERIALS FOR AGENCIES THAT ARE THEMSELVES ENGROSSED IN DAILY WORK, AND THAT ARE TOO SMALL INDIVIDUALLY (SUCH AS THE INDIVIDUAL PROSECUTORS' OFFICES) TO UNDERTAKE THE TASK THEMSELVES.

Present programs for providing pre-service, in-service, vocational, and technical training to Criminal Adjudication Officers (prosecution, courts, criminal bar, public defender) are fragmentary, or are strictly on-the-job training.

**iii. Implementation:**

Provide incentive funds (to be matched by the grantee in accordance with law) to an Institute or Association for provision to the personnel of the agencies of criminal adjudication (courts, prosecution, public defender, criminal bar) of pre-service, in-service, vocational, and technical training, through courses, seminars, lectures, and the like that impart basic work skills, or information and discussion of the implications in changes in criminal and constitutional law and procedure.

Provide incentive funds (to be matched by the grantee in accordance with law) to an Institute or Association for provision of the appropriate published materials needed by the various aforesaid agencies of criminal adjudication for basic reference manuals.

The applicant for either or both of the above approaches could be the Institute for Continuing Legal Education at Rutgers, the State Bar Association, or some agency sponsored by the relevant public bodies in their stead.

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**i. Title of Program Approach Under Objective 2.2:**

Decentralized Police Training Facilities. (Approach No. a-6)

**ii. Objective:**

TO PROVIDE IMPROVED TRAINING FOR POLICE PERSONNEL ON A DECENTRALIZED BASIS IS NECESSARY FOR A BALANCED APPROACH, AND SHOULD BE DONE.

There are 14 regional police academies in New Jersey. Also, the Police Training Commission has pioneered the mobile training unit concept. Complimentary to the centralized facilities at Sea Girt, the curricula, methods, and facilities of the regional and mobile training centers should be improved.

**iii. Implementation:**

Provide incentive funds (to be matched by the grantee in accordance with law) for selected improvements in

curricula, methods and facilities at decentralized police training centers.

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**i. Title of Program Approach Under Objective 2.2:**

Improvement of Local Police Salaries. (Approach No. a-8)

**ii. Objective:**

TO PROVIDE SECURE AND FAIR SALARIES FOR ALL POLICEMEN OF THE STATE CAN ONLY BE ACCOMPLISHED THROUGH STATE OR FEDERAL SUBSIDIZATION OF INCREASES IN MUNICIPAL BUDGETS FOR THAT PURPOSE. THE STATE SHOULD ASSUME THIS BURDEN IN THE ABSENCE OF FEDERAL ACTION, WITH DUE REGARD TO THE DIFFERING CRIME INDICES AND THE DIFFERING FINANCIAL CONDITIONS OF THE VARIOUS MUNICIPALITIES OF THE STATE.

Police salaries in New Jersey are inadequate on any scale, especially when measured against the long hours, the dedication, and the physical courage that are involved in police duties.

**iii. Implementation:**

Provide funds (to be matched by the grantee in accordance with law) for any studies, or surveys of police and community opinion on the subject of State subsidization of local police salaries, that would tend to clarify the issue.

The State Law Enforcement Planning Agency is severely hampered with regard to this problem for two reasons. One, the needs for police salary subsidization are many times the amount of money available to New Jersey under the Omnibus Crime Control and Safe Streets Act. Two, that Act precludes the subsidization of salaries, except when they are part of an innovative program incidentally involving some salary monies; and then only within narrow limits and for a limited duration before the salary obligation must revert to the grantee.

In the absence of Federal action, subsidization funds should be provided by the State. The involvement of SLEPA in that decision can be no more than that of an agency willing to fund any studies or surveys of police and community opinion that would clarify the issue, as set forth above.

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**i. Title of Program Approach Under Objective 2.2:**

Criminal Justice School at Rutgers - the State University. (Approach No. a-9)

**ii. Objective:**

TO PROVIDE AN ACADEMIC CENTER OF

HIGH QUALITY FOR THE ACADEMIC TRAINING OF OPERATING CRIMINAL JUSTICE PERSONNEL FOR THOSE INTERESTED IN ENTERING THE CRIMINAL JUSTICE SYSTEM, AND FOR THOSE INTERESTED IN IT FOR ACADEMIC OR RESEARCH PURPOSES.

Such schools are in existence elsewhere, and it is clear that they can have a powerful effect upon the quality of personnel in, and coming into, the system. Such an institution can materially aid every other program approach set forth in this document. It can also have an integrating effect upon the whole system by acting to "fill in the gaps" that presently exist in the criminal justice system.

This is clearly a long range goal, and one that relates directly to the "Criminal Justice Institute" set forth herein.

**iii. Implementation:**

To provide funds (to be matched by the grantee in accordance with law) for selected aspects in the development of a Criminal Justice School at Rutgers - the State University.

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**i. Title of Program Approach Under Objective 2.2:**

Criminal Justice Aides. (Approach No. a-10)

**ii. Objective:**

TO PROVIDE NEW SUB-PROFESSIONAL CATEGORIES OF PERSONNEL, THAT COULD ASSIST REGULAR PERSONNEL OF THE VARIOUS CRIMINAL JUSTICE BRANCHES, WOULD LEAD TO A BETTER DIVISION OF LABOR, AND OTHER BENEFITS, AND SHOULD BE IMPLEMENTED.

The exact boundaries of each profession are almost always historical accidents. For example, the Russian engineering profession is entirely different in structure from that in the United States. Russia has one exclusive class of personnel more highly trained than American engineering baccalaureates, and another numerous class that are intermediate American technicians and engineers. In other words, they have no personnel corresponding to the usual American engineer.

The whole nursing profession is another such accident, and indeed, American medicine suffers because there is no profession intermediate between Nursing (non-college), and Medicine (eight years university training).

The Omnibus Crime Control Act uses the term "Community Service Officers" to support this concept

of creation of a new profession in law enforcement. The broader term "Criminal Justice Aides" is used herein because much of criminal justice is conducted away from the community per se. New sub-professions are needed in nearly every branch of criminal justice (prevention, apprehension, adjudication, rehabilitation), not just police, although the need there is greatest.

**iii. Implementation:**

Provide funds (to be matched by the grantee in accordance with law) for the development of specifications for, and the pilot testing of, new sub-professions in any of the branches of the criminal justice system.

Provide funds (to be matched by the grantee in accordance with law) for the recruiting, organization, training, and education of community service officers, to assist in any of the activities of criminal justice system personnel.

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**i. Title of Program Approach Under Objective 2.2:**

Expansion of the Uniform Crime Reporting System. (Approach No. b-5)

**ii. Objective:**

TO PROVIDE FOR ENCOURAGEMENT OF AN EXPANDED UNIFORM CRIME REPORTING SYSTEM IN NEW JERSEY IS CENTRAL TO BETTER ANALYSIS OF CRIME, AND SHOULD BE DONE.

On January 1, 1967, the State of New Jersey implemented a State Uniform Crime Reporting program which had been mandated by legislation on May 16, 1966. Pre-operational planning was directed to the end of complete compatibility with the national program of Uniform Crime Reporting administered by the F.B.I. During the first operational years of 1967 and 1968, evaluation of the New Jersey program by the F.B.I. led to the elimination of direct collection of Uniform Crime Reporting reports from the New Jersey law enforcement agencies. Commencing on January 1, 1967 crime statistics for all the law enforcement agencies in the State were contributed to the F.B.I. through the New Jersey State Police who had, by designation of the State Attorney General, administered this State-wide program.

The limitations of any crime statistics program are directly related to the degree of detail and the immediacy of the information collected. Program refinements are necessary in the New Jersey U.C.R. in order to increase overall system value. The inclusion of certain elements of victim-perpetrator mobility, for instance, would provide documentation of an important

contributing factor in crime. Expansion of arrest information collected would, in the area of "repeater arrests" and recidivism, provide additional behavior data for analysis.

The ultimate objective in program expansion is the daily submission of offenses, arrests and related information of a statistical and intelligence nature. The data collected should be of such depth and immediacy as to satisfy operational and managerial police and other needs on the municipal, county, and State levels.

As a result of such an expansion in the information collected, there would be provided a base for special studies and analyses; i.e., socio-economic information in the areas of education, environment and economic status, as they relate to persons who are criminally involved, would be not only recognized, but measured in degree, and related to other variables.

In order for such an expansion to be carried out, there must be expenditure of funds and/or effort on the part of local agencies, for their development of the capacity to provide what the system would require of them. There are also research and development needs at the State level.

**iii. Implementation:**

Provide incentive funds (to be matched in accordance with law) to units of local government for their entry into an expanded Uniform Crime Reporting System.

Program expansion would initially include the monthly collection of the following pertinent information concerning serious crime: Offenses by time and location of crime, weapon usage, victim information regarding injury, age, sex, race and, for reasons of mobility, residence; and arrests by age, sex, race, residence, and prior involvement by arrest. This information would be submitted to adjusted Uniform Crime Reporting forms. Further expansion would include the State-wide adoption of a "Uniform Offense and Arrest Report" by all contributing law enforcement agencies.

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**i. Title of Program Approach Under Objective 2.2:**

Local and Regional Communications. (Approach No. d-2)

**ii. Objective:**

TO PROVIDE LOCAL AND INTER-JURISDICTIONAL COMMUNICATIONS SYSTEMS BETWEEN DETECTION AND APPREHENSION AGENCIES IS IMPORTANT, AND SHOULD BE DONE.

Quite aside from the need for a State-wide communications and information system, but in perfect

consistency with it, there is a need for better inter-agency and inter-jurisdictional communications with a region, as well as for better communication within each municipality.

Even after the regional computer access centers are operational, there will still be a need for communications between any of the numerous agencies of the region, and the regional computer access center. Furthermore, there will be the continued need for communications among the separate agencies themselves.

Furthermore, numerous local agencies recognize very well that present communications methods for either of the two aforesaid local purposes are inadequate. SLEPA has received interesting proposals from officials in rural areas and from officials in fragmented suburban areas for ways in which the inter-jurisdiction communications gap can be closed, to enable more rapid calls for help, exchange of information between a multiplicity of jurisdictions, or for other similar purposes.

### **iii. Implementation:**

Provide incentive funds (to be matched by the grantee in accordance with law) for the study, design, and implementation of local and inter-jurisdictional communications systems that are rapid, simple, economical, and consistent with being links into the regional computer access centers.

Projects that could be entertained would include a study as to the feasibility of county-wide radio communications between various rural police agencies, which have radio systems, but which operate on different frequencies.

Another possible project would design a complete new radio system for a police department, which would include a repeater system to facilitate communication between cars from any point in the community.

Another possible project would establish a county-wide radio alerting system to notify a large number of municipal police departments within the county of a major crime, civil disturbance, or natural disaster.

Other specific projects are of course possible within the stated objective, and such are welcome.

### **i. Title of Program Approach Under Objective 2.2:**

Uniform Internal Municipal Police Records Systems. (Approach No. d-6)

### **ii. Objective:**

TO IMPROVE POLICE ORGANIZATION EFFECTIVENESS BY PROVIDING MUNICIPAL

POLICE DEPARTMENTS WITH IMPROVED FORMS AND RECORDS KEEPING SYSTEMS, INCLUDING MECHANICAL SYSTEMS, WHICH WILL PROVIDE RAPID, ACCURATE PROCESSING, IS DESIRABLE, AND SHOULD BE IMPLEMENTED.

TO ALLOW FOR MORE COMPLETE AND ACCURATE ADMINISTRATIVE AND INSTITUTIONAL RESEARCH INTO OPERATIONS WITHIN POLICE DEPARTMENTS, IS DESIRABLE, AND WOULD RESULT FROM BETTER RECORDS KEEPING.

The efficiency of any organization, no matter what its purpose, ultimately rests on its management methods. Local police departments find it difficult to afford management consultants that could apply modern techniques to their particular operation. In the area of records keeping there is great potential for increasing the internal efficiency of the police, and the quickness with which they can respond to demands put upon them.

### **iii. Implementation:**

A number of projects are possible under this program approach. Among them is the development of a more efficient reporting method that would make it possible for investigating officers to remain on patrol while preparing reports.

Another possible project would involve the development of an area-centralized records system for a large number of municipal police departments. Such a central records system could reduce duplication of effort and place responsibility in one locality, thus facilitating the checking of criminal and traffic information throughout the area.

Another possible project would involve experiments with the microfilming of records.

Other worthy studies and projects are possible, and their suggestion would be welcomed.

SLEPA has begun the process of determining the internal police records needs in New Jersey departments by conducting, with fiscal 1969 planning funds, a systems analysis study of the information needs and records keeping problems of a medium size department (Bayonne), especially oriented toward increasing department efficiency so as to free manpower for law enforcement duties.

### **i. Title of Program Approach Under Objective 2.2:**

State-wide Uniform Crime Disposition Reporting System. (Approach No. e-1)

**ii. Objective:**

TO CONDUCT RESEARCH INTO THE RAMIFICATIONS OF A UNIFORM CRIME DISPOSITION REPORTING SYSTEM AT THE STATE LEVEL AND TO PROVIDE FOR THE LONG RANGE ACCEPTANCE OF SUCH A PROGRAM AT THE LOCAL LEVEL.

The President's Commission on Law Enforcement and Administration of Justice stated, "The receipt and analysis of crime statistics is a proper responsibility of the State". To carry this out, a State program should include all things necessary for the receipt and complete analysis of crime reports, mandatorily submitted by law enforcement agencies, and the submission of statistics to the F.B.I.

The State of New Jersey has carried out the first step in such a program by instituting a mandatory Uniform Crime Reporting System. The second logical step is to include court disposition into the system. When the second step is properly accomplished, New Jersey will have a comprehensive data bank, revealing what is happening in the criminal justice system. This data bank must however contain complete and accurate information if it is to serve the needs of the system in the areas of prevention, apprehension, detention, adjudication, corrections and rehabilitation. The information in it must be continually updated to include current information concerning any offender's status at any stage in his movement through the criminal justice system.

Such information is vital if there is to be a State-wide information system, and it is equally vital if we are to be able to analyze the effects on an offender of precisely what happened to him in the system, i.e., the detailed effects on recidivism of all the methods of criminal justice, not just the rehabilitation agencies.

As a result of a year long study, a basic Uniform Court Disposition Reporting System was developed and introduced on a pilot basis in Mercer County on July 1, 1968.

This system establishes a standard judicial complaint from all disorderly persons and criminal offenses. Other related forms were developed to aid the Court Clerks and County Prosecutors in meeting their statutory reporting obligations. These various forms provide the vehicle for reporting interim and final court dispositions to the State Bureau of Identification, which has the responsibility of maintaining the identification records data bank, and disseminating such information throughout the State and to the F.B.I.

The system will be advanced, step-by-step, in a multi-

year phased program. It will involve informed participation by many local agencies.

**iii. Implementation:**

Provide funds (to be matched by the grantee in accordance with law) for the education of local agencies about the Uniform Crime Disposition Reporting System, what it will require, and what its benefits will be.

Provide funds (to be matched by the grantee in accordance with law) for research into selected ramifications and opportunities that will occur as the system is phased in.

**i. Title of Program Approach Under Objective 2.2:**

Criminal Judicial Information Reporting System. (Approach No. e-3)

**ii. Objective:**

TO ALLOW JUDGES TO BE ASSIGNED ACCORDING TO NEED; TO MONITOR COURT OPERATING COSTS; TO DETERMINE THE EFFECTIVENESS OF THE SYSTEM AS IT RELATES TO RECIDIVISM; AND TO PROVIDE INDEPTH SYSTEMS ANALYSIS OF JUDICIAL ACTIVITIES, REQUIRES THAT DETAILED STATISTICAL INFORMATION ON INDIVIDUAL CASES BE COLLECTED CENTRALLY FOR ANALYSIS, AND THIS SHOULD BE IMPLEMENTED.

Presently the Administrative Office of the Courts receives weekly reports from all judges, except those assigned to the Appellate Division of Superior Court and municipal court judges, and monthly reports are received from all court clerks. However, these reports do not supply information on an individual case basis, making it impossible to evaluate the effectiveness of judiciary activity on the growing crime and juvenile delinquency rate.

**iii. Implementation:**

Provide incentive funds (to be matched by the grantee in accordance with law) to set up a detailed system of reporting judicial information on cases to the Administrative Office of the Courts.

The scope of the system would include individual case reporting of all criminal cases, and appeals, in the county and appellate courts and in the Juvenile and Domestic Relations Courts, and aggregate reporting of all criminal cases, and appeals, in the county and appellate courts, and in the Juvenile and Domestic Relations Courts, and aggregate reporting of non-indictable offenses by the County District and Municipal Courts.



The setting up of the system would be a multi-phase operation requiring three to four years. The first year's goals would include a description and analysis of existing reporting procedures and the determination of needs for specific data; the drafting of enabling legislation and court rules; establishment of criteria in the new reporting system; and the development of forms for the system. The second year would be devoted to programming and pilot implementation of the system. Evaluation and adjustment of the system during the third year would precede operational implementation of the new system.

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**i. Title of Program Approach Under Objective 2.2:**

Management of Prosecution Information and Records. (Approach No. e-4)

**ii. Objective:**

TO PROVIDE FOR MODERN METHODS OF INFORMATION MANAGEMENT BY THE PROSECUTORS' OFFICES WOULD INCREASE EFFICIENCY, REDUCE DELAYS, AND AFFECT FAVORABLY THE RELATIONSHIP OF PROSECUTION FORMS AND PROCEDURES TO COURT FORMS AND PROCEDURES, AND SHOULD BE IMPLEMENTED.

A prosecutor's office is a very busy place and the information control and records keeping problems are as bad as those already described with regard to the courts. They are different however, in that the court's problems revolve around the agencies that practice before it, while the prosecutor's office deals with ancillary "outside" functions such as investigation, and is as a result more open-ended.

**iii. Implementation:**

Provide funds (to be matched by the grantee in accordance with law) for the design and implementation, on a pilot basis, of modern methods of information management for prosecutors' offices.

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**i. Title of Program Approach Under Objective 2.2:**

Management of Public Defender's Information and Records. (Approach No. e-5)

**ii. Objective:**

TO PROVIDE A STUDY OF THE PUBLIC DEFENDER'S OFFICE, INCLUDING BUT NOT LIMITED TO INFORMATION MANAGEMENT, WOULD BE TIMELY AND APPROPRIATE, AND SHOULD BE IMPLEMENTED.

The Public Defender's Office is only three years old in New Jersey, and is still developing. For that reason, however, it is all the more important to establish a

logical information and records management system for this branch of the adjudicative system at this time. The Public Defender's Office has several unique characteristics that would render its information problems different from that of the prosecutors' offices. In addition, the position of the Defender as the criminal attorney for the indigent, requires the conclusion that an increase in the efficiency of operations of the Public Defender's Office is especially important to criminal justice.

Moreover, with such a study of the Defender's Office there would be a data base from all three institutional adjudicative branches, so that better system-wide procedures would be fostered.

In addition, because it is new and rapidly expanding, it would be very desirable to broaden the information and records study to include a study of other aspects of the operation of the Defender's Office relating to case loads, kinds of cases, financial data on defendants, and any other emergent problems of this new institution.

**iii. Implementation:**

Provide funds (to be matched by the grantee in accordance with law) for the study of the operations of the Public Defender's Office, including but not limited to information and records management.

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**i. Title of Program Approach Under Objective 2.2:**

Improvement of Bail System. (Approach No. e-6)

**ii. Objective:**

TO PROVIDE A FULL-TIME STAFF RESPONSIBLE FOR IMPLEMENTATION OF EXISTING BAIL POLICIES UNIFORMLY THROUGHOUT THE STATE.

Since 1965, the Supreme Court and the Administrative Office of the Courts have recommended and encouraged changes in the bail practices in the State, as part of the continuing effort to improve the administration of criminal justice in New Jersey. The Supreme Court modified its rules concerning bail and authorized, also by rule, law enforcement officers to issue a summons in lieu of arrest for certain non-indictable offenses.

The release of a defendant on his own recognizance or at a reduced bail is determined in New Jersey by an investigation into his stability in the community and availability for trial. The report to the Court is patterned on the point system developed by the Vera Institute of Justice.

These changes were intended to extend the scope of pretrial liberty. However, the system is not now

operating satisfactorily and falls short of providing essential justice to the individual and protection to the public, due to the lack of uniform implementation of existing policies throughout the State.

**iii. Implementation:**

Provide funds (to be matched by the grantee in accordance with law) on a pilot basis, to establish a formal Bail Unit associated with an appropriate criminal court, and to demonstrate the effect of such a unit upon the actual operation of liberalized bail practices.

In addition to collecting and verifying information for the determination of eligibility for release on personal recognizance, the Bail Unit would make an evaluation of potential risk as a means of identifying and screening out those defendants who are considered bad risks as far as the public is concerned, but who might otherwise meet criteria for pre-trial release. It is believed this type of service would reduce to a minimum the potential risks defendants pose to the community as a result of their pretrial release.

Experience indicates greater effort needs to be made to secure compliance of released defendants with court appearance schedules. With adequate staff the Bail Unit would be in a position to assume responsibility for giving proper instructions to defendants regarding their obligations at the time of release, as well as for monitoring their availability for later court appearances.

The availability of additional personnel would also make it possible for the Bail Unit to act as a liaison between the court and the police for the purpose of encouraging greater use of the summons in lieu of arrest in non-indictable cases. If Bail Unit staff were able to initiate their investigation services at the time of arrest rather than afterwards, it would appear probable that a greater number of summonses could safely be issued by police officers than at present.

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**i. Title of Program Approach Under Objective 2.2:**

Criminal Law Reform. (Approach No. e-7)

**ii. Objective:**

TO PROVIDE STAFF FOR ONE OR BOTH OF THE COMMITTEES ON LAW AND PUBLIC SAFETY WOULD MATERIALLY AID THE CREATIVE DRAFTING AND CONSIDERATION OF BILLS RELATING TO CRIMINAL JUSTICE, AND SHOULD BE DONE.

TO PROVIDE STAFF FOR THE JUVENILE COURT LAW REVISION COMMISSION AND THE CRIMINAL LAW REVISION COMMISSION

**WOULD AID THE RECODIFICATION OF THE CRIMINAL LAW, AND SHOULD BE DONE.**

In 1968 the New Jersey Legislature enacted two measures dealing with reform of the criminal statutory law. The Juvenile Court Law Revision Commission was created and empowered "to make a study of the statutes relating to the juvenile courts and the treatment of juvenile offenders and, if found warranted, to prepare a proposed revision of such statutes." No specific appropriation is mentioned to enable the Juvenile Law Commission to carry out the project.

The Criminal Law Revision Commission was also created, and empowered "to study and review the statutory law pertaining to crime, disorderly persons, criminal procedure and related subject matter" — "to modernize the criminal law of this State so as to embody principles representing the best in modern statutory law, to eliminate inconsistencies, ambiguities, outmoded and conflicting, overlapping and redundant provisions and to revise and codify the law in a logical, clear and concise manner." The Legislature appropriated \$50,000 to enable the Criminal Law Commission to carry out the project.

The Law Revision and Legislative Services Commission has the mandate in both acts to insure that any proposals mechanically comply with the format of New Jersey statutes.

Basic new statutory policy (as distinct from recodification, including simplification, clarification, and modernization of existing law) is seldom provided by a law reform commission, and is instead almost always formulated by members of the legislature itself.

In New Jersey, the two houses of the Legislature have resolved themselves into subject-matter committees for the receipt, study, and initial screening of bills. The criminal justice field is within the jurisdiction of the Assembly and Senate Committees on Public Law and Safety.

While staff legislative services, including study and drafting of bills, is provided in the New Jersey Legislature, it is done by a single agency for all bills, the Law Revision and Legislative Services Commission. No standing Assembly or Senate Committees have separate staff of their own, not even a counsel.

**iii. Implementation:**

Provide funds (to be matched by the grantee in accordance with law) for provision on a demonstration basis of at least one staff member to at least one of the Legislature's Committees on Law and Public Safety.

Provide technical services to either or both of the



Juvenile Court Law Revision Commission and the Criminal Law Revision Commission, by SLEPA staff.

Provide funds (to be matched by the grantee in accordance with law) to supplement the staff of either of the two Law Revision Commissions.

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**i. Title of Program Approach Under Objective 2.2:**

Basic Experiments to Reduce Delay in Criminal Adjudication. (Approach No. e-8)

**ii. Objective:**

TO PROVIDE THE MEANS FOR REDUCING DELAY IN THE COURTS RELATED TO BASIC APPROACHES, WOULD LEAD TO SWIFTER JUSTICE, DISRUPT THE DEFENDANTS' LIVES LESS, HAVE A DETERRENT EFFECT ON OTHERS, AND INCREASE RESPECT FOR THE SYSTEM: AND IT SHOULD BE IMPLEMENTED.

In Washington, D.C. a study of Court delay showed that the average court room time for guilty felony pleas was less than one hour, while the median time from initial appearance to disposition was four months.

The known facts about felony cases in Washington were placed in a computer, and the operation of the system was simulated. After a number of variables in the system were tested, it appeared that the addition of a second grand jury would result in a 25% reduction in the time required for the typical felony case to move from initial appearance to trial.

Delay in the courts is not only unfair to the defendant, but it also impedes the work of the adjudicative agencies themselves, including the courts.

**iii. Implementation:**

Provide funds (to be matched by the grantee in accordance with law) for demonstration projects testing the effect on court delay of basic experiments, such as the provision of a second grand jury.

Provide funds (to be matched by the grantee in accordance with law) for a computer simulation of selected New Jersey courts, to allow the systematic generation of possibilities for such basic experiments.

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**i. Title of Program Approach Under Objective 2.2:**

Formal Training Program to Create Police Legal Advisors. (Approach No. i-1)

**ii. Objective:**

TO PROVIDE SOMEONE IN EACH POLICE DEPARTMENT WHO CAN ACT AS A FOCUS OF DISSEMINATION AND EXPLANATION OF

DEVELOPING POLICE LAW IS VITAL TO INDIVIDUAL JUSTICE AND ULTIMATELY TO GOOD COMMUNITY RELATIONS, AND THEREFORE SHOULD BE DONE.

The President's Commission on Law Enforcement and the Administration of Justice found that legal services: "are inadequate at best and often non-existent. The fact is that with few exceptions State and municipal governments have not recognized the importance of staffing law enforcement agencies with law-trained personnel".

Particularly with the rapid change in constitutional law regarding both individual rights and criminal law and procedure, there is a need for a person of legal-police sophistication in every police department of a size adequate to support him. In larger departments this can be a lawyer per se, or a law-trained police officer. In small departments this person can be an officer who has the intellectual capacity to understand the subtler legal concepts and relations. In any of these cases, he should be specially trained and kept up-to-date in the speciality of police law.

**iii. Implementation:**

Provide funds (to be matched by the grantee in accordance with law) for a demonstration project that would establish the position of Police Law Advisor within a municipal police department. The person so designated could be an experienced young lawyer, a retired lawyer, or a lawyer-policeman. Eventually all of these possibilities should be tried.

The grantee police department should establish a close relationship with a law school that could monitor the project and provide technical assistance. Although it should, for the foregoing reasons, be tried in cities of various sizes, the large cities of Newark and Camden are the homes of all three of New Jersey's law schools, and could be ideal sites for demonstration projects.

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**i. Title of Program Approach Under Objective 2.2:**

Community Relations Training for Criminal Justice Personnel. (Approach No. i-2)

**ii. Objective:**

INCREASING THE KNOWLEDGE AND UNDERSTANDING, ON THE PART OF CRIMINAL JUSTICE SYSTEM PERSONNEL, OF THE CULTURE, LANGUAGE, NEEDS AND PROBLEMS OF THOSE MEMBERS OF THE PUBLIC (PARTICULARLY MINORITY GROUPS) WITH WHOM THEY INTERACT, IS NEEDED, AND SHOULD BE IMPLEMENTED.

### **iii. Implementation:**

Provide funds (to be matched by the grantee in accordance with law) for projects providing police (or other criminal justice system personnel) education and training regarding relevant language, cultural, and other factors that would otherwise act as a barrier to mutual respect and cooperation.

One possible program under this approach would be the creation of a basic Spanish language and Puerto Rican culture training program for police personnel serving in areas where there is a significant Puerto Rican community.

Another possible project would provide in-service training for local police officers in the structure of local community organization and current community issues.

Another possible project would be to involve entire police departments, starting at the top, in intensive small group discussions led by trained psychologists or group workers. Neighborhood residents could be asked to participate in these group sessions.

Another possible project would be the education of police officers in the basic facts of the Negro culture, particularly as it exists in the cities in an effort to build both empathy and understanding.

Another possible project would be the education of police officers about prominent figures in Negro history in the United States in a wide range of fields. The purpose of such training would be to attack the negative stereotypes of the Negro as personified particularly in the ghetto dweller.

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### **i. Title of Program Approach Under Objective 2.2:**

Informal Police-Community Contacts and Working Cooperation. (Approach No. i-3)

### **ii. Objective:**

TO DE-POLARIZE THE ROLE STEREOTYPES THAT THE COMMUNITY HAS OF THE POLICE, AND THE POLICE OF THE COMMUNITY; AND TO BUILD MUTUAL RESPECT BETWEEN THE POLICE AND THE COMMUNITY.

### **iii. Implementation:**

Provide funds (to be matched by the grantee in accordance with law) for projects that will bring the police and the community together outside their normal roles, i.e. law enforcer and law violator or potential law violator.

Provide funds (to be matched by the grantee in accordance with law) for the design and implementation of projects, including pilot projects, that involve the

police and community members, preferably community leaders, in useful mutual work activities.

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### **i. Title of Program Approach Under Objective 2.2:**

Recruitment, Selection and Training of Minority Group Police Officers. (Approach No. i-4)

### **ii. Objective:**

TO MAKE LAW ENFORCEMENT CAREERS MORE ATTRACTIVE TO MEMBERS OF MINORITY GROUPS, TO ELIMINATE NON-VALID SELECTION CRITERIA, AND TO INSURE SUCCESSFUL JOB PERFORMANCE BY MINORITY GROUP OFFICERS RECRUITED THROUGH SPECIAL EFFORTS.

### **iii. Implementation:**

Provide funds (to be matched by the grantee in accordance with law) for innovative, but practical projects that would increase minority group representation on police forces.

Some of the projects contemplated in this program area include the establishment and use of integrated police recruiting teams to work full-time in minority group communities in the cities, to visit Army installations to take advantage of the Defense Department's early release program, and to visit Negro colleges in the South in order to attract Negro graduates into law enforcement.

Another possible project would involve the development and testing of culture-free police entrance and promotional examinations.

A third possible project would provide supplemental academic training to educationally disadvantaged persons seeking positions in the police-cadet programs being operated in urban police departments. Selected disadvantaged cadets would receive both police and academic training on a parallel basis with regular cadets so that when they finished the cadet program, or shortly afterward, they would be prepared to take and pass the police entrance exam.

Other projects conforming to the general objective can be proposed.

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### **i. Title of Program Approach Under Objective 2.2:**

Urban Community Justice Centers and Service Bureaus. (Approach No. i-5)

### **ii. Objective:**

TO IMPROVE THE ADMINISTRATION OF JUSTICE, AND FAVORABLY AFFECT

## COMMUNITY ATTITUDES BY PROTECTING THE WELFARE AND RIGHTS OF THE RESIDENTS OF URBAN COMMUNITIES.

### iii. Implementation:

Provide funds (to be matched by the grantee in accordance with law) for projects designed to inform and counsel the poverty community regarding their legal rights, and for services related directly thereto.

One project contemplated in this program would combine the resources of law schools with specially trained legal aides drawn from slum neighborhoods. Housed in storefronts and employing ghetto youths as legal corpsmen, the services offered by this group would revolve around a 24-hour switchboard service to take requests for legal first-aid.

Another project would employ Police-Community Service Bureaus for rapid and efficient police referrals to social agencies. These central storefront offices would house a staff of counselor-advocates for social problems in the neighborhood, and might make use of indigenous civilian personnel, including Spanish-speaking persons in appropriate areas.

These centers could be linked with a proposed State-wide Bureau of Community Conciliation to be used in the prevention and control of civil disorders.

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### i. Title of Program Approach Under Objective 2.2:

A Systems Analysis of the Criminal Justice System from Arrest Through Sentencing or Acquittal. (Approach No. j-1)

### ii. Objective:

TO PROVIDE RESEARCH IN THE FORM OF A SYSTEMS ANALYSIS OF THE CRIMINAL JUSTICE SYSTEM FROM ARREST THROUGH SENTENCING OR ACQUITTAL, SHOULD BE DONE.

At any state of the criminal process the status of the case and the status of the defendant should be information that is readily available. The data so provided should be sufficient to identify the defendant, insure that he has counsel, and schedule his case through the various stages of the criminal proceedings. It should contain the information required for Release on Recognizance evaluations or for bail purposes and should provide the information necessary for pre-sentence reports mandated by law or by the court for convenience.

The system should be capable of routinely handling all the tasks of indexing, filing, docketing, sorting, and

retrieving of the papers necessary to disposition of the case, whether they be judicially initiated or prepared by other agencies, departments and offices involved with the criminal justice machinery.

Present uncoordinated system is not responsive to the needs of the court and the total criminal justice system.

### iii. Implementation:

Provide funds for a systems analysis of the criminal justice system from arrest through sentencing or acquittal in order to restructure the paperwork and flow of work and information, so that efficiency is introduced, backlogs are reduced, and better information and control are afforded.

In order to develop a responsive system, a quantitative analysis and description of the present system must first be made to determine in precise terms the needs of the system.

Information obtained by or for any of the branches of the criminal justice system, ought to be available to, and in a format useable by, the other branches. In addition to operational benefits, consistent records will eventually allow computerization with attendant access advantages, and will allow more detailed and possibly meaningful criminal statistics and crime analysis.

This program approach would build upon a systems study SLEPA has conducted with planning funds into the information flow in Mercer County from arrest through sentencing or acquittal.

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### i. Title of Program Approach Under Objective 2.2:

Development of a Design for a Criminal Justice Information System. (Approach No. j-2)

### ii. Objective:

TO EXPAND THE PROJECTED STATE-WIDE COMMUNICATIONS AND INFORMATION SYSTEM BEYOND POLICE TO OTHER CRIMINAL JUSTICE AGENCIES.

The police information system set forth in Program 2.2.1 will have storage capacity for inclusion of data from the adjudicative and rehabilitative agencies as well, and the experience with the Uniform Court Disposition system and a systems analysis of the criminal justice system (Approach No. j-1) should enable a design to be created for such inclusion.

### iii. Implementation:

Provide funds (to be matched by the grantee in accordance with law) for the initial design stages of a State-wide criminal justice information system.

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**i. Title of Program Approach Under Objective 2.2:**  
Criminal Justice Institute. (Approach No. j-3)

**ii. Objective:**

TO PROVIDE AN INSTITUTION WHICH CAN COLLECT AND ANALYZE DATA PERTAINING TO ALL ASPECTS OF THE CRIMINAL JUSTICE SYSTEM, TRAIN PERSONNEL IN NEW, MULTI-DISCIPLINARY APPROACHES, AND ACT AS THE PRIME DEPOSITORY AND DISSEMINATION SOURCE FOR RESEARCH AND DEVELOPMENT IN CRIMINAL JUSTICE IN NEW JERSEY.

**iii. Implementation:**

Planning will be undertaken in the first year with the assistance of universities, agencies and specialized consultants to determine the design, scope, and costs for a criminal justice school and institute.

**i. Title of Program Approach Under Objective 2.3:**

Experimental and Demonstration Projects in Increasing the Efficiency and Effectiveness of the Criminal Justice System. (Approach No. j-10)

**ii. Objective**

TO TEST AND EVALUATE, ON A PILOT BASIS, NEW METHODS AND PROGRAMS IN PREVENTING CRIME THROUGH IMPROVED CRIME CONTROL, AND IN INCREASING THE EFFICIENCY OF THE CRIMINAL JUSTICE SYSTEM THROUGH IMPROVED SYSTEM MANAGEMENT.

**iii. Implementation:**

Contracts for experimental programs will be arranged with individuals, agencies and universities with demonstrated capacity to design and operate such projects. There will be a heavy emphasis upon research and evaluation.

The purpose of these pilot projects is to test on a small scale, methods and programs which, if proven to be effective, can be used as a basis for larger scale action programs.

**REDUCTION IN THE NEED AND DESIRE TO COMMIT CRIME (PREVENTION AND REHABILITATION) (GOAL 3.0)**

**Objectives**

There are two overall objectives related to the achievement of this goal. **The first objective** is the "Reduction of Crime Through Preventive Measures" (Objective 3.1). The potential improvements in crime prevention become more obvious when a range of

possible general approaches is laid out systematically. Some prevention-type programs have already been set forth under Objective 2.1. The more specific program objectives here are:

- The creation of viable alternatives to criminal behavior.
- The correction of social conditions that foster crime.
- The education of the public concerning the nature and rules of the criminal justice system and the alternatives to criminal behavior.

At present New Jersey has the beginnings of what could become a meaningful crime prevention system. However, not enough effort has been made to date to discover and define clearly and systematically what areas of activity constitute crime prevention, and to lay out systematically a series of programs for each area.

On the State level, the Governor, the Legislature, and several State departments and agencies have exhibited a deep interest in the problem and have developed, instituted, and funded programs concerned with some of the aspects of crime prevention. This good beginning needs step-by-step expansion and elaboration.

In addition to initiatives on the State level, New Jersey also has an extensive network of locally-based programs that can be integrated into a thorough overall prevention program. New Jersey has 29 operating "community action" programs, nine Federally-funded "Model Cities" programs, four State-funded potential "Model Cities" programs, and numerous private agency programs that have done work in crime prevention long before the Federal and State Governments entered the field to any considerable degree.

In order to develop a comprehensive crime prevention program upon the base of the foregoing already existing activities, the State Law Enforcement Planning Agency expects to fund not only State and local governments, but also (on the basis of their contracting with units of general government, who must be the actual applicants) certain non-public agencies that have demonstrated competence and staying power in the field.

The scope of the prevention program will be wide ranging, and will ultimately encompass each of the areas listed above. The general long term objective will be to favorably change the graph of crime incidence, i.e., to slow its increase, and hopefully, ultimately to stabilize and even reduce the crime rate. The short and intermediate range objectives will be to institute, unify, expand and multiply programs in each of the prevention areas.

**Objective 3.2**, "Rehabilitation of Offenders" has a crime prevention aspect also in that the successful rehabilitation of offenders will lead to a reduction of the recidivism rate. A large number of offenses are committed by persons who have already been convicted of at least one prior offense, thus major efforts must be made toward reducing recidivism if the crime rate is to be reduced.

The following are general directions for developing increased effectiveness in corrections and rehabilitation in New Jersey:

- To reduce crime through rehabilitation of offenders at the earliest possible point of contact in the criminal justice system.
- To develop a range of correctional alternatives that promote treatment approaches as close to the community as security and individual circumstances will allow.
- To prepare offenders, while they are in the correctional system, with skills that will serve as an economic alternative to crime after they have been released.
- To seek more effective means of rehabilitating narcotic and alcoholic offenders.

As with the previous goals, there is an objective (Objective 3.3) to expand and improve research, development and evaluation in this area. This is to be done through both specific problem-oriented research and experimental and demonstration projects.

#### **Improvements Planned**

In addition to the programs funded in 1969 and allocated funds for 1970, the program approaches that follow will be central to reducing the need and desire of persons to commit crime, but they do not exhaust all the possibilities. Rather, they are intended to provide a sound beginning. The program approaches are keyed to the Federal functional categories by means of the program approach number.

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#### **i. Title of program Approach Under Objective 3.1:**

Public Education About the Nature and Purposes of the Criminal Justice System. (Approach No. b-4)

#### **ii. Objective:**

TO ACQUAINT THE PUBLIC WITH THE STRUCTURE, PURPOSES, AND BASIC OPERATION OF THE CRIMINAL JUSTICE SYSTEM.

TO ENCOURAGE RESPECT FOR THE LAW AS AN INSTITUTION AND TO IMPART

#### **KNOWLEDGE OF THE CONSEQUENCES OF VARIOUS CRIMINAL LAW VIOLATIONS.**

#### **iii. Implementation:**

Provide incentive funds (to be matched by the grantee in accordance with law) for the provision of education about the criminal justice system, its operation, and the consequences of law violation.

Example projects include providing training and materials for school teachers; using criminal justice system personnel as guest-lecturers to high school students; adult-education programs; using Bar Association members as special lecturers; community seminars and workshops; audio-visual presentations; and public tours of criminal justice system facilities.

The desired results include improvement of the prevention of crimes, improvement of community acceptance of law enforcement personnel and institutions, and development and dissemination of model programs for use by other jurisdictions.

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#### **i. Title of Program Approach Under Objective 3.2:**

Rehabilitation for Short-Term Prisoners. (Approach No. f-1)

#### **ii. Objective:**

TO STIMULATE THE DEVELOPMENT OF PROJECTS IN COUNTY CORRECTIONAL INSTITUTIONS THAT WILL FOCUS A SERIOUS EFFORT ON REHABILITATING CONVICTED SHORT-TERM OFFENDERS, AND THAT WILL MOBILIZE THE ASSISTANCE OF COMMUNITY AGENCIES AS NEEDED TO ASSIST INDIVIDUALS IN CUSTODY AWAITING ADJUDICATION, IS BADLY NEEDED, AND SHOULD BE IMPLEMENTED.

Although more than 50,000 individuals pass through the county operated correctional facilities in New Jersey each year, there are no efforts made in most jurisdictions to reverse the behavior that brought the offender in conflict with the law. Because of competing demands on limited resources, there is little public pressure to promote other than secure holding facilities in these institutions.

#### **iii. Implementation:**

Provide funds (to be matched by the grantee in accordance with law) to county correctional authorities for projects having a clearly demonstrable rehabilitative value, or to develop such.

Initially, the types of projects involved would be those that can be implemented in the county jail system as it now exists. Activities could include the following:

preparation of social histories on each person as he is placed in jail custody, with efforts made to assist the individual and his family with critical problems; provision of basic education opportunities to those in need, e.g., literacy training through high school equivalency; and the development of post-release assistance activities, particularly job placement.

These projects would be sponsored by the counties. It is anticipated that each county jail would need a Rehabilitation Director who would be responsible for the development of these rehabilitation activities. Additional staff could be retained depending upon the volume of commitments. Any grant project implementing this approach would have as a specific condition the approval of the qualifications of the Rehabilitation Director by SLEPA.

A longer range view of county correctional institution operations would include the broadening of the financial base of the institutions that house short-term offenders beyond that of the county. Such an approach could involve construction of regional facilities architecturally suited to modern programming of rehabilitation activities. The construction of one regional correctional institution (for example, serving multiple low-population counties) to serve as a model for jail operations and as a training facility for county correctional personnel could be a component of this program.

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**i. Title of Program Approach Under Objective 3.2:**

Vocational Training for Confined Offenders. (Approach No. f-3)

**ii. Objective:**

TO ESTABLISH PROJECTS THAT WILL PREPARE OFFENDERS IN CORRECTIONAL CONFINEMENT FOR EMPLOYMENT IN SKILLS THAT ARE IN DEMAND, AND THAT COMMAND REASONABLE WAGES AND OFFER CAREER OPPORTUNITY, IS NECESSARY IF AN ECONOMIC ALTERNATIVE TO RECIDIVISM IS TO BE ESTABLISHED, AND SHOULD BE IMPLEMENTED.

A common characteristic of the vast majority of young adults in correctional confinement is that of employment failure. In a society where acquisition of material goods is deemed a prime requisite for social status and self-respect, it is essential to acquire skills that may be used to legitimately compete for a degree of material success beyond mere survival.

There is a lack of vocational training in actually salable skills in virtually all of the State and county

correctional institutions. Initial investment for the facilities, equipment and material to establish vocational training programs congruent with the demands of the industrial marketplace have been beyond the scope of available resources.

**iii. Implementation:**

Provide funds (to be matched by the grantee in accordance with law) for a design, and in a subsequent year for pilot basis implementation, of modern vocational education facilities within a selected correctional institution on each of the State and county levels.

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**i. Title of Program Approach Under Objective 3.2:**

Vocational Training for Released Offenders. (Approach No. f-4)

**ii. Objective:**

TO PROVIDE POST-RELEASE JOB COUNSELING, AND TO PROVIDE POST-RELEASE JOB TRAINING, WOULD TAKE ADVANTAGE OF THE MOTIVATIONAL FACT THAT DELINQUENT PERSONALITIES RESPOND BEST TO PRESENT NOT FUTURE NEEDS, AND SHOULD BE IMPLEMENTED.

Assuming the failure of the present rehabilitation system to impart actually salable skills to confined offenders, there arises the need to follow the released offender into the community to provide skill training at that stage.

Just as high school students frequently cannot study simply because it is required, so is it difficult for many offenders to learn skills under duress. The psychology is very much the same, and the analogy can be extended to the common stage when the newly graduated high school student or newly released offender suddenly knows what he should have known all along: he needs the very skills he spurned.

**iii. Implementation:**

Provide funds (to be matched by the grantee in accordance with law) for the provision of job counseling and job training to newly released offenders.

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**i. Title of Program Approach Under Objective 3.2:**

Joint Industry-Corrections Training. (Approach No. f-5)

**ii. Objective:**

TO TAKE ADVANTAGE OF THE ENORMOUS TRAINING CAPACITY OF INDUSTRY FOR SALABLE SKILLS, IS NEEDED, AND SHOULD BE IMPLEMENTED.



### **iii. Implementation:**

Provide funds (to be matched by the grantee in accordance with law) for the development, on a pilot basis, of new joint industry-corrections approaches, especially for work-release offenders, but also with regard to bringing selected commercial industries into selected institutions for on-the-job training or lecture and illustration training.

Provide funds (to be matched by the grantee in accordance with law) for studies and pilot projects leading toward the location of selected industries adjacent to, or in common facilities with, correctional institutions of selected nature, for the purpose of bringing jobs and manpower together.

### **i. Title of Program Approach Under Objective 3.2:**

Rehabilitation for Alcoholic Offenders. (Approach No. f-7)

### **ii. Objective:**

TO ENCOURAGE THE DEVELOPMENT OF PROJECTS THAT WILL MORE EFFECTIVELY PROMOTE THE REHABILITATION OF CHRONIC ALCOHOLIC OFFENDERS THROUGH MEDICAL DIAGNOSIS AND TREATMENT.

### **iii. Implementation:**

Provide funds (to be matched by the grantee in accordance with law) for establishing community-based overnight houses with the capacity for bedding down drunks on a temporary basis, and for referring alcoholics to available treatment facilities.

Provide for projects in urban centers wherein civil detoxification facilities would be attached to city hospitals. These non-correctional facilities would provide medical treatment, problem diagnosis and referral for community services.

Provide for appropriate after-care facilities and diagnostic follow-up to insure the re-integration of the alcoholic offender into the community.

### **i. Title of Program Approach Under Objective 3.3:**

Experimental and Demonstration Projects in Reducing the Need and Desire to Commit Crime. (Approach No. j-11)

### **ii. Objective:**

TO TEST AND EVALUATE ON A PILOT-PROJECT BASIS, NEW METHODS AND PROGRAMS DESIGNED TO INSTILL PROSOCIAL ATTITUDES AND BEHAVIOR IN

## **POTENTIAL OFFENDERS AND PREVIOUS OFFENDERS.**

### **iii. Implementation:**

Contracts for experimental programs will be arranged with individual researchers, research agencies, or colleges and universities with the demonstrated capacity for designing, testing and evaluating pilot-projects.

As needs and problems may dictate, the State Law Enforcement Planning Agency will design certain experimental or demonstration projects in this area to be tested and evaluated by an appropriate sponsor.

## **REDUCTION OF ORGANIZED CRIME (GOAL 4.0)**

### **Objectives**

The first primary objective focused toward this goal is "Control of Organized Crime" (Objective 4.1). The basic structure of an efficient organized crime control program must include two components — the investigative personnel who gather the raw facts which are necessary for prosecution, and the legal personnel who structure those facts into cases which are ultimately presentable in court. For such a system to operate effectively, it is vitally necessary that police and prosecutors work as a single unit from the beginning of each investigation through the trial stage of the case.

The standard organized crime case is a complex, multi-defendant, multiple-count prosecution, usually defended by professional criminal lawyers. There is a need, therefore, for expert legal judgement during the investigative, fact-gathering, pre-grand jury phase of each case.

Recent legislation has provided new techniques to meet law enforcement responsibilities in controlling organized crime. These new legal steps include:

- The impaneling of a grand jury with State-wide jurisdiction to probe organized crime and official corruption. The presentation of evidence to this first State-wide grand jury is handled by two former Federal Attorneys. They act as co-directors of the Organized Crime Unit, in the State Department of Law and Public Safety, which is headed by the Attorney General of New Jersey.
- A witness immunity bill which compels evidence from certain witnesses in criminal proceedings and grants immunity from prosecution to such persons.
- A "Wiretapping and Electronic Surveillance Control Act", approved on January 14, 1969, as a tool to combat organized crime. This Act will remain in effect until December 31, 1974.

- Two laws passed in 1968 provide penalties for usury (loan sharking). The first was approved in September, 1968, and provides penalties for persons loaning money and charging interest beyond the maximum rate allowed by law, while the second was approved in November, 1968, making it a high misdemeanor to loan money and charge an interest rate of over 50% a year.

- A four-member State Commission of Investigation was created to investigate the enforcement of New Jersey Laws, including those dealing with organized crime and racketeering, as well as the conduct of public officials and matters pertaining to public peace, public safety and public justice.

- A nine-member, non-partisan Criminal Law Revision Commission was created to modernize the criminal law of New Jersey, with a final report due by April 1, 1970.

Continued improvement calls for a strategy of coordination and plans for action. Equally important is the need for a greater commitment of specially-trained personnel and technical equipment which can begin to approach the resources available to organized crime.

The New Jersey program for controlling organized crime is based on the concept that State-wide organized crime intelligence must form the basis for any control strategy. This intelligence must be available to operating agencies at all levels, which are actively engaged in combating organized crime. Information sharing efforts at every level will result in priorities and effective action by the combined forces of the criminal justice system. The objective of the current organized crime programs is to provide the urgently needed strengthening of the organized crime control effort.

**The second primary objective** under this goal concerns the prevention of organized crime (Objective 4.2). This is to be accomplished through efforts at shocking and arousing a citizenry that has long been generally apathetic about syndicated crime. The public must be made acutely aware of the reality of the organized crime menace. Citizen organized crime councils or commissions can give reliable and determined community leadership to assessing local governmental efforts at controlling organized crime. They can also provide impartial public education, marshal public support for government agencies fighting organized crime, monitor judicial and law enforcement performance, organize public responses, enlist business cooperation against infiltration by organized crime, and hold hearings which can result in legislative proposals for combating organized crime.

Businessmen and private business associations in

particular will be educated and stimulated into developing strategies for preventing and uncovering organized crime's illegal and unfair business tactics.

Research, development and evaluation is also an objective in this area. Specifically, funds will be committed to problem-oriented research as needs in this area are identified through the State's expanding organized crime programs. It is recognized that the program approaches already developed do not exhaust all the possibilities, and research efforts can lead to new program ideas for reducing organized crime.

#### **Improvements Planned**

The following program approaches set forth the initial pattern for the direction, scope and general types of improvements planned in this area. Programs will be changed and expanded, new programs will be added, and in some cases old programs may be deleted as the situation warrants.

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#### **i. Title of Program Approach Under Objective 4.1:**

Expanded County Prosecution of Organized Crime. (Approach No. g-2)

#### **ii. Objective:**

TO EXPAND AND IMPROVE THE OPERATIONS OF COUNTY PROSECUTORS' OFFICES IN THE INVESTIGATION AND PROSECUTION OF ORGANIZED CRIME, AND TO MAKE ALL SUCH OPERATIONS COMPATIBLE WITH THE WORK OF THE ORGANIZED CRIME UNIT IN THE STATE DEPARTMENT OF LAW AND PUBLIC SAFETY.

#### **iii. Implementation:**

Provide funds (to be matched by the grantee in accordance with law) to selected county prosecutors' offices for the recruitment and training of special investigative personnel and the development of special prosecutive capabilities in the area of organized crime.

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#### **i. Title of Program Approach Under Objective 4.1:**

Increasing Local Capability Against Organized Crime. (Approach No. g-5)

#### **ii. Objective:**

LOCAL LEVEL ANTI-ORGANIZED CRIME CAPABILITY IS NEEDED AND SHOULD BE PROVIDED.

Organized crime is a national, or at least a regional, phenomenon; but due to the nature and kinds of illegal activities engaged in, organized crime has a great impact upon particular local communities.



### **iii. Implementation:**

Provide funds (to be matched by the grantee in accordance with law) to major city police departments for the recruitment and training of special investigative personnel, the development of intelligence gathering, storage, and retrieval capability consistent and compatible with the State-wide intelligence unit, and the development of local programs for the dissemination of information about the nature and methods of organized crime.

Funding will be considered for applicants showing a documented need for help, demonstrated willingness to give the subject high priority, and the capacity both to sponsor and to cooperate in research and evaluation.

Phase one would include an evaluation of local needs, and a project design. Phase two would include organization and training of new units, and acquisition and installation of new facilities under the design. Phase three would include an on-going evaluation of the functioning of the projects, and dissemination of data and recommendations to other jurisdictions.

The desired result would be the improvement of local capability against organized crime in major cities and development and dissemination of model programs for use by other jurisdictions.

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### **i. Title of Program Approach Under Objective 4.1:**

Non-Criminal Organized Crime Controls. (Approach g-6)

### **ii. Objective:**

TO EXPLOIT INFORMATION GATHERING POWERS THAT ARE BEYOND THE ACCESS OF POLICE AGENCIES, A MEANS SHOULD BE CREATED FOR COORDINATING THE EFFORTS OF ALL SUCH AGENCIES AT ALL LEVELS OF GOVERNMENT.

Government at various levels in New Jersey has available regulations that can help to thwart the activities of Organized Crime, particularly as it involves the infiltration of legitimate business. By the use of regulatory powers, intelligence information as well as usable court room evidence may be obtained.

New Jersey through its sales tax and health agencies has regulations now in effect that provide State officials inspection powers of organized crime's businesses. The State liquor authorities, as well as the local liquor inspection forces, have rights of inspection of night clubs and taverns where organized crime is suspected of having an interest, or meeting, or where illicit activities are suspected of taking place.

### **iii. Implementation:**

Provide funds (to be matched by the grantee in accordance with law) for the organization and training of a coordinating unit centered in the State Police, for informing the various quasi-enforcement agencies of trends in organized crime activity, and for constantly monitoring information these agencies may gather.

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### **i. Title of Program Approach Under Objective 4.2:**

Businessmen's Lectures on Organized Crime. (Approach No. g-3)

### **ii. Objective:**

TO EDUCATE BUSINESSMEN AS TO THE METHODS OF ORGANIZED CRIME IN TAKING OVER OR EXPLOITING LEGITIMATE BUSINESSES, WOULD HELP PREVENT THE MOST ALARMING ASPECTS OF RECENT ORGANIZED CRIME TRENDS.

### **iii. Implementation:**

Provide funds (to be matched by the grantee in accordance with law) for preparation of lecture materials, and other dissemination materials, to be used in briefing sessions and other means of communication with businessmen, and particularly with small businessmen in fields of business seemingly preferred by organized crime.

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### **i. Title of Program Approach Under Objective 4.2:**

State Organized Crime Prevention Councils. (Approach No. g-4)

### **ii. Objective:**

TO INVOLVE THE BROADER COMMUNITY IN THE FIGHT AGAINST ORGANIZED CRIME, WITH ANCILLARY BENEFITS OF EDUCATION OF THE STATE'S LEADERSHIP ABOUT THIS SPECIALIZED FIELD, WOULD BE A STEP TOWARD THE CREATION OF A BROAD FRONT AGAINST ORGANIZED CRIME AND SHOULD BE IMPLEMENTED.

### **iii. Implementation:**

Provide funds (to be matched by the grantee in accordance with law) for the organization and training of State Organized Crime Prevention Councils, attached to the Organized Crime Unit in the State Department of Law and Public Safety.

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### **i. Title of Program Approach Under Objective 4.3:**

Specific Problem-Oriented Research in Reducing Organized Crime. (Approach No. j-7)

**ii. Objective:**

TO SPONSOR AND ENCOURAGE RESEARCH BY RELEVANT DISCIPLINES (e.g. LAW, CRIMINOLOGY, POLITICAL SCIENCE) REGARDING THE NATURE, DEVELOPMENT, ACTIVITIES, AND ORGANIZATION OF ORGANIZED CRIME IN THE STATE.

**iii. Implementation:**

Provide funds to qualified individuals, agencies or universities with the demonstrated capacity for doing meaningful research on the subject of organized crime. Possible areas of study could be measuring public awareness and understanding of the nature of organized crime; public attitudes about organized crime and official corruption; and public acceptance of the activities of organized crime.

**REDUCTION OF RIOTS AND CIVIL DISORDERS (GOAL 5.0)**

**Objective**

While the prevention and control of riots and civil disorders is required to be a high priority subject by the Omnibus Crime Control and Safe Streets Act, the Act unfortunately does not allow for an attack on the root social causes of riots and civil disorders. Directions for New Jersey in this area were set forth by the Governor's Select Commission on Civil Disorder in 1968. Some of this Commission's recommendations, such as the requirement for a State-wide master plan for the control of civil disorders, have been implemented. One recommendation, for common communications facilities for joint police operations, was implemented in 1969 with Omnibus Crime Control funds under Project "Alert".

The objectives within this goal, which relate both to the prevention and control of disorders, are directed toward implementing the recommendations of this Governor's Select Commission. The same is true of objectives and programs under other goals focused upon improving community relations, preventing crime, and improving the selection and training of law enforcement personnel.

**Under Objective 5.1, "Prevention of Riots and Civil Disorders",** there is a program approach to implement the recommendation that, "Cities with large Negro populations should establish year-around councils or task forces whose sole purpose would be to maintain effective communication between the people in disadvantaged areas and the authorities, and to deal with problems that give rise to tension and friction." These task forces will be operable on the local level.

At the State level, appropriate machinery will be established to:

- Work closely with community groups and municipal officials in potentially explosive areas, and to assist them in identifying problems.
- Keep the channels of communication open between groups with opposing interests.
- Work with all groups to maintain community stability and reduce racial tensions.
- Nurture a climate wherein disputes can be settled in a reasonable and orderly fashion.
- Attempt to bring about the peaceful arbitration of any disputes which may arise.

**Under Object 5.2, "Control of Riots and Civil Disorders",** Project "ALERT" will be expanded both materially and conceptually as a State-wide communications and information system specifically designed to facilitate planning and execution of prevention and monitoring strategies in controlling civil disorders. A second program approach is concerned with combining certain operational responsibilities related to riots and civil disorders, now scattered among several State agencies, into a State-level Special Services Bureau. This Bureau will act as a civil disorders technical assistance unit, providing assistance to local jurisdictions in preventing and responding to disorders.

The program approaches which follow will allow for progressive steps forward in this field, but as has been true in the other subject areas, there is a necessity for specific problem-oriented research which can pinpoint both problem areas and possible program solutions.

**Improvements Planned**

These program approaches indicate the direction, scope and general types of improvements planned. Special efforts have been made to develop programs which reflect a balance between prevention (primarily soft ware) approaches and control (primarily hardware) approaches. The research component allows for continuing program development over a multi-year period.

**i. Title of Program Approach Under Objective 5.1:**

Arbitration and Fact Finding Service on Civil Disorders. (Approach No. h-1)

**ii. Objective:**

TO CREATE AN AGENCY FOR THE ARBITRATION OF COMMUNITY DISPUTES BEFORE SERIOUS CIVIL DISORDERS RESULT AND THUS INDUCE THE DISPUTING GROUPS

## TO DISCUSS GRIEVANCES AT A NEGOTIATING TABLE.

### iii. Implementation:

Provide funds (to be matched by the grantee in accordance with law) for the establishment of a Public Arbitration and Fact Finding Service in the Department of Community Affairs, including training of the requisite personnel.

Although racial tensions seem to arise regularly in communities throughout New Jersey, there is presently in existence no formal mechanism for the arbitration of mediation of community disputes before serious problems develop. It is possible that explosive community situations might be avoided or reduced if the disputing parties met first at a negotiating table and discussed their grievances, just as is done now in business and industry and government.

The Department of Community Affairs, in cooperation with the State Law Enforcement Planning Agency, would be able to establish an Arbitration and Fact Finding Service that could be of assistance to the State's community leaders in maintaining order. It could provide the public an opportunity also to register grievances and obtain redress from private agencies, as well as from municipal, county and State officials who might be involved in a particular complaint.

Such an arbitration office could assist community groups and local officials in identifying problems and potentially explosive areas; in keeping open lines of communication between opposing groups; in working with all groups to reduce racial tensions and maintain the stability of the community; in providing an area where disputes could be settled in an orderly fashion, and in attempting to solve peacefully by arbitration any disputes that might arise.

An arbitration agency of this type could provide information early to State and local government officials on rising community tensions so that steps might be taken promptly to correct these situations. If the community problems could not be corrected satisfactorily through the Arbitration and Fact Finding Service, an impartial outside mediator would be picked to handle arbitration of the dispute after a decision had been made by the Governor and Commissioner of the Department of Community Affairs that such an intervention was necessary, or upon request of both or all parties of the dispute. Upon resolution of the dispute, the mediator would be responsible for submitting to the Governor a full report containing his findings and any recommendations for further action.

### i. Title of Program Approach Under Objective 5.1:

Establishment of Local Information and Rumor Clearance Offices. (Approach No. h-2)

### ii. Objective:

TO PROVIDE A CENTRAL SOURCE WHERE CORRECT INFORMATION COULD BE OBTAINED IN ORDER TO ALLAY THE RUMORS THAT HELP TO CAUSE MISTRUST IN THE TIME PRIOR TO A CIVIL DISTURBANCE.

### iii. Implementation:

Provide funds (to be matched by the grantee in accordance with law) for the establishment of Local Information and Rumor Clearance Offices.

Lack of communication between the police and ghetto residents results in mistrust, and allows the spread of false rumors that provoke emotions and sometimes result in civil disorders. There should be established local information and rumor clearing offices where current and correct information can be obtained. These offices could be tied into the State Police Central Security Unit (Intelligence) which could be used as a collection and dissemination center for information relating to riots and civil disorders forwarded voluntarily to it by law enforcement and other agencies.

### i. Title of Program Approach Under Objective 5.1:

Development of a Neighborhood Action Task Force. (Approach No. h-3)

### ii. Objective:

TO DEVELOP NEIGHBORHOOD ACTION TASK FORCES, COMPRISING COMMUNITY LEADERS, AND TRAINING AND CONSTANTLY INFORMING THESE LEADERS, IN ORDER TO PROVIDE THE MEANS FOR FORESTALLING INCIPIENT RIOTS.

Respected community leaders who have a rapport with the community can, in the earliest stages, forestall civil disturbances if they know some relevant facts.

### iii. Implementation:

Provide funds (to be matched by the grantee in accordance with law) for a pilot program for the creation of a Neighborhood Action Task Force.

A system of block representatives could be established in the ghetto areas to act as a liaison between the police and the residents of the area. The area leaders would be selected by the citizens within their districts, and through conferences and seminars could be made aware of the problems existing between the police and the community.

**i. Title of Program Approach Under Objective 5.2:**

State-level Special Services Bureau. (Approach No. h-5)

**ii. Objective:**

TO ESTABLISH A COMPREHENSIVE AND COORDINATED CIVIL DISORDERS TECHNICAL ASSISTANCE CAPABILITY AT THE STATE LEVEL, IN ORDER TO PROVIDE GREATER ASSISTANCE TO LOCAL JURISDICTIONS IN BUILDING LOCAL RESPONSE CAPABILITIES TO CIVIL DISORDERS, RIOTS, CAMPUS AND SCHOOL DISORDERS, AND RELATED EMERGENCIES.

**iii. Implementation:**

Provide funds (to be matched by the grantee in accordance with law) for combining in one unit, all the operational responsibilities related to riots and civil disorders, carried on by elements of the State Police Planning Bureau (riot control planning and research), the State Central Security Unit and the State Civil Defense Bureau.

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**i. Title of Program Approach Under Objective 5.3:**

Specific Problem-Oriented Research in Reducing Riots and Civil Disorders. (Approach No. j-8)

**ii. Objective:**

TO PROVIDE INDEPTH RESEARCH AND ANALYSIS ON SPECIFIC PROBLEM AREAS CONCERNING RIOTS AND CIVIL DISORDERS WHERE NEW AND DIFFERENT KINDS OF INFORMATION ARE NEEDED. THE RESEARCH ENVISIONED WILL LEAD TO PROGRAM DESIGN RECOMMENDATIONS.

**iii. Implementation:**

Contracts will be arranged with individuals, agencies and universities having special competence in research, and demonstrated expertise in the specific subject area of the prevention and control of disorders.

In certain instances, SLEPA itself will carry out the research; in other instances, SLEPA will formulate research designs in response to specific needs and problems, and contract for the actual research studies; and in still other cases, contracts will be arranged for design formulation, data gathering, and data analysis and interpretation.

## **MULTI-YEAR FINANCIAL PLAN**

There are set out on the next three pages separate charts listing the estimated Federal expenditures, as well as those of State and local governments in the next four years under the goals of Reduction of Juvenile Delinquency, Increasing the Efficiency and Effectiveness of the Criminal Justice System in Crime Control, the Reduction in the Need and Desire to Commit Crime, the Reduction of Organized Crime and the Reduction of Riots and Civil Disorders.

### MULTI-YEAR PROJECTIONS OF FEDERAL EXPENDITURES

GOALS AND OBJECTIVES	1970	1971	1972	1973	TOTAL
<b>1.0 Reduction of Juvenile Delinquency</b>	<b>\$1,200,000</b>	<b>\$1,940,000</b>	<b>\$3,044,000</b>	<b>\$4,810,400</b>	<b>\$10,994,400</b>
1.1 Prevention of Delinquent Behavior	550,000	880,000	1,408,000	2,252,800	5,090,800
1.2 Rehabilitation of Juvenile Offenders	600,000	960,000	1,536,000	2,457,600	5,553,600
1.3 Research, Development and Evaluation	50,000	100,000	100,000	100,000	350,000
<b>2.0 Increase the Efficiency and Effectiveness of the Criminal Justice System in Crime Control</b>	<b>2,620,000</b>	<b>4,182,000</b>	<b>6,651,200</b>	<b>10,571,920</b>	<b>24,025,120</b>
2.1 Increase in the Risks and Difficulty of Committing Crime (Crime Control)	773,629	1,200,000	1,920,000	3,072,000	6,942,000
2.2 Increase in the Operating Efficiency of the Criminal Justice System (System Management)	1,746,371	2,832,000	4,531,200	7,249,920	16,383,120
2.3 Research, Development and Evaluation	100,000	150,000	200,000	250,000	700,000
<b>3.0 Reduction in the Need and Desire to Commit Crime (Prevention and Rehabilitation)</b>	<b>2,150,000</b>	<b>3,460,000</b>	<b>5,476,000</b>	<b>8,101,600</b>	<b>19,787,600</b>
3.1 Reduction of Crime Through Preventive Measures	600,000	960,000	1,536,000	2,457,600	5,553,600
3.2 Rehabilitation of Offenders	1,500,000	2,400,000	3,840,000	6,144,000	13,884,000
3.3 Research, Development and Evaluation	50,000	100,000	100,000	100,000	350,000
<b>4.0 Reduction of Organized Crime</b>	<b>350,000</b>	<b>710,000</b>	<b>1,106,000</b>	<b>1,739,600</b>	<b>3,905,600</b>
4.1 Control of Organized Crime	350,000	560,000	896,000	1,433,600	3,239,600
4.2 Prevention of Organized Crime	-0-	100,000	160,000	256,000	516,000
4.3 Research, Development and Evaluation	-0-	50,000	50,000	50,000	150,000
<b>5.0 Reduction of Riots and Civil Disorders</b>	<b>52,000</b>	<b>400,000</b>	<b>610,000</b>	<b>946,000</b>	<b>2,008,000</b>
5.1 Prevention of Riots and Civil Disorders	-0-	100,000	160,000	256,000	516,000
5.2 Control of Riots and Civil Disorders	52,000	250,000	400,000	640,000	1,342,000
5.3 Research, Development and Evaluation	-0-	50,000	50,000	50,000	150,000
<b>TOTALS</b>	<b>\$6,372,000</b>	<b>\$10,692,000</b>	<b>\$16,887,200</b>	<b>\$26,769,520</b>	<b>\$60,720,720</b>

**MULTI-YEAR PROJECTIONS OF STATE AND LOCAL EXPENDITURES**

<b>GOALS AND OBJECTIVES</b>	<b>1970</b>	<b>1971</b>	<b>1972</b>	<b>1973</b>	<b>TOTAL</b>
<b>1.0 Reduction of Juvenile Delinquency</b>	<b>\$ 800,000</b>	<b>\$ 1,293,668</b>	<b>\$ 2,029,868</b>	<b>\$ 3,207,788</b>	<b>\$ 7,331,324</b>
1.1 Prevention of Delinquent Behavior	366,666	587,000	939,200	1,502,720	3,395,586
1.2 Rehabilitation of Juvenile Offenders	400,000	640,000	1,024,000	1,638,400	3,702,400
1.3 Research, Development and Evaluation	33,334	66,668	66,668	66,668	233,338
<b>2.0 Increase the Efficiency and Effectiveness of the Criminal Justice System in Crime Control</b>	<b>1,746,664</b>	<b>2,367,999</b>	<b>3,762,132</b>	<b>5,972,745</b>	<b>13,849,540</b>
2.1 Increase in the Risks and Difficulty of Committing Crime (Crime Control)	515,752	800,000	1,280,000	2,048,000	4,643,752
2.2 Increase in the Operating Efficiency of the Criminal Justice System (System Management)	1,164,246	1,468,000	2,348,800	3,758,080	8,739,126
2.3 Research, Development and Evaluation	66,666	999,999	133,332	166,665	466,662
<b>3.0 Reduction in the Need and Desire to Commit Crime (Prevention and Rehabilitation)</b>	<b>1,433,333</b>	<b>2,306,668</b>	<b>3,650,668</b>	<b>5,801,068</b>	<b>13,191,737</b>
3.1 Reduction of Crime Through Preventive Measures	400,000	640,000	1,024,000	1,638,400	3,702,400
3.2 Rehabilitation of Offenders	1,000,000	1,600,000	2,550,000	4,095,000	9,256,000
3.3 Research, Development and Evaluation	33,333	66,668	66,668	66,668	233,337
<b>4.0 Reduction of Organized Crime</b>	<b>116,666</b>	<b>236,988</b>	<b>368,866</b>	<b>480,186</b>	<b>1,202,706</b>
4.1 Control of Organized Crime	116,666	187,000	299,200	378,720	981,586
4.2 Prevention of Organized Crime	-0-	33,322	53,000	84,800	171,122
4.3 Research, Development and Evaluation	-0-	16,666	16,666	16,666	49,998
<b>5.0 Reduction of Riots and Civil Disorders</b>	<b>17,333</b>	<b>133,331</b>	<b>202,666</b>	<b>314,266</b>	<b>667,596</b>
5.1 Prevention of Riots and Civil Disorders	-0-	33,332	53,000	84,800	171,132
5.2 Control of Riots and Civil Disorders	17,333	83,333	133,000	212,800	446,466
5.3 Research, Development and Evaluation	-0-	16,666	16,666	16,666	49,998
<b>TOTALS</b>	<b>\$ 4,113,996</b>	<b>\$ 6,338,654</b>	<b>\$ 10,014,200</b>	<b>\$ 15,776,053</b>	<b>\$ 36,242,903</b>

**MULTI-YEAR PROJECTIONS OF TOTAL EXPENDITURES (Federal, State, Local, and Other)**

<b>GOALS AND OBJECTIVES</b>	<b>1970</b>	<b>1971</b>	<b>1972</b>	<b>1973</b>	<b>TOTAL</b>
<b>1.0 Reduction of Juvenile Delinquency</b>	\$ 2,000,000	\$ 3,233,668	\$ 5,073,868	\$ 8,018,188	\$ 18,325,724
1.1 Prevention of Delinquent Behavior	916,666	1,467,000	2,347,200	3,755,520	8,486,386
1.2 Rehabilitation of Juvenile Offenders	1,000,000	1,600,000	2,560,000	4,096,000	9,256,000
1.3 Research, Development and Evaluation	83,334	166,668	166,668	166,668	583,338
<b>2.0 Increase the Efficiency and Effectiveness of the Criminal Justice System in Crime Control</b>	4,366,664	6,549,999	10,413,332	16,544,665	37,874,660
2.1 Increase in the Risks and Difficulty of Committing Crime (Crime Control)	1,289,381	2,000,000	3,200,000	5,120,000	11,609,381
2.2 Increase in the Operating Efficiency of the Criminal Justice System (System Management)	2,910,617	4,300,000	6,880,000	11,008,000	25,098,617
2.3 Research, Development and Evaluation	166,666	249,999	333,332	416,665	1,166,662
<b>3.0 Reduction in the Need and Desire to Commit Crime (Prevention and Rehabilitation)</b>	3,583,333	5,766,668	9,126,668	14,502,668	32,979,337
3.1 Reduction of Crime Through Preventive Measures	1,000,000	1,600,000	2,560,000	4,096,000	9,256,000
3.2 Rehabilitation of Offenders	2,500,000	4,000,000	6,400,000	10,240,000	23,140,000
3.3 Research, Development and Evaluation	83,333	166,668	166,668	166,668	583,337
<b>4.0 Reduction of Organized Crime</b>	466,666	946,998	1,474,866	2,219,786	5,108,316
4.1 Control of Organized Crime	466,666	747,000	1,195,200	1,812,320	4,221,186
4.2 Prevention of Organized Crime	-0-	133,332	213,000	340,800	687,132
4.3 Research, Development and Evaluation	-0-	66,666	66,666	66,666	199,998
<b>5.0 Reduction of Riots and Civil Disorders</b>	69,333	533,331	812,666	1,260,266	2,675,596
5.1 Prevention of Riots and Civil Disorders	-0-	133,332	213,000	340,800	687,132
5.2 Control of Riots and Civil Disorders	69,333	333,333	533,000	852,800	1,788,466
5.3 Research, Development and Evaluation	-0-	66,666	66,666	66,666	199,998
<b>TOTALS</b>	<b>\$10,485,996</b>	<b>\$17,030,664</b>	<b>\$26,901,400</b>	<b>\$42,545,573</b>	<b>\$96,963,633</b>



# **MULTI-YEAR FORECAST OF RESULTS AND ACCOMPLISHMENTS**

Information is set out below and on the following pages about the forecasts and accomplishments expected in the Multi-Year Plan through 1973 under the five Goals and Objectives listed in the previous pages of this Section Five.

## **GOALS AND OBJECTIVES**

### **1.0 Reduction of Juvenile Delinquency**

#### **1.1 Prevention of Delinquent Behavior**

#### **FORECAST OF RESULTS AND ACCOMPLISHMENTS AT THE END OF 1973**

1. Specially trained and staffed juvenile relations units or juvenile aid bureaus in each of the 22 police departments serving cities of 50,000 and over population.

2. Formal policy guidelines for dealing with juveniles in all 440 organized municipal police departments.

3. Expansion of the pre-service and in-service police training programs in juvenile problems.

4. Educational campaigns in every public school system (594) and every community, designed to enhance the image of the police and other components of the criminal justice system.

5. Establishment of narcotics education programs for parents, teachers, and students in each of the 594 public school districts in the State.

6. Summer work projects for juvenile probationers in 5 or 6 rural counties in the State where other kinds of youth employment programs are not available.

7. Youth Services Bureaus outside the police department in 10 to 15 larger cities with high delinquency rates.

8. Group foster homes for boys and girls located in 10 to 15 large cities with high juvenile delinquency rates. One type of home would serve 6 to 8 boys or girls, aged 14 to 16, the second type of home would serve 6 to 8 boys or girls, aged 16 to 18.

9. A series of community-based residential centers serving each of the 21 county juvenile courts to provide short-term, emergency residence for non-delinquent juveniles who are awaiting placement.

10. Neighborhood family service centers to supplement the 10 to 15 Youth Services Bureaus in urban, high delinquency areas. These facilities will make use of existing private and public agencies and services for the purpose of coordinating all such family welfare services in a single facility.

11. Review and revision, where necessary, of all statutes relating to juveniles.

12. Re-institution of the Collegefields Group Educational Center project in one or two of the largest cities. These non-residential, community-based projects will be designed to improve school performance and reduce misbehavior in the classroom by means of group techniques (guided group interaction) that encourage peer group control of members. The target group served will be the 13 to 15 year-old age group.

13. Extension of continuous guidance support through outreach services from the schools. These services, to be attached to selected junior and senior high schools, will provide for student and parent follow-up, and initiate counseling and neighborhood guidance services. This program will increase the coordination of guidance services in the school, increase coordination between in-school and out-of-school activities, and increase the opportunity for use of experimental guidance techniques in the school and in the community.

14. Vocational Resource Offices, in each of the 21 county probation departments, serving as resources for hard to place, unemployable juvenile probationers. These offices will develop rapport with community leaders and employer resources for job training and job placement of these youths, including the purchase of vocational training services and the reimbursement, in selected cases, to employers of part of the salaries of youths in apprenticeship programs.

15. Establishment of programs to train and employ youths, aged 14 to 18, as sub-professional aides in police departments, probation departments, clinics and other social service agencies. These programs will offer immediate employment, inculcation of constructive work habits, and training for possible positions in the future. Jobs will be established in a part-time basis during school months for in-school youth, and on a seasonal basis for summer employment.

#### **1.2 Rehabilitation of Juvenile Offenders**

1. Readily available and comprehensive diagnostic services serving each of the 21 county juvenile courts.

2. Trained professional caseworkers and other staff support available to every operative juvenile conference committee in the State.

3. Establishment and implementation of a fully-staffed, State-level Division of Youth to develop, control and coordinate all youth services programs in New Jersey.

4. Expanded and improved remedial education programs in each of the 15 county juvenile shelters, and in each of the seven State-level correctional institutions housing juveniles under the age of 18.

5. Juvenile shelter facilities on a county or regional basis serving the six counties not now having such facilities, and improved facilities in those counties where there is serious overcrowding and where minimal standards are barely being met at the present time.

6. Establishment of Probation Volunteer Programs, in each of the 21 county probation departments, which will organize and develop a core of citizen volunteers to assist in the supervision of juvenile probationers. These programs will experiment with new models in volunteer probation projects such as organizing groups of volunteers to work with groups of probationers, around such activities as athletics, crafts, scouting, domestic skills for girls, work-related skills for older boys, academic activities, etc.

### **1.3 Research, Development and Evaluation**

1. A three-year longitudinal study of approximately 1,000 juvenile offenders appearing in the juvenile court. The purpose of the study is to learn more about these juveniles' intelligence, age, education, family and other background characteristics. Correlating these variables with the type of delinquent behavior involved, the study will attempt to predict and measure the differential effects of various treatment programs on selected subgroups of offenders.

## **GOALS AND OBJECTIVES**

### ***2.0 Increase the Efficiency and Effectiveness of the Criminal Justice System in Crime Control***

#### **2.1 Increase in the Risks and Difficulty of Committing Crime (Crime Control)**

### **FORECAST OF RESULTS AND ACCOMPLISHMENTS AT THE END OF 1973**

1. Increased police patrol presence in high crime areas of the 20 to 25 largest cities, achieved through more efficient allocation of existing police resources in these cities. This will be attained by replacing line officers with civilians in non-police activities, redeploying law enforcement officers from non-enforcement functions and computer-assisted patrol allocation.

2. Adoption of the emergency number "911" for outside telephone booths throughout the State.

3. Provision of specialized equipment such as closed-circuit television surveillance equipment, television identification units, photography equipment, video scanners, mobile crime investigation vehicles, etc., to major city police departments that have or can retain the personnel and support facilities necessary for its utilization.

4. Provide the 67 municipal housing authorities with the services of special police personnel as needed to police public housing projects.

5. Expansion of the housing inspection team of the New Jersey Department of Community Affairs by adding 10 additional housing inspectors.

6. Establishment, training and equipping of citizen preventive patrols in high crime areas of the 15 to 20 largest cities.

### **2.2 Increase in the Operating Efficiency of the Criminal Justice System (System Management)**

1. A State training school for the pre-service and in-service training of all State and county corrections personnel.

2. Two 4-year law enforcement education programs at New Jersey institutions of different types — one university and one college.

3. Psychiatric screening of candidates for municipal patrolmen. This screening will cover initially approximately 1,000 candidates for patrolmen for the 189 municipalities presently under Civil Service.

4. New programmed instruction materials for pre-service and in-service training of all police personnel.

5. Establishment of a State Commission on Police Training and Standards.

6. Establishment of a Criminal Justice School at Rutgers — the State University.

7. Training programs for judges, prosecutors, and public defenders.

8. A basic orientation course, a course in principles and methods of probation, and a course in special problems in the supervision of probationers, for probation officers, given twice each year to approximately 25-30 trainees per class.

9. Establishment in one or two urban county probation departments of a project designed to demonstrate a method of recruiting, training and promoting ghetto residents for work in probation. Approximately 40 non-White young adult males will initially be selected and appointed as case aides under the direct supervision of probation officers, and will receive remedial education as well as other academic work designed to provide them with the necessary specialized knowledge and skills.

10. Augmentation in 10 cities, of the police cadet program presently being conducted by the Police Training Commission, providing supplemental academic training to educationally disadvantaged persons seeking positions in the police cadet programs.

11. Expansion of the Uniform Crime Reporting System for collection of additional data on certain

specific offenses, to allow for study and analysis of typologies of offenses and offenders.

12. Establishment of a modern State-wide communications and information storage, retrieval and dissemination system administered by the New Jersey State Police.

13. Three regional crime laboratories located in different areas of the State, operating on a satellite basis with respect to the main State Police laboratory in West Trenton.

14. Establishment of a Criminal Judicial Information Reporting System, including analysis of existing reporting procedures; determination of needs for specific data; drafting of enabling legislation and court rules; development of a new reporting program; forms procedures; training of personnel, etc.

15. Establishment of a State-level Bail Unit consisting of approximately 28 investigators to be responsible for uniform implementation of existing bail policies throughout the State.

16. Creation of a research and demonstration service under the supervision of the Administrative Office of the Courts for use in and by the 21 county probation departments.

17. Abolition of the present municipal court system which consists of 521 municipal courts, and provision for a new system based on the 21 counties, having full-time judges and staffs, with appointments, and future expenses and salaries, the responsibility of the State.

18. Provision of staff to the two legislative committees on law and public safety.

19. Provision for police legal advisors in the 20-25 major city police departments in the State, and establishment of projects in these and other large departments involving third-year law students in helping to solve the legal problems of policemen in these cities.

20. Development of "culture-fair" employment and promotional examinations for all criminal justice occupations (police, courts and corrections).

21. Establishment of in-service police training programs covering basic Spanish language and Puerto Rican culture in the four or five cities where there are significant Puerto Rican communities.

22. Expanded pre-service police training in community relations, from the currently mandated 14 hours to a minimum of 60 hours.

23. Establishment of police-community service bureaus or neighborhood centers housed in storefront offices in 20-25 of the major cities. These centers will provide for maintaining communications and dialogue between the police and the community, and provide a way for police referrals to social agencies to be handled quickly and efficiently.

24. Specially trained and staffed, full-time community relations units in each of the 68 major police departments serving cities of 25,000 and over population. These units will plan and supervise the departments' community-relations programs.

### **2.3 Research, Development and Evaluation**

1. Complete a systems analysis of the criminal justice system from arrest through sentencing or acquittal in order to restructure the paperwork and flow of work and information.

2. Complete the design for a State-wide criminal justice information system based upon the communications and information system to be administered by the New Jersey State Police.

3. Create a criminal justice research institute as an adjunct to the Criminal Justice School at Rutgers — the State University.

## **GOALS AND OBJECTIVES**

### ***3.0 Reduction in the Need and Desire to Commit Crime (Prevention and Rehabilitation)***

#### **3.1 Reduction of Crime Through Preventive Measures**

### **FORECAST OF RESULTS AND ACCOMPLISHMENTS AT THE END OF 1973**

1. Provision for special training curricula and training materials to be used in the education of teachers at each of the six State Colleges.

2. Establishment of a State-level Criminal Justice Public Education Unit in the Department of Education to furnish guest lecturers to public schools, to conduct adult education programs, community seminars and workshops, and public tours of criminal justice system facilities.

3. Development and implementation of special courses and materials such as "Law Enforcement and Citizen Responsibility" in each of the 594 public school districts in the State.

4. Incorporation of crime prevention exhibits in the police-community neighborhood centers established in 20-25 large cities.

5. Development of mass media advertising campaign on crime prevention to provide advertisements for use in the major newspapers in the State, to make use of strategically located billboards, to develop spot commercials for major radio stations in the State and for the major television networks in New York and Philadelphia, and to provide suitable handout literature and periodicals for distribution.

6. Development of a series of police-sponsored robbery clinics around the State for business

organizations and firms handling large amounts of money.

### **3.2 Rehabilitation of Offenders**

1. Improved basic physical care, work opportunities, physical exercise, and basic treatment and rehabilitation in jails, penitentiaries and workhouses in each of the 21 counties in the State, in order that these institutions will meet minimum established program standards.

2. Construction of a model regional jail serving two or three of the more rural counties.

3. Expansion of the work-release program for the State prison complex, and the State reformatory complex. These two programs will handle approximately 100 inmates annually in each program.

4. Establishment of three residential group centers, each serving approximately 20 young adult males, aged 18-24. These projects will be patterned after the "Highfields" concept and will utilize guided group interaction.

5. Establishment of five or six urban-based community-release treatment centers dispensing a range of treatment services to ex-inmates, including 15-bed residential, halfway house facilities for parolees and ex-inmates.

6. Establishment of five or six urban-based, non-residential group centers serving as an alternative to incarceration for 18-19 year-old male offenders. Major program elements will include school or work, group counseling, and supervised activities on weekends.

7. Extended probation supervision in each of the 21 counties to include intensive social service work with probationers' families in selected cases.

8. Improved probation services for the 20-25 largest municipal courts by involving lay persons, under the direction of a professional advisory group, in supervising individuals after municipal court adjudication. This program will provide for in-depth training of the lay volunteers and purchase of professional services when needed.

9. Establishment of vocational training units to provide inmates with modern equipment and training in necessary vocational skills at each of the three major units of the State reformatory complex for approximately 1,900 inmates, and at each of the three major units of the State prison complex, for approximately 3,000 inmates.

10. Development of a method for continuously monitoring the progress of special group offenders from point of entry into State correctional confinement to point of release from such confinement.

11. Establishment of a special residential unit in the Yardville Youth Reception and Correction Center for

approximately 20 selected married offenders annually. These offenders will participate in group counseling on a regular basis, and will also participate in group counseling which includes their wives as participants.

12. Establishment of a special out-patient treatment program as an adjunct service of the Rahway Prison Treatment Unit for sex offenders. This program will bring together released sex offenders and institutionalized sex offenders for group therapy and to discuss problems and stresses in community adjustment. It will involve approximately 30 such offenders annually.

13. Three regional, short-term correctional facilities will be established in different parts of the State to serve as centers for the treatment of alcoholic offenders. Extensive and intensive community follow-up treatment will be provided.

14. Establishment of an alcoholic rehabilitation unit as an adjunct to a large city hospital. This unit, under the direction of the Department of Health, will have a 50-bed capacity, and will provide a program where derelicts may be helped, detoxified and given necessary medical treatment.

15. Increase in the number of parole officers, and provision of the necessary, in-service, specialized training to these officers, to allow the establishment of a number of specialized parole case loads. These case loads will direct intensive supervision and services to those offenders most vulnerable to recidivism, i.e., drug addicts.

16. Establishment of specialized probation case loads for heroin users in 10-15 of the more urban counties. This program will include intensive supervision, modern technology (gas chromatography) in surveillance and detection, and research to determine program effectiveness.

17. Expansion of the capacity of the Methadone Maintenance Treatment Program, including both the State residential treatment facility and the community stations, to accommodate approximately 1,000 patients addicted to heroin.

18. Establishment of 10-15 small group residential drug rehabilitation centers for youths, aged 14-18. These centers, to be located in the larger cities and/or counties, will accommodate approximately 300 young drug users.

19. Expansion of the drug rehabilitation programs of a number of public and private agencies around the State. Assistance will be extended to those programs with demonstrated effectiveness as endorsed by the New Jersey State Division of Narcotic Addiction and Drug Abuse.

20. Provision of staff, staff support services, staff training, and facilities to the new State Narcotic Residential Treatment Center.

## **GOALS AND OBJECTIVES**

### **4.0 Reduction of Organized Crime**

#### **4.1 Control of Organized Crime**

##### **FORECAST OF RESULTS AND ACCOMPLISHMENTS AT THE END OF 1973**

1. Increase in the number of personnel assigned to the State Police Intelligence Bureau by adding eight intelligence personnel and six clerical personnel.

2. Relocation of the existing central office of the State Police Intelligence Bureau to more adequate office facilities.

3. Establishment of Intelligence Bureau regional offices in the North and South Jersey metropolitan areas.

4. Printing of intelligence documents and booklets for dissemination of material concerning organized crime.

5. Expansion of the process of gathering, analyzing and dissemination of tactical information, about organized crime, received from operational law enforcement units.

6. Establishment of a central file, and collection of data, on labor activities and the infiltration of labor unions by members of organized crime.

7. Creation of a Special Prosecutions Bureau within the Organized Crime Unit of the State Department of Law and Public Safety. This Bureau will consist of four attorneys, four secretaries, and seven State Police personnel.

8. Establishment of three field offices of the Special Prosecutions Bureau — Organized Crime — located in North, Central and South Jersey.

9. Expansion of the activities of the Waterfront Commission of New York Harbor in the gathering of intelligence, the obtaining of evidence, the prosecution of crimes and the elimination of criminal influence on the waterfront.

10. Quarterly, one to two-week organized crime training courses for prosecutors, assistant prosecutors, special investigators, attorneys, accountants, State Police personnel, and municipal law enforcement personnel. These courses will reach approximately 35 persons each session, or 140 persons annually.

11. Development of organized crime intelligence gathering, storage and retrieval capability, consistent and compatible with the State-wide intelligence system, in key local police departments. Projects will be funded in those municipalities where organized crime activities represent a serious local problem.

#### **4.2 Prevention of Organized Crime**

1. A series of lectures and briefing sessions for, and dissemination of informative materials to, businessmen

and businessmen's associations about the infiltration of legitimate businesses by organized crime elements. These will be carried out in different parts of the State by the State Police Intelligence Bureau, the Organized Crime Unit, or the State Commission of Investigation.

2. Establishment of a coordinating unit centered in the New Jersey State Police, for informing the various quasi-enforcement agencies, such as the Division of Alcoholic Beverage Control, Sales Tax Bureau, Cigarette Tax Bureau, etc., of trends in organized crime activity. This coordinating unit will monitor any relevant information that these agencies may gather.

## **GOALS AND OBJECTIVES**

### **5.0 Reduction of Riots and Civil Disorders**

#### **5.1 Prevention of Riots and Civil Disorders**

##### **FORECAST OF RESULTS AND ACCOMPLISHMENTS AT THE END OF 1973**

1. Establishment of a Bureau of Community Conciliation within the State Division on Civil Rights empowered to (1) work closely with community groups and municipal officials, (2) keep channels of communication open between groups with opposing interests, (3) work with all groups to maintain community stability and reduce racial tensions, (4) nurture a climate wherein disputes can be settled in a reasonable and orderly fashion, and (5) attempt to bring about the peaceful arbitration of any disputes which may arise.

2. Establishment of Local Information and Rumor Clearance Offices in 20-25 cities having a high riot or civil disorder potential. These offices will be tied to the State Bureau of Community Conciliation and the State Special Services Bureau.

3. Establishment of a system of block representatives in 10 to 15 larger cities having significant ghetto areas. These Neighborhood Action Task Forces, chosen from the community, will be tied to the information and rumor clearance offices.

#### **5.2 Control of Riots and Civil Disorders**

1. Expand the Project ALERT radio system to provide its direct and ancillary benefits to those areas of the State not presently covered by the system. Expansion will include approximately 50 additional field site locations, and the development and implementation of an ALERT radio system coordinating control center at the New Jersey State Police Division Headquarters.

2. Establishment of a State Special Services Bureau to provide technical assistance to local jurisdictions in building local response capabilities to civil disorders, riots, campus and school disorders, and related emergencies.

## **Section Six**

# **Plan Implementation**

# ORGANIZATIONAL AND ADMINISTRATIVE STRUCTURE FOR PLAN IMPLEMENTATION

## AGENCY ORGANIZATION

### *Formation of the Agency*

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

In response to the enactment of the Omnibus Crime Control and Safe Streets Act of 1968, and in conformity with the provisions contained therein, the State of New Jersey, on August 13, 1968, through Executive Order Number 45, issued by Governor Hughes, formed the State Law Enforcement Planning Agency (SLEPA). The Agency is under the direct jurisdiction of the Governor, existing as part of his executive office, and is charged with the responsibility of developing a comprehensive State-wide plan for the improvement of law enforcement and criminal justice throughout the State; designing, developing and correlating programs and projects for the State and units and combinations of units of general local government for improvement in law enforcement and criminal justice; and establishing priorities for law enforcement and criminal justice throughout the State. The Agency will receive and administer allocated funds to achieve these objectives. Twice during each year, the Agency will summarize

progress made in implementation of the Omnibus Crime Control and Safe Streets Act of 1968 in a written report to the Governor, legislature, courts, and chief executives of local government units within the State.

### *Staffing*

#### STAFFING PLAN

Initially the planning function was practically the total concern of the SLEPA staff and this was reflected in the staffing pattern. After completion, submission and approval of New Jersey's first State-wide Comprehensive Law Enforcement Plan in June of 1969, the staffing pattern changed to reflect the added responsibilities for detailed audit, review, evaluation, and general administration of the fiscal 1969 "Action" grant program, and to prepare for a larger number of subgrants with the increased 1970 Action grant funds.

Planning, of course, continues concurrently with the grant administration since the Act requires annual revision of the Plan both to advance its level of development and to include what has been learned from the evaluation of Action grants during the year. The number of staff positions devoted solely to planning has, however, been reduced for the following reasons: (1) less planning effort is required, and (2) many of those who took part in the creation of the first Plan and are thoroughly familiar with the Agency, the program and the Plan are filling the new positions needed to judiciously distribute the Action funds and effectively monitor and control the annual Action grant program.

Titles in the current administrative structure that represent the changed emphasis in agency mission are Deputy Director, Associate Director for Research and Evaluation, Assistant Director for Comprehensive Planning, Assistant Director for Grant Administration, and Assistant Director for Field Planning and Technical Services. These positions were filled through realignment of existing staff who formerly fulfilled essential planning roles.



## **PRINCIPAL STAFF POSITIONS**

### **Executive Director:**

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

### **Deputy Director:**

The Deputy Director exercises, with the Executive Director, supervision over the work of the SLEPA staff and handles general administrative matters. He also assists the Executive Director in helping to prepare and supervise the annual Planning and Action programs. He assumes the function of the Executive Director whenever necessary.

### **Associate Director - Research and Evaluation:**

Is responsible to the Executive Director for research conducted by SLEPA, and for research conducted by other public or private agencies under contract to SLEPA; for the review and recommendation of research proposals received by SLEPA for funding by the National Institute of Law Enforcement and Criminal Justice within the United States Department of Justice; and for designing evaluation components of action grant programs funded by SLEPA and operated by State or local agencies.

He is responsible for making available to the planning and field assistance staff, data and research reports to assist them in their program planning responsibilities.

### **Assistant Director - Comprehensive Planning:**

Advises and assists the Executive Director in regard to comprehensive law enforcement planning, which consists broadly of the preparation of yearly updated State-wide comprehensive law enforcement plans. His planning responsibility entails study, analysis and program development for each aspect of the criminal justice system, giving adequate emphasis to the interrelationship between the various aspects of the criminal justice system (prevention, apprehension, adjudication and rehabilitation). This responsibility entails coordinating the planning efforts in each of the aspects of the criminal justice system.

### **Assistant Director - Field Planning and Services:**

Is responsible to the Executive Director for encouraging project development within identified

priority program areas; for assisting agencies of State and local government in preparing applications that meet Federal and SLEPA technical requirements; for following applications through administrative processes while maintaining liaison with the applicants; and for disseminating information to public officials and relevant agency heads. In addition, a specific functional area of expertise in a facet of criminal justice is required to render assistance in the development of the State Comprehensive Law Enforcement Plan, and to respond to queries relating to his particular discipline.

### **Assistant Director - Grant Administration:**

The Assistant Director - Grant Administration, advises and assists the Executive Director in regard to all phases of the fiscal and other administrative services related to Planning and Action grants. He works in close liaison with the Assistant Director - Field Planning and Services, and the Fiscal Manager in dealing with general financial and administrative (Federal, State and Local) matters concerning subgrants. He oversees the progress of the individual subgrants.

In addition, he supplies a specific functional area of expertise and renders assistance in the development and upgrading of the State Comprehensive Law Enforcement Plan. He also responds to inquiries relating to his particular area of expertise.

### **Senior Program Analyst:**

His major duties include the collection and updating of comprehensive plan data for each of the functional areas of the law enforcement system.

He assists in the analyses of subgrant planning and action applications. These analyses involve reviewing programmatic components, assuring compliance with Federal and State guidelines and participating in the decision-making process on subgrant funding.

### **Fiscal Manager:**

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

### **The Assistant to the Executive Director:**

Assists in the coordination of the administrative operations of the Agency, makes comprehensive analyses of action program applications, and provides technical assistance to subgrantees. In addition, assists in the development of programs for local police departments.



## FINANCE COMMITTEE

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

## APPREHENSION COMMITTEE

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

## REHABILITATION COMMITTEE

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

## ORGANIZED CRIME COMMITTEE

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

## PLAN IMPLEMENTATION AND SUBGRANT ADMINISTRATION

### *General Statement:*

The Omnibus Crime Control and Safe Streets Act of 1968 requires (82 Stat. 205) in Section 303 thereof, and particularly in 303: (1), (3), and (7), that each State Planning Agency develop administrative procedures for accepting, processing, and awarding grant applications from all potential subgrantees under the current State Law Enforcement Comprehensive Plan. This should include a mechanism for review, approval or denial of the applications and for the administrative appeal by the applicant of a denial or termination of a grant.

### *Definitions:*

The definitions set forth in Section 601 of the Omnibus Crime Control and Safe Streets Act of 1968 (82 Stat. 205) are adopted for review and appeal purposes.

### *Plan Implementation:*

Within the 1970 State Comprehensive Plan are 78 program approaches aimed at controlling or reducing criminal behavior or improving and upgrading the criminal justice system and its personnel.

Of these programs, SLEPA has selected 26 as the fiscal 1970 priorities.

The goals, objectives and programs are set forth in Section Three (Needs, Problems and Priorities).

Only applications for action funds designed to implement and carry out projects which fall within the objectives of these programs will be considered by SLEPA for 1970 funding.

### *Application procedures:*

To conserve the time of applicants and to encourage maximum participation, SLEPA has instituted an **optional pre-application procedure** for 1970. Applicants may opt to submit their project outlines on abbreviated forms designed to convey their idea and projected request for SLEPA funds, or they may follow the formal application procedure. The pre-application procedure will provide a basis for initial screening of those proposals that do not logically fall within the current year's priority program approaches, and a contact point for SLEPA to offer technical assistance in drawing up a formal application that meets Federal and SLEPA requirements. **However, funding decisions will be made solely on the basis of the formal application submission prepared on the official agency forms (SLEPA 101).** A resolution of the local governing body approving the applicant's participation with the State of New Jersey in the SLEPA programs must accompany the application. A sample resolution and certification is contained herein.

The 1970 Annual Action Plan is divided into five goals with a number of areas for project development within each goal. **To insure a manageable flow of grant applications, requests for funds from subgrantees will be solicited in accord with the timetable that follows.** Applicants will be required to adhere to these schedules.

Sample applications forms are appended to this section. SLEPA Form 110 is to be used for optional, initial action grant pre-applications, and SLEPA Form 101 is to be used for formal applications for planning grants, action grants, revision of prior applications or a continuation of existing funded projects.

Upon receipt of a pre-application form within the prescribed time period, a determination will be made by the SLEPA staff as to whether the project idea falls within the fundable program areas and whether the concept has sufficient merit to warrant development of a formal application. Those applicants submitting a pre-application that is rejected for further development for any reason will be so notified. Applicants submitting pre-applications that warrant development of a full application will be notified and technical assistance in completing Form 101 will be offered. Those applicants who choose not to use the pre-application procedure, but choose instead to submit only the formal application will also be given technical assistance where necessary and when scheduled deadlines permit.

**The decision process will begin for each group of formal applications immediately following their submission deadline. SLEPA staff will review all applications and make recommendations to the SLEPA**

## 1970 ACTION GRANT APPLICATION PROCEDURES

### (DEADLINE DATES)

GOALS	PROGRAMS	ANNOUNCEMENT DATE FOR FILING	DEADLINE DATE FOR FILING PRE-APPLICATION FORM	DEADLINE DATE FOR FINAL FILING OF COMPLETED REGULAR SLEPA APPLICATION
Goal 4 & 5	4.1.1 5.2.1 4.1.2	April 15, 1970	May 1, 1970	June 15, 1970
Goal 1	1.1.1 1.2.2 1.1.2 1.3.1 1.2.1	May 15, 1970	June 8, 1970	July 22, 1970
Goal 2	2.1.1 2.2.4 2.1.2 *2.2.5 2.1.3 2.2.6 2.1.4 2.2.7 2.2.1 2.2.8 2.2.2 2.3.1 2.2.3	June 15, 1970	July 1, 1970	August 17, 1970
Goal 3	3.1.1 3.2.2 3.1.2 3.3.1 3.2.1	July 15, 1970	July 31, 1970	September 15, 1970

\*This program will commence on June 15, 1970 and will not be subject to the aforesaid deadlines.

NOTE: Special application forms are required. They will be available upon request from SLEPA.

**Governing Board. Staff recommendations will be based upon the relative merits of applications, within any one program category, in contributing to the goal under which submitted, and with due regard for a distribution of funds that will assist those jurisdictions with the most serious crime problems. The Governing Board or a designated Committee of the Board will then make the grant decisions.**

**When a decision is reached, the applicant is so notified on SLEPA Form 102.**

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

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

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

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

The Executive Director of SLEPA, or any authorized officer thereof shall direct, upon approval of the Board

Chairman or Governor, that a Hearing Officer (who can be a SLEPA staff member, or a Governing Board member, or some other qualified person) hold the hearing within thirty (30) days after receipt of the request and such hearings or investigations shall be held at such times and places as designated following appropriate written notice to such applicant or subgrantee.

The hearing shall not be bound by the rules of evidence whether statutory, common law, or adopted by Rules of Court. The Hearing Officer may in his discretion exclude any evidence if he finds that its probative value is substantially outweighed by the risk that its admission will either (1) necessitate undue consumption of time, or (2) create substantial danger or undue prejudice or confusion. In that event he will accept for filing a written offer or proof which may also argue relevancy to the issue at hand.

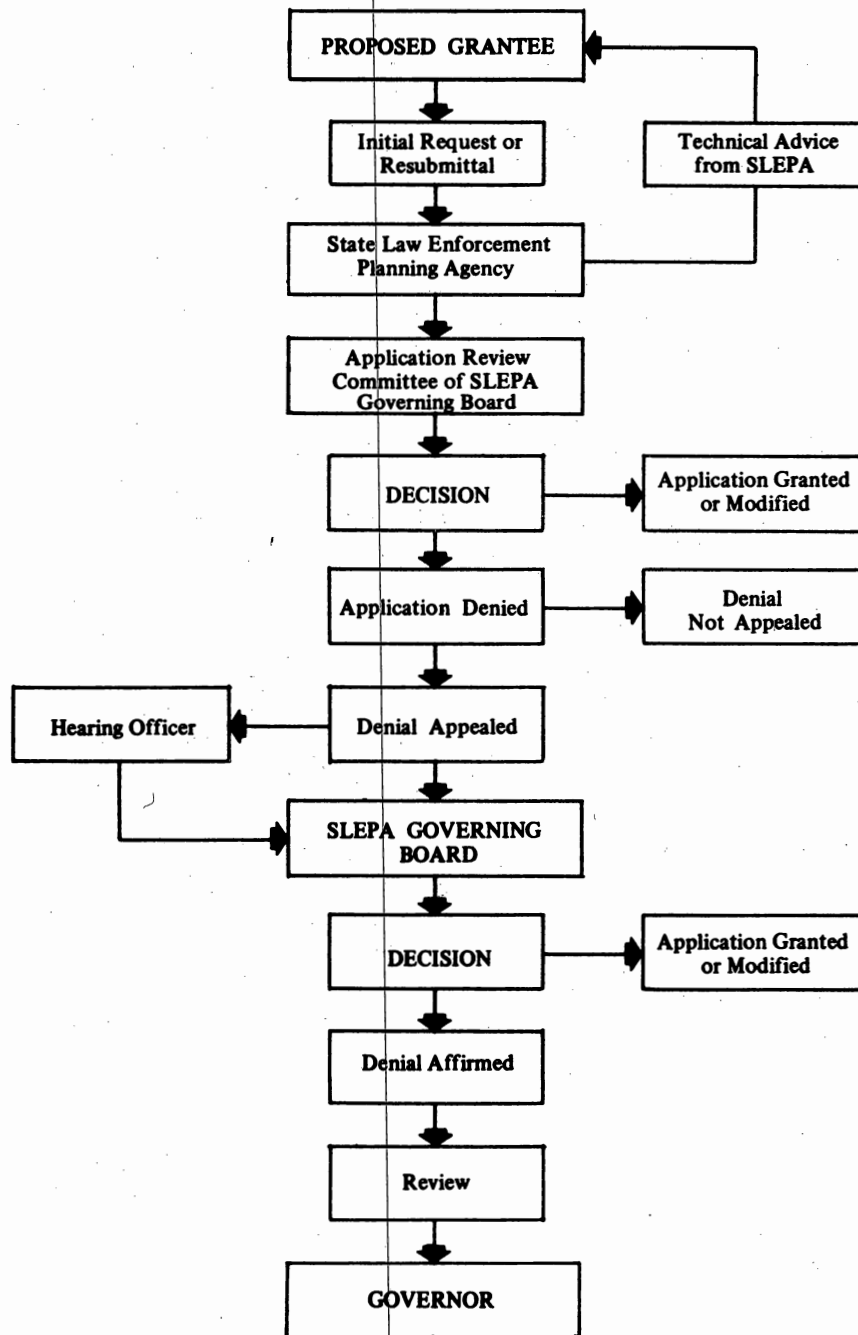
The Hearing Officer shall forward his recommended report containing his recommended findings of fact and conclusions of law to the Governing Board of SLEPA sitting as an Appeals Committee, with copies to the Executive Director of SLEPA and to the applicant.

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

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

The findings of fact and determinations made by the Governing Board of SLEPA shall be final and conclusive, unless the Governor shall, within thirty (30) days of the Governing Board decision, reverse that decision.

## SUB-GRANT APPLICATION REVIEW AND APPEAL PROCEDURES



# State of New Jersey

STATE LAW ENFORCEMENT PLANNING AGENCY

## APPLICATION FOR CRIMINAL JUSTICE IMPROVEMENT GRANT

UNDER PART B OR PART C, TITLE I, PUBLIC LAW 90-351

### For SLEPA Use Only

REGION

FUNCTIONAL CATEGORY

PROJECT NUMBER

DATE RECEIVED

TRANSACTION NUMBER

DATE APPROVED

### SECTION A

(TO BE COMPLETED BY PROJECT DIRECTOR — SEE INSTRUCTIONS)

Project Title \_\_\_\_\_

Type of Application ☐ Planning ☐ Action ☐ Revision ☐ Continuation

Applicant Unit of Government \_\_\_\_\_

Location of Project \_\_\_\_\_

Project Duration From \_\_\_\_\_ To \_\_\_\_\_

Program Area (see instructions) \_\_\_\_\_

Description of Project (describe in detail on ATTACHMENT ONE)

Budget (see instructions — provide itemization as called for on ATTACHMENT TWO)

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

Specify How Non-Slepa Share will be provided \_\_\_\_\_

Project Director \_\_\_\_\_

Name \_\_\_\_\_ Title \_\_\_\_\_

Address \_\_\_\_\_ Telephone Number \_\_\_\_\_

Financial Officer

Name \_\_\_\_\_ Title \_\_\_\_\_

Address \_\_\_\_\_ Telephone Number \_\_\_\_\_

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

1. Authorization to proceed with this law enforcement project is requested. If this is an action project, it is expressly agreed that this project is consistent with New Jersey's Comprehensive Law Enforcement Plan established under Part B, Public Law 90-351 for Fiscal Year 19\_\_\_\_. If this is an action or a planning project, it is expressly agreed that this project will meet the requirements of Part B or Part C, as applicable, Title I, of Public Law 90-351, and all administrative regulations established by the federal law Enforcement Assistance Administration and the New Jersey State Law Enforcement Planning Agency.

2. Acceptance of conditions - The undersigned agrees, on behalf of the applicant agency, that:

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

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

- g. The provisions and requirements of Title VI of the Civil Rights Act of 1964 and all regulations issued by the Department of Justice (28 CFR Part 42) issued pursuant to that Title, to the extent that no persons shall, in regards to race, color or national origin, be excluded from participation in, or denied the benefits of, or be otherwise subjected to discrimination under any program or activity for which the applicant received federal assistance originating from the United States Department of Justice, will be adhered to.
- h. It is the intent of Applicant that (if this be an action grant application), after a reasonable period of time, the cost of continued support of the project will be completely absorbed into the Applicants own budget.
- i. Funds awarded pursuant to this application will be used for the program described by applicant herein, or in any amendment thereto duly filed with and approved by SLEPA.
- j. Any action grant funds expended for the compensation of personnel as part of the program described by applicant herein, exclusive of funds spent for training, will be matched by applicants extra expenditures for increase personnel compensation of equal amount.
- k. If copyrightable or patentable subject matter is produced by a sub-grantee through the sub-grant project, the applicant herein will notify SLEPA and request advice as to federal policy thereon, before undertaking to copyright or patent such matter.
- l. Accounting procedures will provide for an accurate and timely recording of receipt of funds by source, of expenditures made from such funds, and of unexpended balances. Controls will be established which are adequate to ensure that expenditures charged to grant activities are for allowable purposes and that documentation is readily available to verify that such charges are accurate. All required records will be maintained until an audit is completed and all questions arising therefrom are resolved, or three years after completion of a project, whichever is sooner.

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

Attachment 1: Description of Project

Attachment 2: Project Budget

By:

Name: \_\_\_\_\_

Signature: \_\_\_\_\_

Title: \_\_\_\_\_

Mayor, Freeholder-Director, State Department Head

Project Number

Applicant

ATTACHMENT ONE

PART A - ITEM 7. DESCRIPTION OF PROJECT



Applicant:

**PART A - ITEM 8. FIRST YEAR BUDGET DETAIL (Estimate)**

(IF ADDITIONAL SPACE IS NEEDED USE BUDGET EXPLANATION PAGE)

## 101.5

## ATTACHMENT TWO (Continued)

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

SL EPA - 101-6

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

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

All applicants must submit four copies of the completed application to the State Law Enforcement Planning Agency. Information about the program and assistance in filling out an application may be obtained by contacting:

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

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

**SECTION A.**

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

**1. PROJECT TITLE.**

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

**2. TYPE OF APPLICATION.**

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

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

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

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

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

**3. APPLICANT UNIT OF GOVERNMENT.**

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

**4. LOCATION OF PROJECT.**

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

**5. PROJECT DURATION.**

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

**6. PROGRAM AREA.**

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

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

**7. DESCRIPTION OF PROJECT.**

This section is the most important part of the application, because it not only describes what will be done and who will do it, but justifies

the need for the project. The information requested in sections a to j below must be described in detail on ATTACHMENT 1 (add sheets as necessary). Please follow the same order in describing the project.

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

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

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

d. **Project Management.** Describe the proposed duties and responsibilities of the Project Director (if appropriate). Indicate to whom the Director reports and the manner in which project accountability will be maintained.

e. **Personnel.** If the project requires the employment of full- or part-time personnel, indicate the positions to be filled and the duties or responsibilities of each. If training is involved, indicate the number of persons (by position) to be trained.

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

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

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

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

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

## 8. BUDGET

Estimated cost details of the *first* year's budgets should be itemized on ATTACHMENT 2. If additional space is needed, use Budget Explanation. Costs should be broken down by SLEPA, State or local share. Some costs may be 100% SLEPA, while others may be part SLEPA and part State and/or local.

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

Accounts and records of the State and local subgrantees must be accessible to authorized Federal and State officials for the purpose of audit and examination. The principles are set forth in Bureau of the Budget Circular A-73, "Audit of Federal Grants-In-Aid to State and Local Governments", dated August 4, 1965. Circular A-73 attached, is available from SLEPA upon request.

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

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

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

The one-third limitation will be administered on a statewide, total *action* program, basis. This means that a local subgrantee could exceed one-third if SLEPA determines that the total statewide average is still below one-third. For that reason, more than one-third salary or wages should not be included in an action grant application unless permission from SLEPA in writing is received in advance.

However, the "shall not exceed" *action* requirement quoted above, must be met at the subgrantee level in each instance, without any statewide averaging. That requirement will be deemed to have been met if subgrantee expenditures to increase compensation of personnel during the subgrant period at least equals the personnel compensation charged to Federal funds under its subgrant. Thus, if a subgrant project conducted in a particular law enforcement agency involves a personnel compensation outlay of \$5,000 from Federal funds, the subgrantee will have been deemed to have met the matching requirement if local or State funds of \$5,000 were made available during the project period to increase total personnel compensation outlays by the subgrantee agency.

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

The Act requires that no more than one-third of total *planning* funds be utilized for consultant services. This limitation will be administered on a statewide, total *planning* program basis. This means that a local subgrantee could exceed one-third if SLEPA

determines that the total statewide average is still below one-third. For that reason, more than one-third consultant services should not be included in a *planning* grant application unless permission from SLEPA in writing is received in advance.

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

**d. Office Supplies.** Estimate the cost of materials directly required by the project, such as office supplies, postage, printing, and other expendable materials needed during the course of normal operation of the project.

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

**f. Equipment.** Bureau of the Budget Circular A-87 prohibits the purchase of equipment without specific approval by the U.S. Justice Department unless the need for such equipment has been approved and included in the State Plan. Show the type of equipment, quantity and estimated cost.

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

## **9. TOTAL ESTIMATED COSTS.**

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

## **10. NON-SLEPA SHARE.**

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

## **11. PROJECT DIRECTOR.**

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

## **12. FINANCIAL OFFICER.**

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

## **SECTION B**

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

**STATE LAW ENFORCEMENT PLANNING AGENCY  
APPLICATION FOR CRIMINAL JUSTICE  
IMPROVEMENT GRANT**

(Under Part B or Part C,  
Title I, Public Law 90-351)

**NOTICE OF SUB-GRANT APPROVAL OR DENIAL**

Unit of Government: \_\_\_\_\_ Applicant's Filing Date \_\_\_\_\_  
Local Project Director \_\_\_\_\_ Project Number \_\_\_\_\_  
Today's Date \_\_\_\_\_ Application's Title \_\_\_\_\_

**YOUR ABOVE-IDENTIFIED APPLICATION TO THE STATE LAW ENFORCEMENT PLANNING AGENCY FOR LAW ENFORCEMENT GRANT UNDER PUBLIC LAW 90 - 351 HAS BEEN:**

- ☐ Approved
- ☐ Denied

**INSTRUCTIONS**

Notice to the Applicant : In accordance with the administrative rules set out in the current criminal justice control plan of SLEPA, and in accordance with applicable federal law and guidelines, this document constitutes notice of sub-grant approval or denial of your SLEPA form 101 ☐ Planning ☐ Action application filed with SLEPA on \_\_\_\_\_

Date

**SUB-GRANT APPROVAL**

If this document reports sub-grant approval, only portions thereof relating to approval will be filled in by SLEPA, and a Grant Agreement form (SLEPA 103) will be attached hereto. Also attached will be form 100 of the State of New Jersey, constituting a demand upon the State Treasury for funds in the amount of the Grant Agreement.

Should this document report sub-grant approval by SLEPA, the applicant should execute both forms 103 and form 100, keep one copy for his files and return the other copy to SLEPA. SLEPA will then transmit the form 100 to the New Jersey Treasury Department as a request for disbursement of funds. It should be clearly understood that funds may be disbursed upon any of several bases, including by initial lump sum or by time-period based installments during the active period of applicants project.

**SUB-GRANT DENIAL**

If this document reports sub-grant denial, only portions thereof relating to denial will be filled in by SLEPA. In that event also, the appeal procedures set forth below should be read. Should applicant wish to appeal, he should request of SLEPA in writing a copy of SLEPA form 104, the Notice of Appeal form. The period for filing a Notice of Appeal form with SLEPA shall not extend for any reason except administrative error on the part of SLEPA.

## APPEAL PROCEDURES

Upon receipt of notification of denial, the applicant has twenty (20) days after receipt to request in writing (form 104) that an appeal hearing be held on the denial.

The Executive Director of SLEPA, or any authorized officer thereof, shall direct upon the approval of the SLEPA Governing Board Chairman or Governor that a Hearing Officer (who can be a SLEPA staff member, or a Governing Board member, or some other qualified person) hold the hearing within thirty (30) days after receipt of the request (form 104) by SLEPA and such hearings or investigations shall be held at such times and places as designated following appropriate written notice to such applicant or sub-grantee.

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

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

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

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

### REASONS FOR DENIAL

(Extra sheets may be attached)

- |  |  |
|--|--|
| <input type="checkbox"/> Project does not conform to a current program approach in the current State plan. | <input type="checkbox"/> No subgrant funds are available in the plan category (program approach) applicable. |
| <input type="checkbox"/> Project description or data is incomplete by SLEPA standards (explain below).     | <input type="checkbox"/> Other (explain below).  |

---

### FOR SLEPA USE ONLY, BELOW THIS LINE

---

If this is an **Approval**, Check:

- ☐ Grant Agreement form 103 attached
- ☐ Applicants Application attached to form 103
- ☐ SLEPA portions of form 103 completed
- ☐ New Jersey form 100 attached

If this is a **Denial**, Check:

- ☐ Appeal period starting date entered \_\_\_\_\_
- ☐ Request for Notice of Appeal form 104 receive dated \_\_\_\_\_, on \_\_\_\_\_ (Date request received)
- ☐ Form 104 sent to applicant on \_\_\_\_\_

\_\_\_\_\_  
Date



# NEW JERSEY STATE LAW ENFORCEMENT PLANNING AGENCY

447 Bellevue Avenue  
Trenton, New Jersey 08618  
**SUB- GRANT AWARD**

Agency Using Grant	Sub-Grant Amount
Sub-Grantee Unit of Government	Date of Award

In accordance with the provisions of Part B, Title I, of the Omnibus Crime Control and Safe Streets Act of 1968 (P.L. 90-351) and based on the appended application, the State Law Enforcement Planning Agency hereby awards to the above named Sub-grantee a \_\_\_\_\_ sub-grant in the amount specified, for the purposes set forth in the approved application.

This sub-grant is subject to the General Conditions set forth in the Federal Bureau of the Budget Circulars A-73 and A-87; the General Conditions for \_\_\_\_\_ sub-grants promulgated by State Law Enforcement Planning Agency (copy of which is attached hereto); all applicable Statutes of the State of New Jersey; the requirements of the Federal government (U. S. Department of Justice); the State Law Enforcement Planning Agency; and the requirements of the State of New Jersey for State and local financial accounting. It is subject also to any special conditions attached to this sub-grant.

This Sub-Grant Award incorporates all conditions and representations contained or made in the applicant's application form 101 hereto attached.

The sub-grant shall become effective, as of the date of the award, upon return of the duplicate copy of this award, duly executed by the Chief Executive (Mayor, Freeholder-Director, or State Department Head) of the Sub-grantee unit of government.

**NEW JERSEY STATE LAW  
ENFORCEMENT PLANNING AGENCY**

\_\_\_\_\_  
Executive Director, SLEPA

**FOR THE SUB-GRANTEE:**

\_\_\_\_\_  
Chairman or Vice Chairman, SLEPA Governing Board

\_\_\_\_\_  
Signature of Mayor/Freeholder-Director/State Dept. Head  
(Signature indicates agreement to attached conditions, if any)

\_\_\_\_\_  
Typed Name of Official and Title

## SUB-GRANT AWARD DATA

☐ This award is subject to special conditions (attached)

Sub-Grant Number : \_\_\_\_\_

Date Application Received : \_\_\_\_\_

\_\_\_\_\_ to \_\_\_\_\_  
Sub-Grant Period

**APPROVED AS TO FORM**

**ATTORNEY GENERAL OF NEW JERSEY**

By \_\_\_\_\_  
DEPUTY ATTORNEY GENERAL

STATE OF NEW JERSEY  
STATE LAW ENFORCEMENT PLANNING AGENCY

PRE-APPLICATION FOR CRIMINAL  
JUSTICE IMPROVEMENT GRANT

(Under Part C, Title 1, Public Law 90-351)

FOR SLEPA USE ONLY

DATE RECEIVED:

PROGRAM DIVISION:

SLEPA FILE NUMBER:

ANALYST ASSIGNED-DATE:

PROGRAM AREA:

1. Short Project Title: \_\_\_\_\_

2. Applicant Unit of Government: \_\_\_\_\_

3. Project Duration:

From: \_\_\_\_\_ To: \_\_\_\_\_

4. SLEPA Funds Sought:

\$ \_\_\_\_\_

5. Project Director: ( Name, Title, Address, Phone )

6. Financial Officer: ( Name, Title, Address, Phone )

7. Agency Implementing Project: (Name, Title, Address, Phone )

8. Official Authorized to Sign Application:  
(Mayor, Freeholder-Director, State Dept. Head )

9. Summary of Project: ( Briefly describe your problem, the objective (s) of your program, the methods of solution and the expected results).  
Attach additional sheets as needed.

# BUDGET ESTIMATE

COST CATEGORIES		SLEPA FUNDS	SUBGRANTEE MATCH	CATEGORY TOTAL
1. Salaries and Wages				
				\$
2. Consultants				
				\$
3. Travel, Transportation, Subsistence				
				\$
4. Office Supplies, Postage, Printing, etc.				
				\$
5. Facilities, Office Space, Utilities, Equipment, Rental				
				\$
6. Equipment				
				\$
7. Indirect Costs				
				\$
8. Total Project Costs		\$	\$	\$

SLEPA 110.1

**INSTRUCTIONS FOR COMPLETING FORM SLEPA 110  
PRE-APPLICATION FOR CRIMINAL JUSTICE IMPROVEMENT GRANT**

**GENERAL INSTRUCTIONS:**

Use of the Pre-Application form (SLEPA 110) is optional. It is designed to provide an applicant the opportunity to present his project to SLEPA without spending a great deal of time and effort; to convey his ideas to SLEPA on a short form and receive technical advice and assistance in his project design and regular SLEPA process which must follow.

This Pre-Application form (SLEPA 110) consists of two pages. The second page, or SLEPA 110.1, is a Budget Estimation. This page must be completed and accompany the first page, SLEPA 110. Page 110.1 may include rough estimates of expenditures in the seven categories and need not be accompanied by a Budget Narrative.

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

**PAGE 110**

**1. SHORT PROJECT TITLE:**

The title of the Project should be short and descriptive, (e.g., "Police Juvenile Relations Unit", "Narcotics Rehabilitation Program").

**2. APPLICANT UNIT OF GOVERNMENT:**

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

**3. PROJECT DURATION:**

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

**4. SLEPA FUNDS SOUGHT:**

Enter the total amount of SLEPA funding requested to conduct the project.

**5. PROJECT DIRECTOR:**

Show the name, address, title and telephone number of the individual who will be in direct charge of the project.

**6. FINANCIAL OFFICER:**

Show the name, address, title and telephone number of the individual who will have the responsibility for financial matters relating to the project.

**7. AGENCY IMPLEMENTING PROJECT:**

Show the official name, address and telephone number of the local government unit, State agency or State department or specific private agency which will carry out the project.

**8. OFFICIAL AUTHORIZED TO SIGN APPLICATION:**

Show the name, address, title and telephone number of the official authorized to enter into contracts on behalf of the applicant or implementing agency (i.e., Mayor, Freeholder-Director or State Department Head.)

**9. SUMMARY OF PROJECT:**

Briefly describe project pursuant to instructions on the form. This is the most important part of the pre-application, because it not only describes what will be done and who will do it, but justifies the need for the project.

**PAGE 110.1**

**BUDGET ESTIMATE:**

Show rough estimates of expenditures required to implement project in each of the seven categories. No budget itemization or narrative is required.

## GENERAL ACTION SUB-GRANT CONDITIONS

1. It is expressly agreed that this project will meet the requirements of Part C, Title I, of Public Law 90-351, and all administrative regulations established by the Federal Law Enforcement Assistance Administration and the New Jersey State Law Enforcement Planning Agency.

2. Acceptance of conditions- The sub-grantee agrees, on behalf of the applicant agency, that:

a. The sub-grant award shall be subject to and will be administered in conformity with the (i) General Conditions Applicable to Administration of Grants under Part C, Title I, Public Law 90-351, (ii) Conditions Applicable to the Fiscal Administration of Grants under Part C, Title I, Public Law 90-351, and (iii) Any Special Conditions contained in the grant award.

b. The sub-grant award may be terminated or fund payment discontinued by the State Law Enforcement Planning Agency when in its opinion a substantial failure to comply with the provisions of Public Law 90-351 or any regulations (SLEPA or Federal) promulgated thereunder, including these sub-grant conditions has occurred.

c. Reports will be submitted whenever requested by SLEPA.

d. Fiscal control and fund accounting procedures will be established which assure proper disbursement of, and accounting for grant funds and required non-federal expenditures (if any) that meet the requirement of the State of New Jersey to the federal government as specified in Title I, Part C, of the Omnibus Crime Control and Safe Streets Act of 1968.

e. Applicants will make available and expend from non-federal sources as needed, adequate resources for meeting matching requirements (if any) specified in Title I, Part B or C, Omnibus Crime Control and Safe Streets Act of 1968.

f. Funds awarded pursuant to this sub-grant award will be used to supplement and not supplant funds otherwise made available for law

enforcement purposes, and to the extent possible, will be used to increase such funds. (*The test of not supplanting funds, to which the sub-grantee hereby agrees, shall be that SLEPA funds are not substituted for local funds directly, and also that expenditures for law enforcement for the annual period covered, are at least as great as for the preceding year plus the average annual increment in such expenditures for the past 2, 3, 4, or 5 years.*) A further statement will be executed by the sub-grantee, attesting that funds have not in fact been so supplanted, either at the end of the project or at some time intermediate the commencement and termination of the project, at the request of SLEPA.

g. (1) The provisions and requirements of Title VI of the Civil Rights Act of 1964 and all regulations issued by the Department of Justice (28 CFR Part 42) issued pursuant to that Title, to the extent that no persons shall, in regards to race, color or national origin, be excluded from participation in, or denied the benefits of, or be otherwise subjected to discrimination under any program or activity for which the sub-grantee received federal assistance originating from the United States Department of Justice, will be adhered to.

(2) There shall be no discrimination against any employee engaged in the work required to produce the services covered by this sub-grant or against any applicant for such employment because of race, creed, color, national origin or ancestry. This provision shall include, but not be limited to the following: employment upgrading; demotion; transfer; recruitment or recruitment advertising; layoff or termination; rates of pay or other forms of compensation; and selection for training including apprenticeship.

(3) The parties to this sub-grant do hereby agree that the provisions of N.J.S.A. 10:2-1 through 10:2-4, dealing with discrimination in employment on public contracts, and the Rules and Regulations promulgated pursuant thereto, are hereby made a part of this sub-grant and are binding upon them.

h. Funds awarded pursuant to

this sub-grant award will be used for the program described by applicant in the attached application, or in any amendment thereto.

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

j. Accounting procedures will provide for an accurate and timely recording of receipt of funds by source, of expenditures made from such funds, and of unexpended balances. Controls will be established which are adequate to ensure that expenditures charged to sub-grant activities are for allowable purposes and that documentation is readily available to verify that such charges are accurate. All required records will be maintained until an audit is completed and all questions arising therefrom are resolved, or three (3) years after completion of a project, whichever is sooner.

k. All payments made to the sub-grantee under this grant will be recorded by the sub-grantee in accounting records separate from all other fund accounts, including funds derived from other grant awards. Amounts paid shall be available for expenditure by the sub-grantee in accordance with the provisions of the sub-grant throughout the project period subject to such conditions as the State Law Enforcement Planning Agency may prescribe.

1. Except as specifically approved in writing by the State Law Enforcement Planning Agency, expenditures for planning services and assistance by non-governmental agencies under contract may not exceed 33 1/3 percent of total allowable expenditures and will comply with applicable State policy and procedures concerning contract procurement.

m. Except when specifically approved in writing by the State Law Enforcement Planning Agency, funds transferred between budgetary categories may not exceed 10 percent of total allowable expenditures.

# STATE LAW ENFORCEMENT PLANNING AGENCY

(SUBMIT IN TRIPLICATE)

## TO THE SUB-GRANTEES

YOU ARE REQUIRED BY THE TERMS OF YOUR S.L.E.P.A. SUB-GRANT, TO SUBMIT MONTHLY FINANCIAL REPORTS, YOU SHOULD DO SO ON THIS FORM.

NAME/ADDRESS OF SUB-GRANTEE			SUB-GRANT NUMBER		REPORT NUMBER	
			GRANT PERIOD FROM _____ TO _____		DATE OF REPORT	
COST COMPONENT	APPROVED PROJECT BUDGET		CUMULATIVE COSTS		REPORT PERIOD COSTS	
	FEDERAL	STATE / LOCAL	FROM	TO	FROM	TO
Staff Salaries / wages						
Fringe Benefits						
Total Staff Salaries / wages						
Training Salaries / wages						
Fringe Benefits						
Total Training Salaries / wages						
A. Total Salaries / wages						
B. Consultants/Contract Services						
C. Travel						
Other Expenses						
D. OFFICE SUPPLIES, PRINTING, ETC.						
E. FACILITIES, OFFICE SPACE, ETC.						
F. EQUIPMENT PURCHASE						
G. INDIRECT COSTS						
Total Other Costs						
TOTAL PROJECT COST						
For S.L.E.P.A. Use only			SUB-GRANTEE CERTIFICATION: I certify that the costs incurred are taken from Books of Account and that such costs are valid and consistent with the terms of the Gr			
EXAMINED _____ ACCEPTED _____						
Remarks						
			Administrator		Financial Officer	

S.L.E.P.A.

INSTRUCTIONS FOR COMPLETING SLEPA 107, "DETAILED COSTS STATEMENT".

1. Each successful applicant receiving either **planning** or **action** awards from SLEPA will submit monthly, a separate **Detailed Cost Statement** of expenditures for each grant. This report must be submitted by the project Administrator or Financial Officer, in triplicate, and mailed to the:

Fiscal Officer  
SLEPA  
447 Bellevue Avenue  
Trenton, New Jersey 08618

on or before the 5th day of the month following the report month.

2. Completing the form:

- (a) Name/Address of Sub-Grantee (as per application)
- (b) Sub-Grant Number (P=\_\_\_\_ or A=\_\_\_\_).
- (c) Report Number (consecutively starting with No. 1).
- (d) Grant Period (as per award).
- (e) Date of Report (date signed by Administrator or Financial Officer).
- (f) Approved Project Budget—these columns must agree with the budget application as approved by SLEPA.

Training Salaries/Wages/Fringes will be entered separately from Staff Salaries. Other than that, the cost categories A through G conform to the Budget application.

- (g) Cumulative Costs.

From \_\_\_\_\_ To \_\_\_\_\_. These columns will show the total expenditures under the grant from its inception, against each approved cost category.

**Note:** for Report No. 1 this will be the same as those in **Report Period Costs**. For Report No.2 they will reflect the sum of Report No. 1 and 2, etc.

- (h) Report Period Costs.

From \_\_\_\_\_ To \_\_\_\_\_. These columns will show the expenditures during the report month. (For example:—  
From 9/1/69 To 9/30/69 ).

3. Each report is to be certified by the Project Administrator and the designated Financial Officer.
4. These reports will form the basis for both Federal and State audit and for the distribution of additional funds, in cases where the full project funds were not initially transmitted.
5. In no case will the **Approved Project Budget** columns show anything other than the amounts as awarded by SLEPA. Requests for budget modifications which are pending or under negotiation *are not to be considered* until a **Revised Project Budget** has received SLEPA's written approval.

**State of New Jersey**  
**STATE LAW ENFORCEMENT PLANNING AGENCY**  
**SPECIAL**  
**APPLICATION FOR CRIMINAL JUSTICE**  
**EDUCATION GRANT**  
**(UNDER PART C, TITLE I, PUBLIC LAW 90-351)**

For SLEPA Use Only

COUNTY

FUNCTIONAL CATEGORY

PROJECT NO.

DATE RECEIVED

TRANSACTION NO.

DATE APPROVED

**SECTION A**

rogram 2.2.5 HIGHER EDUCATION AND PROFESSIONAL DEVELOPMENT  
FOR CRIMINAL JUSTICE PERSONNEL

ype of Application ☐ Grant 2.2.5(a) ☐ Fellowship 2.2.5(b)

pplicant Unit of Government \_\_\_\_\_

ocation of Project or Course \_\_\_\_\_

roject or Course Duration: From \_\_\_\_\_ To \_\_\_\_\_

rogram Area (see instructions) \_\_\_\_\_ NOT APPLICABLE

escription of Project or Course (describe in detail on ATTACHMENT ONE)

udget (see instructions – provide itemization as called for on ATTACHMENT TWO)

**TOTAL ESTIMATED COST**

SOURCE OF FUNDS	%	AMOUNT
LEPA		
.OCAL		
OTHER		
TOTAL	100	

pecify How Non-SLEPA Share will be provided \_\_\_\_\_

Dept. Head Name: \_\_\_\_\_ Signature: \_\_\_\_\_

Street \_\_\_\_\_ Title: \_\_\_\_\_

City, State, Zip \_\_\_\_\_ Telephone Number: \_\_\_\_\_

Officer of Municipality or County Attending Project or Course (See ATTACHMENT ONE)

Name: \_\_\_\_\_ Signature: \_\_\_\_\_

Street: \_\_\_\_\_ Title: \_\_\_\_\_

City, State, Zip \_\_\_\_\_ Telephone Number: \_\_\_\_\_



**SECTION B** (To be completed by the official responsible for Grant — see instructions)

1. Authorization to proceed with this law enforcement Education Project is requested. It is expressly agreed that this project is consistent with New Jersey's Comprehensive Law Enforcement Plan established under Part B, Public Law 90-351 for Fiscal Year 19\_\_\_\_. It is expressly agreed that this project will meet the requirements of Part C, Title I, of Public Law 90-351, and all administrative regulations established by the Federal Law Enforcement Assistance Administration and the New Jersey State Law Enforcement Planning Agency.

2. Acceptance of conditions — The undersigned agrees, on behalf of the applicant agency, that:

- a. Any grant awarded pursuant to this application shall be subject to and will be administered in conformity with the (i) General Conditions Applicable to Administration of Grants under Part C, Title I, Public Law 90-351, (ii) Conditions Applicable to the Fiscal Administration of Grants under Part C of Title I, Public Law 90-351, and (iii) Any Special Conditions contained in the grant award.
- b. Any grant received as a result of this application may be terminated or fund payment discontinued by the State Law Enforcement Planning Agency when in its opinion a substantial failure to comply with the provisions of Public Law 90-351 or any regulations (SLEPA or Federal) promulgated thereunder, including these Grant Conditions, has occurred.
- c. Reports will be submitted whenever requested by SLEPA.
- d. Fiscal control and fund accounting procedures will be established which assure proper disbursement of, and accounting for, grant funds and required non-Federal expenditures that meet the requirement of the State of New Jersey to the Federal government as specified in Title I, Part C, of the Omnibus Crime Control and Safe Streets Act of 1968.
- e. Applicant will make available and expend from non-Federal sources as needed, adequate resources for meeting matching requirements specified in Title I, Part C, Omnibus Crime Control and Safe Streets Act of 1968.
- f. Funds awarded pursuant to this application will be used to supplement and not supplant funds otherwise made available for law enforcement purposes, and to the extent possible, will be used to increase such funds. (The test of not supplanting funds, to which the Applicant hereby agrees, shall be that SLEPA funds are not substituted for local funds directly, and also that expenditures for law enforcement for the annual period covered, are at least as great as for the preceding year plus the average annual increment in such expenditures for the past 2, 3, 4, or 5 years.) A further statement will be executed by the applicant, attesting that funds have not in fact been so supplanted, either at the end of the project or at some time intermediate the commencement and termination of the project, at the request of SLEPA. Applicant hereby acknowledges specific agreement to this paragraph.

---

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

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

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

i. If copyrightable or patentable subject matter is produced by a subgrantee through the subgrant project, the applicant herein will notify SLEPA and request advice as to Federal policy thereon, before undertaking to copyright or patent such matter.

j. Accounting procedures will provide for an accurate and timely recording of expenditures made for such funds. Controls will be established which are adequate to ensure that expenditures charged to grant activities are for allowable purposes and that documentation is readily available to verify that such charges are accurate. All required records will be maintained until an audit is completed and all questions arising therefrom are resolved, or three years after completion of a project, whichever is sooner.

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

Attachment 1: Description of Project or Course

Attachment 2: Project Budget

By:

Name: \_\_\_\_\_

Signature: \_\_\_\_\_

Title: \_\_\_\_\_

Mayor, Freeholder-Director

## ATTACHMENT ONE

## PART A – ITEM 7. DESCRIPTION OF PROJECT OR COURSE

**Note:****Special Conditions:**

1. The officer of the municipality or county who is attending the project or course attests that he/she will remain with his/her Agency for:

a) In the case of Project 2.2.5(a) – a minimum of one year following completion of the project or course for which the grant was issued.

b) In the case of Project 2.2.5(b) – a minimum of three years following termination of their fellowship grant.

The officer must attest to one of the above by signing his/her name on line 12 of Section A.

2. Under this special application procedure funds will not be transmitted to the grantee prior to completion of the project or course applied for. The municipality or county will be given a Notice of Subgrant Approval or Denial (SLEPA Form 102) and, if approved, a Subgrant Award (SLEPA Form 103). Upon completion of the project or course, the municipality or county will submit a standard State of New Jersey Form 100 for reimbursement of funds.

## ATTACHMENT TWO

## PART A – Item 9

## BUDGET DETAIL (Estimate)

Cost Element	Federal Share	Local Share	Project Total
1. Salary and Wages Continued During Project Duration	\$ NA	\$	\$ NA
2. Normal Yearly Salary \$			
3. Employee Benefits Continued During Project Duration @ %	\$ NA	\$	\$ NA
Total Salaries	\$ NA	\$	\$ NA
Travel, Transportation, Subsistence (Itemize)			
	\$	\$	\$ NA
Total Travel	\$	\$	\$ NA
Project (Course) Costs (Itemize)	\$	\$	\$
Total Project Cost	\$	\$	\$

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

INSTRUCTIONS FOR COMPLETING FORM SLEPA 111  
SPECIAL APPLICATION FOR CRIMINAL JUSTICE EDUCATION GRANT

Local units of government must submit 2 copies of the completed application to the State Law Enforcement Planning Agency. Information and assistance in filling out an application may be obtained by contacting:

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

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

### SECTION A

All items in SECTION A and ATTACHMENTS 1 and 2 should be completed by the person in the agency using the money.

#### 1. PROGRAM TITLE.

The title of the program is already filled in.

#### 2. TYPE OF APPLICATION. (Check appropriate box).

a. A *grant* application is one for funding under Project 2.2.5(a) PROFESSIONAL DEVELOPMENT FOR CRIMINAL JUSTICE PERSONNEL.

b. A *fellowship* application is one for funding under Project 2.2.5 (b) Higher Education for Criminal Justice Personnel.

#### 3. APPLICANT UNIT OF GOVERNMENT.

A county or municipality. The criteria in deciding is, who normally funds the work of the agency that will use the grant.

#### 4. LOCATION OF PROJECT.

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

#### 5. PROJECT DURATION.

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

#### 6. PROGRAM AREA

Not applicable.

#### 7. DESCRIPTION OF PROJECT.

This section is the most important part of the application, because it describes what will be done and who will do it. The information requested in Sections "a" and "b" below must be described in detail on ATTACHMENT 1 (add sheets as necessary). Please follow the same order in describing the project or course.

a. **Project Activities.** Show a clear, detailed statement of the proposed step-by-step project activities, and course description, location, instructors, sponsors, etc.

b. **Brief Personnel Biographies.** Include a brief resumé or biography for each person selected to apply for funds.

#### 8. BUDGET. ATTACHMENT 2.

A.1. List here the salary and wages that will be paid to the attendee while he/she is attending school or courses.

2. List here the salary and wages that the attendee normally receives per annum.

3. List here the amount of employee benefits that will be continued while attendee is attending school or courses. Also list the normal percentage (%) of benefits attendee receives above his/her annual salary.

B. List here any travel, transportation or subsistence expenses that will be furnished the attendee to aid him in attending school or courses.

C. List here the project costs such as books, tuition, and incidental educational costs other than those already listed.

D. List here total project costs in all columns.

#### 9. TOTAL ESTIMATED COSTS

List here the information from ATTACHMENT 2.

#### 10. NON-SLEPA SHARE.

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

**11.** List here the name and address of the department head who is generally responsible for the supervision of the attendee, such as: Chief of Police, Chief of Detectives, Sheriff, etc. Department head must sign that he is giving permission for the attendee to apply for SLEPA funds and that the attendee meets the Special Conditions listed under Program 2.2.5 (HIGHER EDUCATION AND PROFESSIONAL DEVELOPMENT FOR CRIMINAL JUSTICE PERSONNEL).

**12. OFFICER OF MUNICIPALITY OR COUNTY ATTENDING PROJECT OR COURSE.**

List here the name and address of the school or course attendee. Attendee must sign here to

assure his remaining on the department for a certain period of time. **SEE ATTACHMENT 1.**

**SECTION B**

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

## DRAFT FORM OF RECOMMENDED RESOLUTION

Resolution of the Governing Body of \_\_\_\_\_ approving participation of the \_\_\_\_\_ with the State of New Jersey in the State Law Enforcement Planning Agency Programs.

WHEREAS, The State of New Jersey, through the State Law Enforcement Planning Agency, by virtue of Part B, Title I of the Omnibus Crime Control and Safe Streets Act of 1968 (P.L. 90-351) administers the Federal program in New Jersey; and

WHEREAS, the \_\_\_\_\_ is desirous of making application to the State Law Enforcement Planning Agency of the State of New Jersey in connection with a project to reduce police response time through education and to increase apprehension and response through communication equipment thereby increasing the efficiency of the \_\_\_\_\_ Police Department; and

WHEREAS, the governing body of \_\_\_\_\_ has reviewed said application and finds the approval thereof to be in the best interests of \_\_\_\_\_; and

WHEREAS, said project is a joint project between the State of New Jersey and the \_\_\_\_\_ for the purposes therein described

Now, therefore, be it Resolved by the \_\_\_\_\_ (1) that as a matter of public policy the \_\_\_\_\_ wishes to participate with the State of New Jersey (State Law Enforcement Planning Agency) to the greatest extent possible; (2) that \_\_\_\_\_ be and he is requested to accept said application on behalf of the \_\_\_\_\_ and submit it to the State Law Enforcement Planning Agency; and (3) that the \_\_\_\_\_ will accept the funds in connection with said resolution to be delivered up by the State Law Enforcement Planning Agency and make disbursements in accordance with such application.

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

# CERTIFICATE OF RECORDING OFFICER

INSTRUCTIONS: To accompany resolution of applicant.

THE UNDERSIGNED HEREBY CERTIFIES AS FOLLOWS:

1. That he is the duly qualified and acting \_\_\_\_\_ of the  
(title of recording officer)

\_\_\_\_\_ herein called the "applicant" and the keeper of its records;  
(name of applicant)

including the journal of proceedings of the \_\_\_\_\_ herein called  
the "governing body".  
(governing body)

2. The attached resolution is a true and correct copy of the resolution finally adopted at the meeting of the governing body held on the \_\_\_\_\_ day of \_\_\_\_\_, 19\_\_\_\_ and duly recorded in his office.

3. That said meeting was duly convened in all respects in accordance with law and to the extent required by law due and proper notice of said meetings was given; that a legal quorum was present throughout the meeting and a legally sufficient number of members of the governing body voted in the proper manner and for the adoption of said resolution; and in all other requirements and proceedings under law incident to the proper adoption or passage of said resolution; and in all other requirements and proceedings under law incident to the proper adoption or passage of said resolution, have been duly fulfilled, carried out and otherwise observed.

4. If the municipality is legally required to have an official seal, the certificate is hereby executed under the official seal.

5. That the undersigned is duly authorized to execute this certificate.

IN WITNESS THEREOF, the undersigned is hereunto set his hand this \_\_\_\_\_ day of \_\_\_\_\_ 19\_\_\_\_\_.

OFFICIAL SEAL

ATTEST:

\_\_\_\_\_  
Signature of Recording Officer

\_\_\_\_\_  
Signature of Attesting Officer

\_\_\_\_\_  
Title of Recording Officer

\_\_\_\_\_  
Title of Attesting Officer



## FUND AVAILABILITY PLAN FOR LOCALITIES

The New Jersey State Law Enforcement Planning Agency is making available to units of general local government (counties and municipalities) 50% of SLEPA's total Fiscal Year 1970 planning budget of \$712,222, or \$356,111 for comprehensive law enforcement planning.

Information relative to the 1970 local planning funds will be distributed to units of general local government (Mayors and Directors of Boards of Chosen Freeholders). The deadline for return of applications for local planning funds to SLEPA is 2 months after official notification.

**Criteria for the subgranting of these funds included Index Crime Rate (Index Crime per 100,000 population), with special attention given to the major cities in the State, and to those municipalities and counties that did not receive 1969 planning monies. Each selected municipality has a population of over 25,000 and an Index Crime Rate above the average for all municipalities of the State. Each selected county was chosen because of its inter-jurisdictional crime problems. Second, each municipality chosen is among the more prominent "crime centers" in a region. This means that the municipality has been looked at for its impact in its own setting, i.e., against its own regional base line in addition to having to qualify as above average on a State-wide basis. Third, among prominent crime center of a region, the planning allocation has been divided on an average of 50% population-50% crime basis. Fourth, comprehensive law enforcement planning competence has been given important consideration.**

There will be 32 subgrantees receiving local planning grants, or two more than the 30 units of general local government funded from fiscal 1969 planning funds. With the exception of fractional year awards which were carried over from 1969, SLEPA has subgranted a minimum of \$10,000 to each local subgrantee. The actual amount granted, when above the \$10,000 minimum, was determined by the particular subgrantee's rating according to the foregoing criteria and the total number of subgrantees involved. Each subgrant award is for a one year period, except when awarded to those cities and counties that received a fractional year award under fiscal 1969 planning funds (in which event the fiscal 1970 planning award is for a fraction of a year, adding to a one year total with the fiscal 1969 fraction).

**Comprehensive law enforcement planning conducted with the local planning subgrants will include (as specified in each planning subgrant):**

a. Coordination with all relevant ongoing planning efforts which affect the subgrantee's jurisdiction, including both State and local planning efforts on law enforcement and the administration of criminal justice.

b. Coordination and consultation with other agencies, organizations and groups concerned with law enforcement; delinquent youth; probation and parole agencies; courts; educational institutions; Model Cities agencies; Community Action agencies; and any other agencies concerned with the prevention of crime and the rehabilitation of offenders.

c. Participation of, and consultation with, citizen groups, youth and others toward whom planned projects are being targeted.

d. Assessment of present needs, problems and priorities existing in the local jurisdiction in each of the subject areas addressed in the New Jersey Comprehensive Law Enforcement Plan. The subject areas to be covered are as follows:

- 1) Upgrading Criminal Justice System Personnel
- 2) Prevention of Crime, and Public Education
- 3) Prevention and Control of Juvenile Delinquency
- 4) Improvement of Detection and Apprehension of Criminals
- 5) Improvement of Adjudicative Activities and Law Reform
- 6) Increase in Effectiveness of Corrections and Rehabilitation
- 7) Reduction of Organized Crime
- 8) Prevention and Control of Riots and Civil Disorders
- 9) Improvement of Community Relations
- 10) Research, Development, and Evaluation

Quarterly reports on the progress in assessment set forth in paragraph "d" above shall be supplied to SLEPA. Each such report shall, in narrative form, speak to each of the aforesaid ten categories, and improvement of data and analysis will be expected from report to subsequent report. The final report shall set forth the local needs, problems, and priorities in law enforcement and the administration of justice, and shall include a local comprehensive plan for improving law enforcement and the administration of criminal justice in all ten categories.

If the local comprehensive planning funds made available according to the above formula are not applied for by any combination of cities and counties (considering the foregoing allocation criteria), the remaining funds will be set aside for use as discretionary subgrants to local units or combinations of local units for purposes of developing specific projects or programs,

possibly on a demonstration or experimental basis, in subject areas which have general applicability elsewhere in the State. Such projects would include a research and evaluation component, but would not, by definition, be comprehensive planning.

The currently operative local planning subgrantees are selected municipalities and counties that received 1969 planning funds. A number of these subgrantees have already completed their initial planning.

## PLANNING GRANT AWARDS TO LOCAL UNITS

For 1969 and 1970

Local Unit	1969 Award	1970 Award
Atlantic City	\$ 6,567	\$15,840
Camden	16,495	16,720
Asbury Park	5,000	None
East Orange	5,360	5,360
Elizabeth	16,800	16,400
Englewood	None	10,595
Hackensack	6,500	None
Hoboken	5,000	5,000
Jersey City	18,449	21,360
Morristown	3,850	None
Newark	27,400	44,960
New Brunswick	6,460	3,230
Orange	None	10,700
Paramus	5,000	None
Passaic	10,190	None
Paterson	17,000	17,680
Perth Amboy	5,770	2,885
Plainfield	7,130	3,565
Trenton	15,586	17,040
Union City	None	10,864
Cherry Hill Township	None	11,133
Neptune Township	None	10,595
Pennsauken Township	None	10,757
Atlantic County	None	11,770
Bergen County	10,000	None
Burlington County	11,280	None
Camden County	None	13,540
Cape May County	1,934	3,868
Cumberland County	4,490	2,245
Essex County	None	19,540
Gloucester County	5,845	None
Hudson County	None	14,170
Hunterdon County	2,333	2,333
Mercer County	10,000	None
Middlesex County	None	13,720
Monmouth County	10,757	None
Morris County	7,561	None
Ocean County	None	5,659
Passaic County	None	13,300
Salem County	2,373	2,373
Somerset County	6,957	None
Sussex County	2,337	2,337
Union County	None	13,960
Warren County	2,611	2,611

# **Section Seven**

## **Related Plans and Systems**

## RELATED PLANS AND SYSTEMS

Because law enforcement and criminal justice activities are so broad in terms of their relationship to other agencies and programs, the New Jersey State Law Enforcement Planning Agency is involved, in varying degrees, with a large number of supplementary or related plans and systems. The following plans and programs are considered by SLEPA to have a significant relationship to the comprehensive law enforcement planning activities for New Jersey:

### THE JUVENILE DELINQUENCY PREVENTION AND CONTROL ACT OF 1968

In August of 1969, then Governor Richard J. Hughes designated the New Jersey Department of Community Affairs as the Agency to undertake planning and implementation of the Juvenile Delinquency Prevention and Control Act of 1968. A planning grant of \$50,000 was applied for and received by the Department of Community Affairs and an Office of Juvenile Justice was established. The initial activity of the Office of Juvenile Justice was a State-wide study of the juvenile justice system for the purpose of identifying deficiencies in the system and developing programs for the improvement of the system. This study is currently underway utilizing students from Princeton University to collect data and conduct interviews with police, court, and corrections personnel throughout the State. The results of this study will assist in joint program development and implementation in the area of juvenile delinquency prevention and control by the Office of Juvenile Justice and the State Law Enforcement Planning Agency.

### THE MODEL CITIES PROGRAM UNDER THE DEMONSTRATION CITIES AND METROPOLITAN DEVELOPMENT ACT OF 1968

The New Jersey State Department of Community Affairs has assisted 13 cities in New Jersey in planning for Federal Model Cities Programs. Nine of these cities have qualified for Federal planning grants through 1969; three of these, Trenton, Newark, and Hoboken have received approval for action programs to be financed by

Federal supplementary grants. Trenton's action program was launched in late 1969, Newark and Hoboken expect to be in operation in the Spring of 1970.

The New Jersey State Law Enforcement Planning Agency has encouraged joint planning for law enforcement programs between the Model Cities Programs and the municipal governments. Approved law enforcement components of Model Cities' Plans and approval to use Model Cities supplemental funds to match Omnibus Crime Control funds, enabled four cities to apply for law enforcement projects consistent with the SLEPA 1969 State Plan. Applications for projects subsequently approved and funded in 1969 include a Criminal Justice System Education Program, Police Youth Aid Bureau, Improvement of Police-Juvenile Relationships, Police-Community Relations Training, and a Juvenile Delinquency Prevention Program. The total cost of these projects amounted to \$270,966, of which Model Cities resources included \$112,604. This kind of cooperation will be strongly encouraged in the remaining Model Cities as they receive approval for action programs.

### THE NATIONAL HIGHWAY SAFETY ACT OF 1966

Program planning and coordination under the National Highway Safety Act is conducted by the Police Traffic Services Liaison Bureau of the Division of State Police, Department of Law and Public Safety. The Bureau is responsible for the initiation and preparation of programs conducted by the State Police, and also assists local police departments in planning of programs and preparation of grant applications to the National Highway Safety Bureau.

#### Programs funded in 1969 included:

1. The Inter-State Highways' Patrol Command Bureau; — \$96,589
2. A helicopter patrol for highway safety; — \$411,492
3. A police accident investigation training course; — \$146,785
4. A computerized speed enforcement program; — \$215,694

5. Ambulance service for the Camden Police Department; — \$22,300

6. A traffic law-enforcement training course in Somerset County; — \$3,200

7. A Traffic Services Bureau for the Ewing Township Police Department; — \$42,350

8. A Traffic Safety Division for the Parsippany-Troy Hills Township Police Department; — \$52,000

9. An in-service training course for the Trenton Department of Public Safety; — \$17,125

10. Equipment for the rescue squad of the Trenton Department of Public Safety; — \$1,250

11. A study of municipal court operations. — \$36,315

## **URBAN RENEWAL**

Urban renewal programs in New Jersey are planned and operated by local redevelopment authorities. There are 20 such authorities in New Jersey. As of 1969, the local-share costs of existing Federal urban renewal projects in New Jersey totaled more than \$175 million, with another \$16 million in the planning stage. However, there are 421,000 dwelling units classified as substandard and another 242,000 units in blighted areas. This represents 30% of all housing units in the State, and the rate of deterioration is far in excess of the rate of new construction and rehabilitation.

The programs that have had a heavy impact on the decline of the cities in New Jersey and, therefore, led to the increase in crime and delinquency problems, were the low interest, Federally-insured, mortgage programs of the Federal Housing Administration and the Veterans' Administration. These programs spawned the tremendous post-World War II construction of single family homes and facilitated the movement of the middle-class from the core cities to the suburbs. This movement, coupled with the movement of industry out of the cities, left a shrinking local tax base to provide services for the poor who remained behind.

Housing programs designed to provide housing for the low and moderate income families through such devices as rent supplements, interest subsidies, and mortgage payment subsidies are too under-financed to have any significant impact. The only program which has provided substantial numbers of housing units for low income families is the public housing program. There are 67 housing authorities in New Jersey. Newark, the largest city in the State, has 11% of its population in public housing. No new public housing has been built in several years and the existing public housing is deteriorating rapidly because it is under-maintained and under-protected.

Because of the severe problems of crime and vandalism that are present in public housing projects,

SLEPA will give serious consideration to programs of vertical policing and other protective measures in public housing.

## **COMPREHENSIVE HEALTH**

Comprehensive health planning has recently been initiated by the New Jersey Department of Health under the Federally-funded Regional Medical Planning Program. Health planning personnel have been assigned to the Federally-sponsored Model Cities Programs to assist in the planning and operation of comprehensive health programs. The State Law Enforcement Planning Agency has worked directly with the Regional Medical Planning Program staff to develop narcotics education and treatment programs for joint funding by SLEPA and the U.S. Department of Health, Education, and Welfare.

## **MANPOWER**

New Jersey has a variety of manpower programs to provide job training, counseling, and job placement to the under-employed and unemployed. These programs serve as important sources of employment services for ex-offenders, including probationers and parolees.

There are three large Concentrated Employment Programs funded by the U.S. Department of Labor. These programs bring to bear a variety of training and job placement programs under a central administration. In addition, there is the Work Incentive Program for recipients of Aid-to-Dependent Children benefits, the National Alliance of Businessmen's JOB's Program for on-the-job training in industry, the Neighborhood Youth Corps for unemployed youth, and the Manpower Development and Training Act Programs of classroom and on-the-job training.

## **ECONOMIC OPPORTUNITY**

Most of the cities in New Jersey have Community Action Agencies supported by the Economic Opportunity Act. These agencies operate a variety of community programs in the areas of health, education, manpower, and social services.

The State of New Jersey established an Office of Economic Opportunity in 1964 which has developed and operated a variety of experimental programs including income maintenance programs, low-income housing programs, neighborhood youth service centers, youth employment programs, day-care for working mothers, legal services for indigent offenders, and many other human resource development programs. The State of New Jersey has received \$163 million in Federal anti-poverty grants since the passage of the Economic Opportunity Act and has served over 300,000 disadvantaged people with these programs.

## EDUCATION

The most directly related education program to law enforcement improvement in New Jersey is the Law Enforcement Education Program (LEEP) funded by the U.S. Department of Justice under the Omnibus Crime Control and Safe Streets Act of 1968. This program has provided \$531,605 to 21 State educational institutions to provide loans and tuition grants for criminal justice personnel studying law enforcement and criminal justice subjects.

The New Jersey Department of Education has funded a variety of educational improvement and drop-out prevention programs utilizing Federal grants under Title I and Title III of the Elementary and Secondary Education Act. They have also operated teacher training and curriculum development projects to combat drug abuse by students. In 1968, 100 teachers from local districts were provided training in the area of narcotics education.

## **Section Eight**

# **Conformity With Statutory Requirements**

## SECTION EIGHT

# PLAN CONFORMITY WITH MISCELLANEOUS STATUTORY REQUIREMENTS

### LOCAL PARTICIPATION AND FUND BALANCE

The allocation of funds among general local units of government, decided on by the Governing Board is based on an effort to obtain a balanced distribution among cities and counties of various sizes. This reflects in part the relative need for improvement in the respective local law enforcement systems.

This balanced distribution of funds is to be accomplished in part by maintaining a relatively even balance between population proportion and Index Crime Rate proportion for a first rough evaluation on the proper allocation for a unit of local government, or for a combination of units. Such a unit, or combination, must also meet the qualitative criteria for funding. These include the relative excellence of the request for funds, the innovative content as well as the practical application of the proposed project, the area of priority in the current Plan, and the relative excellence of the operating personnel. Questions regarding the precise allocation within the order of magnitude are decided by factors relating to the project and its sponsor (e.g. feasible levels of funding for the kind of project in question, or relative needs and abilities of the applicant).

Urban crime problems, and inter-jurisdictional 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.

The 25 percent share of the 1970 block grant action funds allocated to State government units under the program priorities are almost certain to be over-subscribed, since matching shares, cash and/or in kind, are more readily available to State agencies than are the matching shares of local units of government.

Using as a basis for judgement some interviews and responses from prospective local applicants, it may be difficult this year for some local units of government to provide the 40 percent matching share of the local action funds available.

**The 1970 State Plan is a multi-year Plan. It includes goals, objectives, programs, and a budget for four years (1970-73), rather than the single year provided in the 1969 State Plan.**

To find a firm basis for its 1970 priorities, SLEPA disseminated in August, 1969, an eighteen page questionnaire based upon all of the 73 programs listed in the 1969 State Plan. This questionnaire was mailed to thousands of officials and citizens of the State in 39 general categories. These categories were: Mayor and Council; Boards of Freeholders; Municipal Police; County Police; County Sheriffs; County Prosecutors; County Probation Departments; Community Action Programs; Model Cities Administrations; Superintendents of Schools; County Criminal Court Judges; County Juvenile Court Judges; Juvenile Shelters; Municipal Attorneys; Superior Court Judges; Supreme Court Judges; Public Defenders; New Jersey State and County Bar Associations; High School Principals; State Commission on Investigation; Criminal Law Revision Commission; Juvenile Court Law Revision Commission; Patrolmen's Benevolent Association; Law Enforcement Education Advisory Committee; Halfway House Directors; New Jersey Conference of Mayors; New Jersey State League of Municipalities; New Jersey State Special Police Association; New Jersey Welfare Council; South Jersey Association of Chiefs of Police; New Jersey Legislature; State Correctional Institution Superintendents; Fraternal Order of Police; and Newspaper Editors. In addition, many individual interviews were conducted by the SLEPA staff with persons related by employment and background to these 39 areas.

Response analysis began last September, and from the data gathered, and weighted according to category of respondent, a guide to assist in selecting 1970-73 program priorities was obtained for both funding levels and funding sequence.

**As a result of the aforementioned questionnaire and the interviews, twenty-six program priorities have been selected for 1970.** Details on the recommended



participation of State and local units of government in these priority programs are set forth below:

**Only State agencies may participate in the following programs:**

1.3.1	Specific Problem-Oriented Research in Reducing Juvenile Delinquency (j-4)	\$ 50,000
2.2.1	State-wide Communications and Information System (d-1)	600,000
2.2.2	Increased Crime Laboratory Service (d-5)	120,000
2.2.8	State Commission on Police Standards (a-7)	30,000
4.1.1	State-wide Organized Crime Intelligence Units (g-1)	200,000
4.1.2	State-wide Organized Crime Investigatory and Prosecutorial Units (g-7)	150,000
5.2.1	Project "ALERT" (h-4)	52,000
		<u>\$1,202,000</u>

**Both State agencies and local units of government may participate in the following listed programs.** It should be noted, however, that the State participation is restricted to a total of \$391,000 from these programs because of the 75% - 25% requirement set out in Public Law 90-351, Title I, Section 303 (2), and considering the above amounts already allocated solely to State units. In certain instances, local consent or waivers may be obtained, with the approval of the Governing Board in order to allow State agencies to administer selected programs or projects for local benefit.

2.2.3	Recruitment of Criminal Justice Personnel (a-1)	\$ 320,000
2.2.5	Higher Education for Criminal Justice Personnel (a-3)	200,000
2.3.1	Specific Problem-Oriented Research In Increasing the Efficiency and Effectiveness of the Criminal Justice System (j-5)	100,000
3.2.1	Rehabilitation of Narcotics and Dangerous Drug Offenders (f-6)	1,000,000
3.2.2	Community-Based Corrections (f-2)	500,000
3.3.1	Specific Problem-Oriented Research in Reducing the Need and Desire to Commit Crime (j-6)	50,000
		<u>\$2,170,000</u>

**The balance of the FY 1970 action program funds are allocated solely to units of local government as listed below:**

1.1.1	Improvement of Police-Juvenile Relationships (c-2)	\$ 300,000
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1.1.2	Community Involvement in Local Juvenile Delinquency Prevention Programs (c-1)	250,000
1.2.1	Expand and Improve the Diagnostic Services Available to the Juvenile Court (c-3)	300,000
1.2.2	Improvement of Juvenile Detention Practices and Programs (c-11)	300,000
2.1.1	Increase Police Patrol Effectiveness through More Efficient Allocation of Existing Police Resources (b-1)	100,000
2.1.2	Increase Apprehension and Deterrence Effectiveness Through Reduction of Police Response Time (d-4)	200,000
2.1.3	Prevention of Crime Through "Hardening" of Crime Targets (b-2)	300,000
2.1.4	Specialized Equipment for Local Police to Improve the Detection and Apprehension of Criminals (d-3)	173,000
2.2.4	Basic Academic Education Improvement for Criminal Justice System Personnel (a-3)	100,000
2.2.6	Establishment and Training of Community Relations Units in Local Police Departments (i-6)	300,000
2.2.7	Management of Court Information and Records (e-2)	77,000
3.1.1	Prevention of Narcotics and Dangerous Drug Abuse (b-6)	500,000
3.1.2	Public Education on How to "Harden" Crime Targets (b-3)	100,000
		<u>\$3,000,000</u>

## TECHNICAL ASSISTANCE AND SERVICES

**Technical Assistance to local units is an on-going operational responsibility of SLEPA. Technical assistance falls into the following categories: (1) explanation of the Crime Control Act and the SLEPA program, (2) assistance with local planning activities, (3) assistance with local planning grant applications, (4) provision of advice or information on the prevention, police, courts, or corrections disciplines, (5) assistance in the development of action projects, (6) assistance in the analysis of local systems, needs, problems, and priorities, and (7) assistance with local action grant applications.**

During 1969, the six principal SLEPA staff members, and the two field analysts, provided the following technical assistance in the aforesaid seven categories: 505 office conferences with local officials; 1,623 telephone conferences with local officials, and 407 field conferences with local officials. In addition, remarks

explaining the SLEPA program and requirements were made before the annual meeting of the New Jersey Chiefs of Police Association (approximately 200); the annual meeting of the F.B.I. National Academy Associates (approximately 75); and the annual meeting of the New Jersey State League of Municipalities (approximately 300).

**Ongoing technical assistance is also provided to subgrantees (State and local governments) for programs under the Omnibus Crime Control and Safe Streets Act by:**

The New Jersey Division of Budget and Accounting on matters of financing and contract procedures;

The New Jersey Department of Community Affairs in planning areas dealing with Model Cities' Programs, Community Action Programs, and housing, community relations and comprehensive health;

The New Jersey Department of Education in curriculum design and program implementation for education related programs;

The Department of Institutions and Agencies in the field of corrections and rehabilitation;

The Department of Law and Public Safety in law enforcement systems including police, prosecution and organized crime, and legal advice;

The Office of the Public Defender in matters pertaining to legal defense of indigent criminal defendants;

The New Jersey Police Training Commission on the development and training of law enforcement personnel;

The New Jersey Administrative Office of the Courts on court related matters; and

Other departments and agencies of state government when specific needs are identified.

**The step-by-step advancement of the state of criminal justice in New Jersey with Crime Control Act incentive funds can only be achieved if SLEPA acts as a dissemination center (1) for program and planning ideas, and (2) for monitoring and evaluation of on-going programs (both SLEPA and non-SLEPA funded).**

Accordingly, SLEPA has published a series of Dissemination Documents designed to supply such programmatic information, and inaugurated a Newsletter to be printed at regular intervals.

Providing a State Plan by itself is not enough. Local units must be capable of designing projects to implement locally one or more of the broad objectives of a current State Plan. Planning grants help, but preparation for

change and improvement is most crucially affected by the people involved. To meet this need, SLEPA has held several Planning Conferences for local officials.

These consist of presentations of an introductory nature, workshops for local planners, and specific presentations on the preparation of action grant applications.

## **UTILIZATION OF SERVICES, FACILITIES AND EQUIPMENT**

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

For example, an important program approach anticipates the development of a statewide communication and information system to coordinate all local and State Police systems. The system will eventually be capable of interfacing with related systems, such as, the National Crime Information Center, New York State Intelligence and Information System, New England State Police Association Compact, Law Enforcement Teletype System, and the proposed Middle Atlantic State Police Association Compact. Also under consideration is a system of regional crime laboratory facilities for the use of local law enforcement agencies; a shared emergency number, ("911"); shared local and regional communications, and shared police records keeping. The implementation of these program approaches is described in Section Four and Five herein. "Project ALERT" is an outstanding example of sharing of facilities. It has already been funded, and can be found in Section Four herein (Reduction of Riots and Civil Disorders).

## **STATE ASSUMPTION OF COSTS**

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

## **USE OF FEDERAL FUNDS TO SUPPLANT STATE AND LOCAL FUNDS**

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

The certification includes the statement that subgrantee expenditures for law enforcement, for the annual period covered, are at least as great as for the

preceding year plus the average annual increment in such expenditures for the past 2,3,4, or 5 years (the length of the averaging period to be left to subgrantee option). Where the certification cannot be made, and there is a reduced or unchanged local investment in law enforcement, there must be an explanation demonstrating that the subgrantee's reduced or unchanged commitment would have been necessitated even if federal financial support under Title I had not been made available. SLEPA has developed forms to assist in monitoring subgrantees' adherence to the certification. A monthly financial report of expenditures is required of each subgrantee, wherein the project director and the financial officer certify to the applicability of all costs to the previously approved project budget.

# **ALLOCATIONS TO SUBSTANTIVE AREAS OF LAW ENFORCEMENT**

The 26 priority programs for Fiscal Year 1970 have been allocated funds among the principal subdivisions as follows:

Program No.	Police	Crime Prevention	Courts & Prosecution	Corrections
1.1.1	\$ 300,000.	\$	\$	\$
1.1.2		250,000.		
1.2.1			300,000.	
1.2.2				300,000.
1.3.1	12,500.	12,500.	12,500.	12,500.
Total	\$ 312,500.	\$ 262,500.	\$ 312,500.	\$ 312,500.
2.1.1	\$ 100,000.	\$	\$	\$
2.1.2	200,000.			
2.1.3		300,000.		
2.1.4	173,000.			
2.2.1	600,000.			
2.2.2	120,000.			
2.2.3	120,000.		100,000.	100,000.
2.2.4	33,333.		33,334.	33,333.
2.2.5	66,667.		66,666.	66,667.
2.2.6	300,000.			
2.2.7			77,000.	
2.2.8	30,000.			
2.3.1	25,000.	25,000.	25,000.	25,000.
Total	\$1,768,000.	\$ 325,000.	\$ 302,000.	\$ 225,000.
3.1.1	\$	\$ 500,000.	\$	\$
3.1.2		100,000.		
3.2.1				1,000,000.
3.2.2				500,000.
3.3.1	12,500.	12,500.	12,500.	12,500.
Total	\$ 12,500.	\$ 612,500.	\$ 12,500.	\$1,512,500.
4.1.1	\$ 200,000.	\$	\$	\$
4.1.2	75,000.		75,000.	
Total	\$ 275,000.	\$ -0-	\$ 75,000.	\$ -0-
5.2.1	\$ 52,000.	\$	\$	\$
Total	\$ 52,000.	\$ -0-	\$ -0-	\$ -0-
1970 Grant Allocations	\$2,420,000.	\$1,200,000.	\$ 702,000.	\$2,050,000.
% of Total	38.0%	18.8%	11.0%	32.2%

By combining the amounts for police and crime prevention, for purposes of comparison only, we are able to compare SLEPA's 1970 Action Grant Allocations with the latest New Jersey cost figures that are available (State and local expenditures for FY 1968).

	Police & Crime Prevention	Courts & Prosecution	Corrections
1970 Grant Allocations	\$ 3,620,000. 56.8%	\$ 702,000. 11.0%	\$ 2,050,000. 32.2%
1968 State & Local Cost Figures	\$161,268,600. 66.4%	\$49,371,700. 20.3%	\$32,148,400. 13.3%







