

P U B L I C   H E A R I N G

before

ASSEMBLY MUNICIPAL GOVERNMENT COMMITTEE

on

The Utility of the Safe and Clean Neighborhoods Program

Held:  
September 20, 1978  
City Hall  
Trenton, New Jersey

COMMITTEE MEMBERS PRESENT:

Assemblyman Vincent O. Pellecchia, Chairman  
Assemblyman Raymond Lesniak  
Assemblyman Eugene H. Thompson  
Assemblyman Elliott F. Smith

ALSO:

James Wunsch, Research Associate  
Legislative Services Agency  
Aide, Assembly Municipal Government Committee

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PUBLIC HEARING

before

ASSEMBLY MUNICIPAL GOVERNMENT COMMISSION

on

the Utility of the Lake and River Navigation Project

Held:  
September 30, 1970  
City Hall  
Trenton, New Jersey

COMMITTEE MEMBERS PRESENT:

Assemblyman Edward J. Fialkowski, Chairman  
Assemblyman Richard J. Leland  
Assemblyman Robert H. Thompson  
Assemblyman Robert F. Smith

also:

James Thomas, Executive Director  
Legislative Service Bureau  
State Assembly Municipal Government Commission

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ASSEMBLYMAN VINCENT "OZZIE" PELLECCIA (Chairman): The hearing is called to order. I am Vincent Ozzie Pellechia, Assemblyman from Passaic County and Chairman of the Municipal Government Committee of the New Jersey General Assembly.

I want to thank Mayor Holland and the Trenton city fathers for permitting us to meet here. We might have found space up the street in the State House, but it is appropriate for us to be in City Hall today.

We meet today not to create another new program, but to find out how an existing one is working. It is the very least we can do for beleaguered municipal officials and taxpayers.

In 1973, the Legislature established the "Safe and Clean Neighborhoods" program to enhance the quality of life in deteriorating urban neighborhoods. Trenton and 27 other municipalities now participate in the program. Representatives from some of those municipalities have come here to testify. For the convenience of others, particularly in North Jersey, a second public hearing will be held at this time next week in the City Hall, Paterson. The committee also welcomes written testimony and will in all cases honor requests that it remain confidential.

Let me say at the outset, however, that this committee has no evidence of foul play or wrong doing in regard to this program. We intend no muckraking crusade. I fervently hope that early next year we will be able to report favorably to the Joint Appropriations Committee on the Safe and Clean program.

I note that the \$12 million spent in this area is relatively modest compared to many other State programs. Nevertheless, our inquiry should be of more than routine interest because the Safe and Clean program embraces a broad range of critical municipal activities. Indeed, city officials from around the country will be looking over our report partially to discover how well the innovative "walking patrol" aspect of the Safe and Clean program has been working.

I wish now to introduce some of my fellow Assemblymen who serve on this committee.

To my immediate left is Assemblyman Smith. Next to him is Assemblyman Lesniak, and Assemblyman Thompson from Essex County is up at the extreme end. This is my aide Jim Wunsch, who will be participating in the hearing. Mr. Wunsch will call the first witness.

MR. WUNSCH: Mayor Holland from Trenton.

ARTHUR J. HOLLAND: Mr. Chairman, and members of the Committee, I want first to welcome you to this Council Chamber. It is an honor that you have come to this part of Trenton to conduct this hearing. I agree with you that it is helpful, not so much in this case because we are the State capital, to go into communities around the State where the programs are in effect.

I am appearing before you representing the citizens of the City of Trenton, as I mentioned, our State's capital city. I am not here today to present a long list of requests. I would like to discuss just one item and one item alone, that is, the urgent need for an increase in the \$12 million funding level for the Safe and Clean Neighborhoods Program.

The Safe and Clean Neighborhoods Program has been one of the most significant and beneficial programs for New Jersey's urban areas ever enacted by the New Jersey State Legislature.

In Trenton, the presence of walking patrolmen in twelve neighborhood areas has been very well received by our residents. In 1977, Trenton's Safe Neighborhood Unit responded to more than 73,000 calls for service, walking patrolmen participating in more than 10,000 hours of public and community relations programs, and, most importantly, arresting over 1,000 offenders.

It is essential to the well-being and safety of Trenton that this highly successful program be expanded substantially to other city neighborhoods in need of this basic service, and the city stands ready to meet its responsibility by financing the local share of the cost of this much needed expansion of the walking patrolmen program.

The effectiveness of this State-local investment in this crime control program operating at the neighborhood level has been strongly endorsed by organizations and individuals throughout the city, as reflected in the attached editorial which appeared in the October 6, 1977 issue of the Trentonian, which I would like to read to you as part of my testimony.

"An Effective Crime-Stopper - Put the Cops on the Beat. - A Police Foundation study of the effectiveness of walking policemen in Trenton has shown that Trentonians love the walking patrols.

"And a review of street crime in North Trenton has shown that when beat cops were on patrol there, crime dropped. When they left, in the 1976 police layoffs, crime skyrocketed. Now that they are back in North Trenton, street crime has dropped again.

"That's overwhelming evidence - to our minds, anyway - that the foot patrolmen in this city are a valuable weapon for cutting down on crime.

"This city used to have 70 foot cops, but revenues and inflation being what they are, it's had to cut back to 40 or so. Mayor Arthur Holland says he hopes to get back to 70 in foot patrols by next year sometime.

"But in the same breath that he voices this hope, he admits that it might take an act of the Legislature, to increase State funding, to make this possible.

"We'll back you up, mayor, and we're asking all of our local political bigwigs and powerhouses to add their voices in support of this vital project.

"As a matter of fact, why be content with putting just 70 walking cops out on our streets? The way we hear it, neighborhoods who have never had any foot patrols are demanding them. We think they deserve to get them."

Turning to the Clean side of the program for a moment, the Clean Neighborhoods Program in Trenton has allowed the city to revitalize two neighborhood business areas, upgrade seven tennis courts in Cadwalader Park, remove 140 dead trees from city streets, resurface more than 50 city streets, and purchase the old Reading Railroad property to provide the site for the North 25 Redevelopment Project, including family and senior citizen housing now under construction, and the recently completed Calhoun Street Firehouse and the Henry J. Austin Health Center.

Since the City of Trenton received its first matching grant back in 1973, however, the cost of living has increased 35.4 percent while police salaries have increased approximately 50 percent.

During this time, the State appropriation for the Safe and Clean Neighborhoods Program has remained constant, and therefore the allocation to Trenton and



the State's other six largest cities has remained at \$1 million, the maximum amount allowed under the present program.

Without a funding increase to offset negotiated salary increases and inflation, many municipalities, including Trenton, will face major cutbacks in this program in the future, and there is a proven need for a major expansion of this program in the State's largest cities.

There are at least two different approaches which the Legislature could take in order to provide increased funding where it is most needed, and at the same time ensure that no municipality receives less than it now receives under the program. The most obvious method would be to increase the funding level for all municipalities participating in the program by an equal percentage amount.

I must point out, however, that the vast majority of the municipalities participating in this program receive an amount equal to their Urbanaid funding level, while the six largest cities in New Jersey, including Trenton, are limited to a \$1 million grant. Since the need for additional foot patrolmen may very well be greatest in the larger municipalities, this second approach raising the arbitrary \$1 million ceiling to \$1.5 million or \$2 million could be more equitable.

The major cities of this State must survive. Their survival depends, in large measure, on each citizen's confidence that his community can be kept safe and clean. Although the Safe and Clean Neighborhoods Program is not the solution to all of the problems of the older central cities, it has certainly strengthened our ability to continue our efforts at renewal. Thank you.

ASSEMBLYMAN PELLECHIA: Thank you, Mayor. I know that you have a real busy day. Certainly the evidence that you have given to us is going to be helpful to us. We will reserve some of our questions for others who have some of the answers I am sure you have. I want to thank you for appearing here this morning.

ASSEMBLYMAN THOMPSON: I have one question I would like to ask you. With reference to this whole funding concept, don't you think eventually we will be getting into a "Catch 22" situation? To give you an example, I spent a month in Europe. They don't have street crimes there.

MAYOR HOLLAND: I am sorry I can't hear you.

ASSEMBLYMAN THOMPSON: My question is this: Don't you feel that if we keep funding a program with regard to the crime situation in Trenton, say, or Newark, eventually we will get into a "Catch 22" type of situation because the bottom is going to fall out somewhere? We are not dealing with the cause. I was in Europe for a month this summer. They don't have street crimes in Holland, France, Germany and Austria. I don't see that we are dealing with the cause. We keep putting money in programs - programs - programs. We still have the cause for which the crimes are being committed. You admit yourself, the more policemen on the beat, the less crime. To me, when you say that, you are telling me that the element still exists.

MAYOR HOLLAND: The basic problem is the socio-economic imbalance in the central cities. Eighty-three percent of Mercer County's ADC cases, for example, are housed in Trenton. They are fatherless families. It is the nature of the population.

New Jersey is the second highest per capita income state in the nation. If, in accordance with good zoning and planning, our 567 municipalities would share the burden of housing the poor, we wouldn't need this kind of program. We wouldn't need revenue sharing. We wouldn't need an income tax, perhaps, given proper valuation in our municipalities. But until that day comes - and it will come only through a fair allocation plan for low-income housing - crime will continue to be concentrated where the population is most disadvantaged. And there is a disproportionate number of disadvantaged people in cities like Trenton. That's the basic problem.

ASSEMBLYMAN THOMPSON: But I would like to ask you this: Since Proposition 13 seems to be just around the corner in New Jersey, how long do you think taxpayers are going to back up these types of programs?

MAYOR HOLLAND: I don't think you can compare the California situation to New Jersey's. The problem basically in California, at least according to Mayor Moscone of San Francisco, was that they had a tremendous surplus and people weren't getting services; they were saying, in effect, "What are you doing with our money?" Here in New Jersey we have a cap. We can't, for example, put on more policemen, if we wanted to, out of our tax dollars. We can, of course, meet on a matching basis money which you would make available for that purpose because that is not excluded by the cap or not covered by the cap.

But to compare the European cities you mentioned or to compare other municipalities in New Jersey with the Urbanaid communities is not a valid comparison.

ASSEMBLYMAN PELLECCCHIA: Thank you, Mayor.

MAYOR HOLLAND: Should you have any further questions, I will be right down the hall.

MR. WUNSCH: The next witness is Lieutenant Courtney of the Trenton Police.

G E O R G E C O U R T N E Y: I am Lieutenant George Courtney. I am the Unit Commander and Coordinator of the Safe Neighborhood Unit in the City of Trenton. And by no means do I profess to be an expert in the State of New Jersey on police functions. I work in the City of Trenton. I know what goes on in the City of Trenton as far as crime is concerned. I have a good idea what goes on in that area. I also know what is going on in the Safe Neighborhood Unit in the City of Trenton.

Maybe some of the things I will tell you now you already know or have some idea about. But I would like to give you an idea of what happened before the '50's in police work. When I came on the job - and I have been here 20 years - the bulk of the manpower was foot patrolmen. Then they were supplemented by motor vehicle units. In the late '50's and early '60's, there was a theory projected to utilize motorized units. It will cover a greater area and probably we will use less personnel, and we will have a better response time. The foot patrolmen at that time utilized a very poor communications system. I can remember being out on a post and the Desk Lieutenant or Desk Sergeant would put up a blinking light which I had ten or fifteen minutes to answer. You can see that the response time would be very poor and actually your reactionary time would be very poor.

The Desk Lieutenant or the Desk Sergeant found that a motorized unit



could get to a job without any major delay. Due to radio equipment in an auto, an officer could be contacted almost immediately. Information could be given or obtained without delay. Also the location of the motorized unit could be established.

Suddenly, in the early '60's, the foot patrolmen began to be ignored. Why wait several minutes to get an answer from a patrolman, using a blinking light? Foot patrolmen had no radio equipment at that time available to them for immediate use. The transfer of information took a great deal of time when foot patrolmen were used. Street Supervisors began using most of their time to supervise and direct the work of a motorized unit. Little by little, foot patrolmen were used less and less and they were not supervised properly. Foot patrolmen were used less and less for assignments. Suddenly, foot patrolmen in your urban areas became obsolete.

Utilization of the basic motorized units, however, did cause some problems in the '60's. During that time, it became apparent that police had lost their ability to have dialogue and communication with people with whom they dealt. The cliché around was, "You never find a cop when you need one." Police began to think that their vehicle was their security. It was their little nest. They began to leave their secure nest only when absolutely necessary. The public began to see less and less of the police officer. The public saw a two-toned color car, with lights on the roof, with a siren that evidently indicated they were going to an emergency. Dialogue and communication with most citizens became a rarity with motorized patrol units. Often the police officer did not know the area residents. He didn't know the storekeepers. He didn't know the employees of the storekeepers. He had very little to do with their clientele or the people who frequently visited his area. When the officer did make contact with the public, usually something was wrong, something had happened. The public developed an attitude of fear of the police officer, especially in the urban areas which are densely populated and which have an abundance of poor people. Often in areas such as Trenton, half the population is black, the area is filled with crime and there is a great deal of indifference. Who wanted to communicate with a cop under these conditions? He might arrest you or a member of your family. He might bring you bad news. He became strictly a control factor or an authority image in your area.

In the urban area, the public felt there were enough innate problems, without this character bothering them. A lack of communication and dialogue was now established. A gap between the police and the public was also established. This gap began to widen year after year. Suddenly it was apparent it was time to return to the foot patrolman. They said, "Let's reestablish the foot patrolman." Because this gap in dialogue and communication between the police officer and the people with whom he dealt existed, the New Jersey Department of Community Affairs through a new unit called the Safe Neighborhoods Unit attempted to do things that would bridge this gap.

They established specific geographical beats in neighborhoods that contained some industry, that had business places, that had professional buildings, that were high-crime areas, high-service areas and very congested areas - also residential areas. Also in Trenton, there are areas where many people are going in and

out of the city. Don't forget this is the capital of the State of New Jersey. We have many city, county, state and federal employees here. Then we wanted to include posts where there were hospitals, taverns and churches. These posts were to be limited in size. The periphery of these posts was to be walked, theoretically, in a period of approximately 45 minutes. Foot patrolmen were to be assigned to these posts. They were to handle all jobs on these posts that were feasible for them to handle. A very brief explanation of "feasible to handle" would be if you had a murder that was quite involved or a serious AA&B, atrocious assault and battery, where you had to have mobility, where witnesses had to be interviewed, where an individual had to be taken to a hospital for treatment or taken to police headquarters. In such cases, it would not be feasible for a foot patrolman to handle. Then your motorized units would take over.

Foot patrolmen were not to be taken off the post unless an emergency existed or an unusual event took place in the city. They were required to be involved in community and public relations activities with people located within the post boundaries. A daily activity sheet was made out. Never before in the history of the Trenton Police Department was an activity sheet filled out by a foot patrolman. Each man was to be given a walkie-talkie radio so that immediate communication could be established between him and police headquarters. Specific sergeants and supervisors were to be utilized to supervise and inspect the foot patrolmen at their assigned posts.

In Trenton, we set up what we call conspicuous posts. These are posts within posts. These posts are set up between the hours of 4:00 P.M. and 6:00 P.M. Because of these posts, we have created an image of omnipresence of a police officer in the City of Trenton. We have overlapped the two shifts and were able to set up these conspicuous posts. These cover the areas where people are shopping and when the shopkeeper leaves his place of business and when the employees in the various establishments start to go home. This was set up so that these people would feel safe and secure. As I mentioned before, your city, county, state and federal employees can feel safe and secure while leaving their places of work and returning to their homes. These conspicuous posts were set up on major traffic arteries throughout the City of Trenton. They do not do traffic control. They are men who are put in a specific area and told to be in that area. By overlapping, we have men on one end of the post and men on the other end of the post. The post is completely covered. People who leave here see police officers when they come in and out of the city, which are the crucial hours.

This program was highly successful and the public has accepted it with gratitude.

Two major factors which in the past caused the foot patrolman to be obsolete have been remedied. The immediate communication gap has been done away with. We now have immediate communication. It has been established. Concentrated supervision of foot patrolmen has been established. And, gentlemen, the only way that the foot patrolman works effectively is with proper supervision.

How did the establishment of a Safe Neighborhood foot patrol unit assist the mobile unit, the motorized unit? Motorized units were able to remain active and mobile when foot patrolmen took assignments. If the foot patrolmen were



not there, then the motorized unit would have to take these assignments. The procedure allowed for better preventive patrol and it also allowed for a better inspectional patrol, because the foot patrolman then becomes the one, in various areas, who does the very close inspection of businesses and houses. Often foot patrolmen become familiar with characters in the area. He also becomes familiar with people who live in the area, the residents, and he becomes familiar with business people. Also, by being familiar with these people, he can assist in investigations conducted by the motorized patrols because of the familiarization with the area clientele. No abuse of unit personnel was to be undertaken. Men were assigned to the Safe Neighborhoods Unit, and that was the unit for which they were to work. These men were not to be abused.

Foot patrolmen were to be used on established walking posts only. They were not to be used on motorized units. Any personnel removed from established geographical post areas had to be approved by the Safe Neighborhoods Unit supervisor - either myself or one of the sergeants who works for me. If an emergency existed, or an unusual event occurred, Safe Neighborhoods personnel could be utilized to handle this event, and I think that is what has given us a great deal of flexibility in this unit. We have been criticized for not having any flexibility, but we will handle emergency situations, and unusual situations that occur in the city. In these situations we become extremely flexible.

Once they have completed their assignment, in an emergency or unusual situation, they return to their post. Reports are made to the Department of Community Affairs documenting who was taken off the post, the hour of the day, and the nature of the emergency. This information is contained in a monthly report.

The Safe Neighborhoods personnel were not to be utilized as a manpower pool. If you start to take the Safe Neighborhoods personnel and you start to use them in the cars because someone called in sick, or for reasons of overtime, you will destroy this unit and in turn destroy any semblance of communication and dialogue with the citizens with whom we deal. Utilization for foot patrolmen for such events as guarding prisoners at hospitals, covering routine meetings of the City Council, or covering routine meetings of the Board of Education is not to be permitted. Foot patrolmen were to be utilized basically for their established post. Again, they are not a manpower pool. They are also not to be used as crossing guards or meter maids, or transportation officers, or court attendants, or reserve men, or police dispatchers or the like. If not properly supervised, this program will be destroyed. Foot patrolmen are to be used to supplement the work of the motorized units which allows them more time for mobility and preventive patrol.

What kind of jobs do the foot patrolmen actually do? They handle all jobs, as I said before, that are feasible to handle on their posts. They participate in community meetings, city meetings, business meetings. They become involved with the area juveniles or teen centers. They assist and conduct criminal investigations. They survey labor situations that occur on their posts. They participate in events at local schools and hospitals. In general, they become involved with the area clientele, and display to them the fact that they, as foot patrolmen, care.

Special events participated in by foot patrolmen in the last five years, since I have supervised this unit: We have administered most of the demonstrations and marches that occur in the City of Trenton. I am proud to say we have had very few incidents, because these foot patrolmen know how to talk to people and know how

to approach people. They have handled fire disasters, labor strikes, as I said, on their post. We have had two flood disasters in the City of Trenton, and thank God for the Safe Neighborhood's personnel. They handle community church affairs, large funerals, funerals of dignitaries, and so forth. We handled such events as the 25th Jubilee Anniversary of the Catholic Bishop Ahr. When President Carter came into Trenton, we were intricately involved in that security. We have handled fireworks displays, crowd control, carnivals, and block parties that occur on post. Many Bicentennial events were patrolled by Safe Neighborhoods personnel. Numerous New Jersey State House demonstrations were handled by our unit personnel. In our Trenton Commons mall, many, many political rallies were handled. We become involved with many events at the War Memorial Building, and the Federal Building. Numerous local, county, state and national election facilities and events are handled by the Safe Neighborhoods Unit.

What has the Safe Neighborhoods personnel done specifically in Trenton in the last five years to prove their worth? The downtown mall was created, and we had muggings in the mall. Since we have had the Safe Neighborhoods Unit, the mall is safe for people to shop. Hospital areas were made safe. The area of Mercer Hospital was the highest mugging and purse snatch area in the City of Trenton before the Safe Neighborhoods Unit came in. We are at or near the hospital during visiting hours, and after visiting hours, and I am very proud to say that the mugging rate around Mercer Hospital has drastically decreased. By no means is it the leading mugging and purse snatch area. In the Sanhican area of Trenton, which is the western part of Trenton, we had no post there originally. Fire bombings occurred in the western section. We had two businesses fire bombed. We had a residential home fire bombed. People were moving out of the city. The public put demands on politicians to get the foot patrolmen out there. We went out there and remedied the situation. I don't say we did it alone. We coordinate with motorized personnel, and we communicate with detectives, and the Community Relations, and youth personnel. We are out there for two tours of duty, sixteen hours. There is no fire bombing in the western section now, and because of the layoffs, we had to pull that post off.

The train station was the Barbary Coast of Trenton. There were prostitutes walking all over that damn area, and pimps, and ABC violations. I put two young patrolmen down there. It was like Starsky and Hutch. There were guys fist fighting in bars with the police officers. After about a year and a half we cleared that up. One officer has worked that since I have worked the program, for five years, and he is very well liked. He has been very seriously considered for the patrolman of the year award by the Department of Community Affairs for the Safe Neighborhoods Unit this year. He has done a marvelous job in that area.

When the Hamilton shopping center was developed, we put a foot patrolman in there. If the patrolman isn't there one day, they will be calling the station to find out where the patrolman is.

The Wilbur area - which even to this day is a potential tinderbox, nobody denies that - has a foot patrolman and motorized patrol units, and thank God we have kept the lid on that area.

The Hawthorne and Stuyvesant Avenue area is a very tough area. We couldn't go out and make an arrest in that area without a fight occurring between the police officers and the fellow he was going to lock up or those who would intervene. We put foot patrolmen out there, and then we had another problem. The foot patrolman would stand for ten minutes with a citizen, and when the motorized unit came there would be

a fist fight. So, that goes to show you the different attitudes of the foot patrolmen.

I would just like to add something, we have a very liberal transfer situation with the foot patrolmen. I don't keep guys in the Safe Neighborhoods program like they are in prison. If they want to get out, I will get them out. I will say this: Those guys who are out and for various reasons went out to join task forces and so forth, they learned that you have to talk to people properly and you have to display to people that you care.

In the Brunswick Avenue area we had a foot post, and the layoffs came. I had 72 patrolmen at that time, and we got cut down to 36 men. That was one of the first posts to go. I am extremely sorry to say that. I came before the Council and I told them we had a lot of "Mom" and "Pop" stores in this area. And I said, don't come to me after some poor devil gets murdered there. Well, someone did get murdered there, and we are now up to 48 men, and this post is being covered.

The Willow and Wiley Street area is a notorious area for guns and drugs. I didn't have a post there. I don't have the personnel to establish a post there. I was asked to put some foot patrolmen there, but I know the Housing Authority is there. I don't want to get involved with the Housing Authority. They have their own police force there. I will go in there if I have to, but I would rather have their police take care of that. Well, we finally had to go up into that area, and I was able to put a post out there for two months, and we made 55 arrests there in two months. I am talking about two men on each shift. In only 1 arrest did we have a problem, and that was a major narcotics arrest. We were helped by everyone that was in the area, motorized patrolmen, detectives, and so forth.

I had to pull them out of Willow and Wiley because we don't have the personnel to put up there. I had to pull them out because of the clamor at the 12 existing posts we have now. The people wanted their foot patrolmen back. So, we had to give the men to the priority posts.

I would like to give you a little background on the awards program, and the awards that the Safe Neighborhoods patrolmen have received. We are less than five years in existence. In 1975, Patrolman Al Henry won the 1975 Kiwanis Patrolman of the Year award. In December of 1975 two of my officers, Patrolman John Wood, and Martin Macaroni won the coveted 1975 Broad Street Valour Award, which is \$500. In December of 1976 it was given to James Delaro. Again, we won it two years in a row, the Broad Street Valour Award. In May, 1977, Patrolman Jan Russo won the Kiwanis Award, and that was the second one won by a foot patrolman. In October of 1977 Patrolman Raymond Thomann was first runner-up in the State of New Jersey for the Safe Neighborhoods Patrolman of the Year. He is an excellent, dedicated policeman. Jersey City won the award, but he was the first runner-up.

In 1977, Patrolman Henry Ellis won the award for the third time for officer of the year. I am very proud to say he is the first black officer to win this Kiwanis award. I believe it has been given out five times.

This unit has made over 6,000 arrests in less than five years in the City of Trenton. We have contributed in many ways to make the streets of Trenton safe. I don't care what anybody tells you, I believe this Safe Neighborhood Unit is the most valuable, functionable, the most necessary, the most diversified, the most coordinated, flexible police unit which has established communication and dialogue between the Trenton Police Officer and the community with which we deal. Thank you.

ASSEMBLYMAN PELLECCIA: Thank you, Lieutenant Courtney. I certainly see



that you are enthusiastic about the program. You make a good case for your men. However, there are a few questions I would like to ask.

First of all, you spoke about bridging the gap. This meeting is being held in order to find out if there is any overlapping spending. Can you tell me exactly how many patrolmen you have in Trenton? Now, I am talking about all your patrolmen.

LIEUTENANT COURTNEY: Are you talking about total personnel?

ASSEMBLYMAN PELLECCCHIA: Yes.

LIEUTENANT COURTNEY: We have 250 police officers in the City of Trenton.

ASSEMBLYMAN PELLECCCHIA: Of them, how many of them are---

LIEUTENANT COURTNEY: Approximately 135 of them are motorized patrol unit personnel, and I have 48 foot patrolmen on top of that.

ASSEMBLYMAN PELLECCCHIA: You missed my point. I want to know the permanent police that you have on your force, the entire force. What I am getting at is, besides the Safe and Clean Neighborhood Program we also have the CETA program. I am trying to find out exactly how many passed the test and were appointed as Trenton Police Officers, how many are CETA patrolmen, and how many will you put on---

LIEUTENANT COURTNEY: There are approximately 290 without the Safe Neighborhoods Program.

ASSEMBLYMAN PELLECCCHIA: And how do you divide that up?

LIEUTENANT COURTNEY: Well, I went in yesterday and I checked the motorized unit, and they have approximately 135 motorized patrolmen, and the rest would be divided up between the training schools, the detective bureau and the youth section.

ASSEMBLYMAN PELLECCCHIA: Well, I am sure the rest of the Committee has a few questions. Assemblyman Smith.

ASSEMBLYMAN SMITH: Lieutenant Courtney, you alluded earlier in your talk to a change in philosophy, and that the Clean and Safe Program brought this philosophy out, and that is, get the patrolman out on the street and get into dialogue with the people.

Do you feel that this change of philosophy of police work would have come about without the Safe and Clean Neighborhoods Program.

LIEUTENANT COURTNEY: An honest answer would be, no, because if you study the make-up of the motorized unit in the City of Trenton, during the day there are times we can't even get a car to handle situations. They don't have the time to get out of the car and get out and walk around. I know there have been studies made, and they say they will work 50% of the time or 56% of the time, but nobody knows when these times will be. Inevitably, as soon as they get out of their car, they will have to get back in. During the day because of all the obligations that we have, as far as writing reports and what have you, it is very hard to get involved in any kind of dialogue or communication with a citizen.

At night it is even worse, because there are double crews and they are working 60% of the time on jobs, according to the studies on them. The midnight crew is short now. We are trying to get more personnel for the midnight crew. We can't even raid clubs here without worrying about cops being hurt.

ASSEMBLYMAN SMITH: I don't know whether you missed my point or not. What I am saying is, would the philosophy of police work have changed without this program. Would you in fact pick yourself up by your own boot straps and say, gee, we need people out in the streets rather than in the cars? Would you have done this, or would we have done this without this program? In other words, I am looking at the

value of the program when I am asking you this question.

LIEUTENANT COURTNEY: I wish it could be done. I in my heart sincerely don't believe it could be.

ASSEMBLYMAN SMITH: That was my point.

ASSEMBLYMAN LESNIAK: Lieutenant, how many foot patrolmen did you have funded by this program at its inception and how many currently?

LIEUTENANT COURTNEY: In 1974, I only started in December, I had 40 men; in 1975 it went up to 72 men. We had layoffs at the end of 1975 and the number went down to 36 men, and now I am up to 48 in 1978.

ASSEMBLYMAN LESNIAK: That is the total number of foot patrolmen.

LIEUTENANT COURTNEY: Yes, sir, that is foot patrolmen.

ASSEMBLYMAN LESNIAK: How many are funded under our Safe and Clean Streets Neighborhoods Program?

LIEUTENANT COURTNEY: All these foot patrolmen are funded under the Safe Streets Program.

ASSEMBLYMAN LESNIAK: What was the reason for the layoffs?

LIEUTENANT COURTNEY: We went out and attempted to get a pay raise for the cost of living, and we were told if the pay raise came there was no way they could maintain all these police officers. We told them, that's your prerogative; do what you have to do, and 60 police officers were laid off. As a matter of fact, we are still 50 police officers short.

ASSEMBLYMAN LESNIAK: Is that because you weren't getting complete funding?

ASSEMBLYMAN PELLECCCHIA: Let me clarify that. Are you saying that people were laid off and the State was then picking up the tab on the Safe and Clean Streets Program, and you were laying off regular patrolmen? Who was laid off?

LIEUTENANT COURTNEY: There was a combination of both. Half my unit, 36 were laid off, plus the other 24 were---

ASSEMBLYMAN PELLECCCHIA: How did you arrive at who was going to go?

LIEUTENANT COURTNEY: I didn't. It was strictly done by seniority.

ASSEMBLYMAN PELLECCCHIA: Assemblyman Thompson.

ASSEMBLYMAN THOMPSON: Lieutenant, I have one question. What are your high crime hours? When are your foot patrolmen utilized the most in the City of Trenton?

LIEUTENANT COURTNEY: Since this is the capital city of New Jersey, we have different circumstances than a lot of other municipalities. We have an enormous influx of people in that four to six zone, because of the State House and because of the county facilities and the federal facilities and local facilities. We have many people coming in and out. After, say, seven o'clock to eleven or twelve o'clock you would have a high crime rate also.

ASSEMBLYMAN PELLECCCHIA: Is there any way that the urban areas could advertise where these foot patrolmen are being used? I say that because in my own town of Paterson, once in a while in the outskirts of the town we see foot patrolmen, and yet at other times we see squad cars. The problem is, if the people knew in those particular areas that there were people on the beat, wouldn't it be better for them?

LIEUTENANT COURTNEY: Yes, sir, and I think that the conspicuous patrols that we set up in that four to six did us a lot of good. These men must be out there. There is no reason for a man not to be out in these general areas. So, the people who live in the areas see them, and those coming in and going out see them. The omnipresence of the police is there. They know we have cops all over the city. All

you have to do is look on certain corners and they are there.

ASSEMBLYMAN PELLECCCHIA: Thank you.

ASSEMBLYMAN THOMPSON: I have another question. You mentioned that foot patrolmen made approximately 6000 arrests in about the past five years. If you multiply that, just, say, in the State of New Jersey - with Camden and Newark and other places - where do you think we are headed as human beings? That is an awful big number of arrests. Where do you think we are going as a nation?

LIEUTENANT COURTNEY: If we are getting a little religious, I think we are going to go to the outhouse until Christ gets here. But, I do the best I can to keep crime down. I won't have a defeatist attitude. We do the best we can. We try to become involved with the people in the area. We want citizens to know that we do care as police officers. If crime persists, we will arrest the violators. When the big man comes, I am sure it will all be over.

ASSEMBLYMAN THOMPSON: You have mentioned these figures, and they are astronomical. I am just wondering what your philosophy is as to where we are going as a society.

LIEUTENANT COURTNEY: I don't take great pride in making the arrests, if that is what you mean. Arrest statistics are things that police departments do keep track of, and I wish we had other means of handling individuals, but that is outside my realm.

ASSEMBLYMAN THOMPSON: I am not dealing with your job as far as arrests are concerned. I just want to know philosophically where you think we are going as human beings? These figures are frightening.

LIEUTENANT COURTNEY: I think it goes back to the original question that was asked of me, could we have established a dialogue and communication without the foot patrolmen. Possibly in a long-run program, yes. But I don't think we have the luxury of time. If we had not had these foot patrolmen out there at this time, there might have been 10,000 arrests.

ASSEMBLYMAN THOMPSON: Thank you.

ASSEMBLYMAN PELLECCCHIA: Thank you, Lieutenant.

MR. WUNSCH: Mr. Chairman, two unscheduled witnesses asked to give brief statements, Mr. Henry Rouse from Trenton, and Mr. Armenti. Because we are running behind, we would appreciate it if you kept the statements as brief as you possibly could, particularly in light of our scheduled witnesses.

ASSEMBLYMAN PELLECCCHIA: Anyone who has a prepared statement, in order to shorten the hearing, if you turned it over to our stenographers here, they will include it in the record in its entirety.

H E N R Y R O U S E: Mr. Chairman, my name is Henry Rouse. I represent the Trenton Council Civic Association as Chairman of the Governmental Affairs Committee. I believe our Mayor has given you the statistics that you will need. Lieutenant Courtney has enlightened me, and I hope you gentlemen, as to the mechanics of our Police Department. But there are some things I believe you gentlemen are not aware of, and I would like to make you aware of them.

We are the eighth largest city in the United States when it comes to collecting taxes. We in this city have more senior citizen housing projects than any other city our size in the United States. I fully realize that it takes money to make the world go around, but it also takes men of your intellect to do this.

Gentlemen, I am not going to belabor you. I am only going to say one thing, a number of people in our city are prisoners in their homes, especially the

senior citizens. The police are doing their job; they are doing a very good job. I travel throughout the whole city, and I have taken polls throughout the city to get the reaction of citizens, and I tell you, gentlemen, we need an increase in the funds. We need more policemen out there. The trouble in the world, as I see it, is a lack of communication. If we can get the policemen to communicate with the citizens, I feel half the job is being done right there. Thank you very much.

ASSEMBLYMAN PELLECCCHIA: Mr. Armenti.

C A R M E N     A R M E N T I: Thank you, Mr. Chairman, for the opportunity to make a brief statement on behalf of the City Council of the City of Trenton to express to you our government's concern for the continuation and increased funding of the Safe and Clean Neighborhoods Program.

I was Mayor of the City of Trenton from 1966 to 1970, and after leaving that office in 1970 my wife and I opened up a restaurant in downtown Trenton, just two blocks from the State House. We started out real well, but there was an increasing decline in our business, I am sorry to say. And while we continue to reassess our business practices and the menus and the prices, the number one reason my customers tell me they are frightened to come into town is the fear that strikes them - whether it be a believable thing or not.

I want to talk to you about the atmosphere that persists in our city, to the point now where we are the only restaurant open in downtown Trenton after eight o'clock in the evening. And I am not happy about that. I wish there were more restaurants open, because I believe that competition brings about a better arrangement. I don't think there is any more testimony needed before this Committee than the concerns of speaker Jackman several months ago, and the meeting he had with our Mayor after two state employees were mugged right in front of the State House, and the Chief Justice of New Jersey the other day coming out and asking for martial punishment for muggers after two ladies were mugged just a block or so from the State House.

I wish you would give every consideration when you go back to your colleagues in the Assembly to see that this program continues in an increased fashion. Thank you very much.

ASSEMBLYMAN PELLECCCHIA: Thank you.

MR. WUNSCH: Elaine Mitchell, Bridgeton Business Administrator, and Russell Davis, Street Superintendent.

E L A I N E     M I T C H E L L: Gentlemen, I will be brief and to the point. Our City fathers send you this message: The Safe and Clean Neighborhoods Program is one of the most effective state programs the City of Bridgeton has ever come across and been able to administer in correlation with State Departments. They want it continued, and they want more funding.

Now, I am going to touch briefly on the walking patrolmen, and Mr. Davis will address you on the Clean component of the program.

The Bridgeton Police Department is now going into a transition period whereby they are training each and every officer through in-house seminars in Cumberland County in crime prevention. The feeling is, if you can prevent crime, before it even starts, we are way ahead of the game. Every officer in the Department, including the foot patrolmen are attending these seminars.

Also, we have found there was a deviation from the personal rapport between the police officer and the public, whether they be citizens, merchants, businessmen



or whatever, the men were in cars. They could wave as they went by. Since we have gone into the walking patrols, with these men assigned to beats throughout the city, we have found tremendous response from the citizens, from the merchants and from the businessmen. We have found, even when the men are on vacation, we have calls at City Hall, where is our foot patrolman; he hasn't been around. They know he is there, and they know when he isn't there.

Also, we have developed a better rapport with our schools because of the foot patrolmen. We have found that by these men being in direct contact with people, there is more understanding of the people in the town, and they have the opportunity to know who these people are, and how they live. I will give you an example. There was a purse snatching at one of the supermarket parking lots. It was called in to the police dispatcher. The dispatcher radioed a description to a motorized vehicle. The officer came back and said, "Do you have any idea what neighborhood this boy lives in?" And the answer is, "No, we were not given that information." The foot patrolman picked it up, got back on the radio and said, "I know who the boy is, and I will tell you where he lives," and they got the lady's purse back right there. He had walked that beat, and he knew the people.

Now, I can go on about this, but our concern is crime prevention and the only way we can get that done is by having a good rapport with the public, and it is beginning to work. In the years that we have had the foot patrolmen and as it has grown, and as the department and the public understand this program better, we have found there has been a decrease, particularly in muggings, B & E's, purse snatchings and shopliftings on the beat where the walking patrolmen are posted.

So, my message to you is, continue it and give us more funding.

ASSEMBLYMAN PELLECCCHIA: I appreciate your testifying. There are some questions that I have, but I am not sure you are the right person to ask them of. Maybe we should hear the other witness.

MR. WUNSCH: Russell Davis.

R U S S E L L      D A V I S: Gentlemen, it is a pleasure. As far as the Clean Neighborhoods Program in Bridgeton, we have one particular neighborhood that we started in '73. I couldn't put a dollar sign on what clean cities started and what the neighborhood picked up - upgraded lighting, attempts to improve roads, doing away with vacant lots. The people themselves have jumped on the bandwagon.

We have been able to put street signs, crosswalks for school children, and we also were able to build asphalt sidewalks for the children to walk on to get them off the street, and I too could go on and on. What we in Bridgeton hope is that you people will see fit to continue this program.

It is one of the best run organizations or projects I have ever seen the State come out with. I know you are busy, so unless you have any questions, that is the extent of my testimony.

ASSEMBLYMAN PELLECCCHIA: The fact of the matter is, although we are in a rush to catch up on the time, there certainly are some questions we ought to ask. My problem is, I want to know how much of clean streets is coming from our program, and how much is coming from urban aid, and is there any money that is being combined with the Clean Neighborhoods Program? Is there any other money that we may be attaching here that is a duplication of effort?

MR. DAVIS: As far as the Clean Neighborhoods Program, and my duty of administering it, I know of no other monies that would be conflicting with it. Personnel-wise, we have only three Clean Neighborhood employees, but it is the other

things we have been able to do. I know of no other, and Mrs. Mitchell can correct me if I am wrong, monies that are conflicting with this program.

ASSEMBLYMAN THOMPSON: In Germany they have a garbage truck that recycles the garbage, in other words, packages it. Obviously, they won't need as much help as this type concept we have in New Jersey. Would you have union problems with that?

MR. DAVIS: No, not at the present time.

ASSEMBLYMAN THOMPSON: I am asking you if you would, if this type concept was introduced into New Jersey.

MR. DAVIS: Garbage collection - and I use the word garbage to mean both solid waste, as well as the food type waste - we are probably the only municipality in the southern end of New Jersey that does not have contracted garbage or trash removal. It is all done privately. We operate and maintain the landfill, but we do not, as a municipality, pick up trash or garbage.

ASSEMBLYMAN THOMPSON: The reason I asked this question, with this truck there is no spillage whatsoever, and it cuts down on the need for manpower that you have in cities like Newark where you have five men on the truck and three stand around and two work, that type of thing. That is only a hypothetical instance. I am not accusing them of this, or anything like that.

MR. DAVIS: I appreciate your point. For example, through the Clean Neighborhoods Program we bought a brush chipper which I am sure the city fathers would say we could do without. But that brush chipper saved us, especially in our Clean Neighborhood area, where we could go to a lot and take down the wild cherry trees, put it right in the brush chipper, and two men could do it all. Plus, we didn't accumulate all the extra waste that would have gone into our landfill.

ASSEMBLYMAN THOMPSON: Thank you.

ASSEMBLYMAN SMITH: Mr. Davis, you alluded to the people getting behind this program and being very enthusiastic about it and helping out. Could you give me some idea as to what the people are doing for themselves in these areas beyond the Clean and Safe Neighborhoods program?

MR. DAVIS: Yes, they are fixing up their houses by painting them, and they are putting fences up. They are planting flowers and putting gardens in their backyards, where, before the Clean Neighborhoods Program, I don't think I saw a flower in a seven block area. Trash was accumulated in the backyards. I think the Clean Neighborhoods made a start, and we realized what we could do in a small community. The people saw it could be done; they also realized the municipality was behind them.

ASSEMBLYMAN SMITH: I am an advocate of this type thing. I think it is wonderful that the people are doing this. I am wondering, though, if we get ourselves into a real financial bind and push comes to shove and some of these programs have to be cut back, do you feel that people will still continue to take the pride in their community that has been started if this funding should be cut back, or do you think we are going to go back in the other direction again?

MR. DAVIS: In the beginning, if the program was stopped, it would probably continue, but here we go again, if we get lax in our efforts as a municipality to keep showing an effort, and if we reached the point that we can't continue to do good, I am afraid, unless our whole financial structure is changed, we are going to go right back to where we were. This is what I am afraid of. I thank you gentlemen very, very much.

MR. WUNSCH: Lieutenant Colacurto from Irvington.

ANTHONY COLACURTO: I am Lieutenant Anthony Colacurto from the Irvington Police Department, Irvington, New Jersey. Our town is 2.9 square miles. We have a population in excess of 60,000. Our total complement of police officers, including the superior officers is 165 men, of which about 130 are patrolmen, and of that group of patrolmen 19 are in Safe Streets.

Our budget is about \$513,000 a year, and it is matching- half the State gives and half the town gives. Of that \$513,000 we take about 76%, \$309,000, for salaries. I have a prepared statement here; if you wish, I will give it to the stenographer to expedite things.

ASSEMBLYMAN PELLECCCHIA: I would appreciate that.

LIEUTENANT COLACURTO: The program was instituted in our town in 1973, July 1st. I took over the program January 1, 1974. We have not added anyone to the unit, and we have not taken anyone away. Our posts are basically the same as they were three or four years ago, because the problems are still what they were three or four years ago.

We have a rapidly changing population, especially in the east and south ward of our town. We have problems there. Where we have problems, that is where we have the men stationed. Our men go wherever there is a problem. Right now they are in the east ward and south ward of our town, which borders Newark. I took the time to bring a map. If you take a look at it quickly you can see where our concentration of manpower is, and that is on the Newark boundary.

We have fourteen posts in all; three are day time posts, eight to four, and ten of them are four to twelve, and one post is a midnight post, eleven to seven. The program has been very effective from the standpoint of community relations. It has also been very effective in that we have been flexible enough to go to different areas of the town when an emergency arose to help the patrol division and other members of the Department to cope with the emergency situation. We have done just about everything that has been asked of us. We worked in the snow storms in January and February. We came out to help with the problems at the local high school. Last year and this year we had some problems in the street, and the hours were again changed to accommodate our Department so that we could be of aid if any incident came up in either the east or south ward which demanded immediate police action or extra personnel.

Now, we have 60,000 people in 2.9 square miles. That is a very densely populated area. Our patrolmen are where the people are. We do have some posts on the outskirts of town, but these people are there for the same reason. It is a high crime area, and the people want them out there.

Somebody mentioned before the response to the patrolmen. Well, we don't hear about the patrolman when he is working, but if he is off a week for vacation, we start getting phone calls asking for patrolman so and so. So, they have established a good rapport with the community which is uppermost in my mind. As far as arrests go, I don't think quantity is that important. I would rather have quality arrests. I guess, a patrolman on the street eight hours a day could probably arrest eight people if he wants to, but we are looking for quality type arrests, the arrests that will give the citizens of our area some security. Basically, what I am talking about are the street crimes, the muggings, the robberies, the crimes against the elderly which are on the increase in our town. Now, if we can resolve, or help to resolve, some of these problems, then the unit has paid for itself.

We have found that stores in our area that were closed have started to open again. The houses that were vacant, people are living in again. The properties

are kept up. We try to help with other Departments within our town too, such as getting streets fixed when they have to be. If a house becomes a hazard they know about it. The people in our town who have charge of that section know about it, and they make the proper repairs. If we find that a particular area or a house presents much of a safety hazard, we really take action. We notify Public Works, and the Department of Property and Maintenance. We want to make sure that these homes, even though they are vacant, are taken care of, so that we don't have fires in these vacant houses that could spread to the other residences.

The foot patrolmen have made some important quality arrests. I can give you last year's summary, but I would like to tell you about one incident in 1976. Newark borders Irvington. One house may be in Irvington, and the next house will be Newark. There was a shooting in Newark in the bank. The bank guard was killed. One of the perpetrators, or would-be hold-up men, was also killed. We found out who the man was, and through that the patrolman on that post knew the guys that the would-be hold-up man hung around with. The foot patrolman was given this information at roll call. Within twenty minutes, the patrolman had these two kids in custody and they were arrested.

Now, that is just one example. We have made all sorts of arrests, and our people have received all sorts of commendations. The 200 Club of Essex County recognized the officer I just told you about as having a fine record as a police officer, and they presented him with an award. He was nominated as our choice as the Safe Streets Patrolman of last year because of his tremendous involvement, not only with police activity, but with the community. He didn't come in second; he didn't even come in third, but we are going to propose him again because of his interest in his post, and in his community, plus the fact that he has tremendous knowledge of what is going on in the streets. Years ago they used to say the patrol division was the eyes and ears of the police department. But, it is not that way anymore. Today, the walking patrolman is the eyes and ears of the police department. Isn't that an innovative approach? When I was a patrolman twenty years ago, I walked the beat. So, this isn't something that came about yesterday. It is an old-fashioned approach, but to my mind, it is the best approach.

By being on the street, the foot patrolman can talk to the people and get involved in the community through block associations. One patrolman even went as far as getting a couple of boys in the neighborhood --- Juvenile delinquency is the major cause of the damage and problems to our town. They have been working to try to eliminate part of that problem. They are trying to get some things started in the east ward, as part of the PAL, but we are looking for money. If you know where we can get the money, we will have this thing opened tomorrow.

As I started to say, the one patrolman took these two or three boys and trained them in a boxing program, and they did very well. They have not been a problem anymore to the people in the area. They are interested in the PAL; they box, and they have little idle time on their hands, because this patrolman sees to it that these kids show up and do what they are supposed to do. They went as far as the PAL League finals in New York with only about four month's training. This is one of the things they do.

Now, I can go on and on, but for the sake of brevity, I will just say it is a terrific program. We would be lost without it; it would have a damaging effect on our Department, and on the town, most importantly. So, other than that, what else can I tell you?



ASSEMBLYMAN EPELLECCHIA: Well, Lieutenant, you certainly have made a fine case, however, I am still a bit confused. The entire force is considered one. Have there been any layoffs in your Department in the last four or five years?

LIEUTENANT COLACURTO: Luckily, no.

ASSEMBLYMAN PELLECCCHIA: What if there would be the necessity for layoffs, where would you go, to the city policemen or to the walking patrolmen?

LIEUTENANT COLACURTO: Well, we would like to think of our walking patrolmen as part of our city policemen. We are all the same. We make no distinction. They are policemen.

ASSEMBLYMAN PELLECCCHIA: Well, one big distinction is that the State picks up the tab.

LIEUTENANT COLACURTO: Well, in that case, we have never had that problem come up. But, in the event that it did, I would imagine we would have to go back to our Department policy and lay off the least senior man in the department, whether he was with Safe Streets or not. But, Safe Streets --- I would have to refer you to Mr. Foti, who is the finance Director for the town of Irvington.

ASSEMBLYMAN PELLECCCHIA: Can you help me out with my problem?

MR. FOTI: I think I can shed some light on your question here. Prior to the inception of the Safe and Clean Program, the town was not in the position to fund the additional patrolmen who were needed in the area that the Safe and Clean are concentrated in. We have 165 men, as the Lieutenant testified. That is our police force. Encompassed in there are the 21 Safe and Clean personnel who are funded from the State.

ASSEMBLYMAN PELLECCCHIA: How about the CETA program?

MR. FOTI: No, there are no CETA policemen of any kind whatsoever. Now, in 1976, when the State eliminated various revenues from the town, the last place we wanted to take away personnel was from the police department, whether they are Safe and Clean or otherwise. We laid off additional personnel from other Departments, to maintain the complement of policemen that we have. The same thing has applied to the present day; we have been reducing services, laying off other personnel to keep our police force in tact. If we did not have the Safe and Clean Program as we have it today, there would be 20 policemen laid off. We cannot take from any other area anymore, because we are at the bottom. So, this has been a very effective program. It is probably my own personal and professional opinion that it is probably one of the best grant type programs in existence today. The last place that we hope to lay off personnel is from public safety. These fellows are concentrated in a high crime area that has been a problem since 1967 when we had the Newark riots, and we try to make sure that we go without something else, rather than reduce policemen. If we had to reduce policemen, we would start with the newest personnel first in the form of layoffs. But, to this date, if they took away Safe and Clean funding, there would be 21 policemen out of a job.

ASSEMBLYMAN PELLECCCHIA: You see, what I am trying to find out, and you have made quite a good explanation, is, if state money is being spent in place of municipal money? If it is overlapping, and they are using the money for something else, then there is a problem. There is no question in my mind, from the testimony I have heard so far, that this is the kind of program that is doing a job. But I don't want it doing a job at the expense of the taxpayers. So, this is why I ask this question.

MR. FOTI: Before the Safe and Clean Program came into being in 1973, we

did not have the foot patrolmen that we have now. Safe and Clean has made that possible. If you take away Safe and Clean, you are going to take away our foot patrolmen.

ASSEMBLYMAN PELLECCCHIA: Thank you.

MR. FOTI: I would like to make one other comment before I leave. We feel that we are very effective with our internal administration. I don't know who is here in the room, but I imagine some of the State representatives are here. I think another thing that has been very, very helpful in the structure and design of the Safe and Clean Program are the efforts that have been put forth by Director Lasser and his Deputy Director Barry Skokowski. They have been a very integral part of helping us to structure this whole thing and make it as effective as it is. As I said, and I repeat myself, if you take away Safe and Clean, you are going to take away 21 police officers. I would rather answer your questions.

ASSEMBLYMAN LESNIAK: Mr. Chairman, I would like to speak to the Finance Director regarding the issue of layoffs again. Now, if you had to layoff a patrolman, you would do that on the basis of seniority; is that correct?

MR. FOTI: Yes.

ASSEMBLYMAN LESNIAK: If that person were to be one of the foot patrolmen, would you not have to then transfer another patrolman into that area in order to avoid saving only 50%? If you laid off somebody from the Safe and Clean Streets Program, you actually would be saving only 50% of his salary; isn't that correct?

MR. FOTI: Would you repeat that?

ASSEMBLYMAN LESNIAK: Okay. If a layoff did occur, and a foot patrolman had to be laid off because of his seniority, if he went, you in effect would only be saving in your budget that part of his salary that was matched by the municipality; is that correct?

MR. FOTI: Yes, because it is a 50-50 program.

ASSEMBLYMAN LESNIAK: Right. So, a prudent financial procedure would be to throw a small senior member into the foot patrol area; isn't that correct?

MR. FOTI: Not really, Assemblyman, because let me tell you what is happening. With the way the 5% CAP Law is structured now, you cannot really exercise what you might call prudent financing. You are robbing from Peter to pay Paul under existing conditions. Even though it is a 50-50 program, and Irvington receives \$256,000 from the State, bringing up the whole program to 500 some odd thousand dollars, we are using \$392,000. If we took anything away from it, we are still dealing with a CAP in here, without burdening you down with a lot of technical, financial details.

ASSEMBLYMAN LESNIAK: I don't think you are answering my question. I don't see how the CAP has any effect on transfer of salary accounts.

MR. FOTI: It has a big effect.

ASSEMBLYMAN LESNIAK: If it does have an effect, it has a beneficial effect, because---

MR. FOTI: No, it doesn't have a beneficial effect.

ASSEMBLYMAN LESNIAK: Not the CAP itself. I am not speaking in generalities. I want to speak about the specific salary.

MR. FOTI: Okay, you take away the lowest guy in the Safe and Clean Program. You are talking about again the 50-50 percent. You move another guy down into the foot patrol. What is your question?

ASSEMBLYMAN LESNIAK: My question is, wouldn't that be a preferential way, from a financial standpoint, to maneuver because then you would only be saving actually 50% of that person's salary.

MR. FOTI: If you were talking about one individual. When you are structuring the budget, you are looking at the entire police department---

ASSEMBLYMAN LESNIAK: I am using one as an example.

MR. FOTI: One, I don't think is a practical example to use, though.

ASSEMBLYMAN LESNIAK: I am only using that figure as an example. Maybe it would be better to use 10 or 20.

MR. FOTI: You have to realize, that portion that the State gives us, is, again, outside the CAP. It enables us to do more with the police department.

ASSEMBLYMAN LESNIAK: That is what I am saying. Wouldn't it be to your benefit to get people into the program that we are funding, from a financial viewpoint?

MR. FOTI: Definitely, yes.

ASSEMBLYMAN LESNIAK: That is what I wanted to know, thank you.

MR. FOTI: But, don't forget that is going to cost us money, too.

ASSEMBLYMAN LESNIAK: I understand that. But I want to get the point across that that does appear to be the best way to maneuver from a financial standpoint, and not from an officer's viewpoint. The officer might say, "I don't want to be a foot patrolman."

MR. FOTI: I don't think that is the issue, at least, in our municipality.

ASSEMBLYMAN LESNIAK: I wanted to make sure of that.

ASSEMBLYMAN THOMPSON: Irvington has probably one of the finest police departments in the State, and there is no question about that. But, we are trustees of taxpayer's dollars, and I would like to ask this question. Do you foresee in the near future the need for regional police departments, especially in Essex County where you have Irvington bordered by Newark and East Orange, Hillside, and Union? There may be duplication, and we may run into a problem somewhere down the line with taxpayer's money, and we might have to come up with a concept whereby we can save money and probably get more efficient work out of municipalities that don't have the urban problems, say, five miles or seven or eight miles away from Irvington on Twenty-first Street and Springfield Avenue. In Maplewood you don't have that problem.

Do you foresee the need for a regional police concept in the future?

MR. FOTI: I am not sure that I understood your question. You referred to the taxpayer's money, and the need for utilizing the taxpayer's money?

ASSEMBLYMAN THOMPSON: I will give you an example. There is a fire department in Maplewood that looks like a split level home. How many fires do you have a year in Maplewood? They respond when Newark has a fire alarm or other areas, but the need for that Department in South Orange and Maplewood is almost null and void. I am not saying that physically it shouldn't be located there, but I was wondering if we can't see down the line somewhere a need for a regional concept that would encompass the police departments of both municipalities, such as Newark and Irvington, and the larger departments? I am saying this, because somewhere down the line there may be a problem with the dollars.

MR. FOTI: I live in Irvington, and I don't know what they have in Maplewood. I can't attest to what their fire department looks like. I would not be in favor of regionalizing our police department or our fire department, and I will give you examples

specifically related to Irvington. Irvington and Maplewood can't get together on a park. How are they going to get together on a fire department and police department? I don't think you can get the individualized and personalized attention that you get from your police departments now that are basically in your own town.

If we can't get together on three acres of ground, how are we going to get together on which fire we are going to fight first, or which shooting should we take care of first? These are very impractical situations, at least in the urban cities. I cannot say the same is true for some of our rural communities, because I don't know.

ASSEMBLYMAN THOMPSON: Thank you.

ASSEMBLYMAN LESNIAK: Lieutenant, when you are looking for that money, if you find \$200 million, let us know.

LIEUTENANT COLACURTO: Well, I won't comment on that. Thank you for your attention.

MR. WUNSCH: Lieutenant Haas from the Montclair Police Department.

L I E U T E N A N T J O H N H A A S: I am Lieutenant John Haas, Montclair Police Department. We are just about seven and a half miles from Twenty-first Street. We are an urban center.

In 1975, outer Montclair became eligible to be an urban center and be a recipient of the Safe and Clean monies. At that time, the Montclair Police Department was composed of 104 police officers. We went into the program. We studied our area, and we found out our high crime areas, and we created six walking patrolmen posts. At the end of the year, the merchants in the designated areas talked to the other businessmen in town and found that we did have walking patrolmen. The next year we had to go to ten posts utilizing eight people and the same amount of dollars.

We have been in the program two and a half years, and we think it is one of the most beneficial programs that Montclair has come up with since the funding started. As far as the flexibility that the Chief of Police is given, if we had problems, Safe and Clean Neighborhoods people are available, and they will give us permission to utilize those people in areas where the need exists. As far as the coordination with other State aided programs, I am not sure about the Clean portion of the program if any of the urban aid money goes in with Safe and Clean money. But this program should be continued. I believe it has been very effective to the people on the street, the residents. In fact, Montclair is spending money right now for a mall in the center of town, and it abuts two of our walking posts. They have found that that walking patrol has aided in their business and that they are willing to spend the money to create this mall. Thank you, gentlemen.

ASSEMBLYMAN PELLECCCHIA: Just one question. In the event that one of your regular police go on vacation, is there ever a time that the walking patrolman is utilized in that capacity whether it be in a car or anything else? Is he ever used other than as a walking patrolman?

LIEUTENANT HAAS: No. He is a walking patrolman and in the event that he is sick, we take one of our regular patrolmen and fill that walking post.

ASSEMBLYMAN SMITH: I have one question also. When you do have the Clean and Safe people on vacation, are your shifts set up so you continue this program, or are you without coverage?

LIEUTENANT HAAS: No, the program is continued. Since we are responsible to the State for that walking post, we cover that post with a body.

ASSEMBLYMAN PELLECCCHIA: Thank you.



MR. WUNSCH: Director Brennan, Elizabeth Police Department.

J O S E P H                      B R E N N A N: Assemblyman Pellecchia, I want to thank you for allowing me the opportunity to speak here today on the Safe Neighborhoods Program. Briefly, Elizabeth is the fourth largest city in the State, population approximately 120,000 made up of many diverse ethnic groups. To police this city we have a complement of 320 uniformed personnel; 216 are police officers or patrolmen.

The Safe Streets Program coincided with my becoming Police Director at the end of 1973, so I feel I am quite versed with the program, and I can speak not only for the Police Department but also the citizens of the City of Elizabeth when I tell you that the program is working. We would like it to remain as it is with some basic changes. I haven't heard any yet today, but we have one. This is only a slight modification because that is somewhat a contradictory statement when you consider the fact that in order to have Safe Streets we actually turned back the clock. Since World War II, in the City of Elizabeth we went completely mobile, and that caused a lot of problems because you don't relate very well in a radio car going twenty-five miles an hour with the windows closed. We seem to have withdrawn from the residents of the City.

When the program was first introduced, we probably got into it for some of the same reasons that others did. Even at that time we were somewhat skeptical. I might add that that skepticism has since left our biggest pessimist. In the beginning, we took shortcuts and we made mistakes, but it didn't take long for the Department of Community Affairs to straighten us out, and I think that is a real tribute to them. They do a good job in administering this program. However, after about a year, the program started to work. - the patrolman was assigned to a particular beat, based on the needs and formula as established by the Department of Community Affairs - and we started to build a better rapport with the citizens.

Very simply, the officer was there; he was going to stay. The residents were not leaving, so after a while they sort of got used to each other, and a good relationship evolved, and it cut down considerably on their complaints about young juveniles and adults. As a matter of fact, much information comes in now about crimes that are to be committed, or soon after we have a crime committed it has resulted in quality arrests.

More significantly, since 1974, the crime rate in Elizabeth leveled off and has since had a dramatic decrease. As a matter of fact, at the present time, our crime rate is down 4% against a national average of 2%. I think that is significant. As Police Director, I am judged by the crime rate just as you are by the tax rate, and that is why we work very hard in particular areas to keep that down. If you believe in the program, you have to push it all the way and you have to make it work. That is why we have some of our best young sergeants and one of our most capable captains, and other men, assigned to this program.

However, we have 37 men dedicated to the Safe Streets Program. I have given you a copy of this week's schedule that reflects 68 patrolmen, 4 sergeants and a captain, so I think the schedule speaks for itself. We have more men out there that are in the program than we have not in the program. That shows our commitment to the walking beat patrolman, and that will continue. However, in the last three or four years, we introduced the scooter patrol to our Department. Now, the scooter patrol in an urban city is significant, because it is a one-man vehicle. It is probably the only type of one-man vehicle that is accepted by the PBA, and

this man in our particular case is a volunteer. He takes the scooter home and he in effect does what a radio car does. He supplements them. We increased our scooter patrol from four to fourteen, and we have four more in the budget. What we would like to do to change this program slightly is to allow the scooter officer to become part of the Safe Streets Program. With the close proximity of the walking post, he can blanket several posts. He will be getting all around the city. For every radio car, we have a scooter. He relieves the radio car for that instant response. There is one thing that the walking patrolman can't give you, unfortunately, and that is, the response at the scene of a crime, or an emergency, when it is happening. That is the key to success. You have to get there and grab him before he gets away or whatever, and, this, the walking man can't do; the scooter supplements him; the scooter relieves the radio car, and consequently we feel that this is one of our most significant weapons we have. We would only ask that you consider modifying the program to allow the scooter to become part of it.

Now, because of the Safe Neighborhoods Program, we have been allowed to increase our organization by 20 men. And that has been very significant to us, because every man that is hired is put into the Safe Program. That way he is segregated, many times, from the older officer, and he is given extensive training, ongoing, in-service training. He is not under the same supervision of the same sergeant. He is off the same days as his group. We give him every other weekend off. We try to allow him some social life, and continue his education while at the same time producing for us. We feel that is increased productivity. After he is knowledgeable in the job, and experienced, after two or three years he is allowed to move out of the program into other fields in the Department.

I would say our goal is to continue the program, provide the police service the people need, and we only ask for that one flexibility to add the scooter. We tried in the past to add a canine officer to the program, and we were not allowed to do that. Now we are asking for the scooter. I wish you would consider that in any changes you might contemplate.

ASSEMBLYMAN PELLECCCHIA: Director, I appreciate your remarks. You are the first person to deviate from what we have been talking about with regard to the foot patrolmen. I know that this is going to be a real issue in my next hearing. You sincerely believe that by putting a man in a motorcycle on a particular beat it would do the same as the walking patrolman?

DIRECTOR BRENNAN: Yes; yes.

ASSEMBLYMAN PELLECCCHIA: How would he be able to get the same kind of rapport? The walking patrolman has the opportunity to stop and talk to some of the people and meet people in the area, talk to them, learn about them; how then would the man on the motorcycle have the same opportunity?

DIRECTOR BRENNAN: Well, it is not a motorcycle. It is a Cushman three-wheel scooter.

ASSEMBLYMAN PELLECCCHIA: I understand what you were talking about.

DIRECTOR BRENNAN: For some reason, it may be psychological or whatever, the man in the radio car is always on the move. He is your front line troop responding to emergencies. He doesn't have time. The man on the scooter has the time. It is a slow moving vehicle; it can go on sidewalks, in parks. He seems to have built up a better relationship with the people. Furthermore, when a man is alone, especially a police officer, he reacts differently than he does when he is with a partner. This is very significant. We think this program, like any other, has to change

with the times, and it has to be modified so that you can still maintain the integrity of the program.

ASSEMBLYMAN PELLECCCHIA: I understand that.

ASSEMBLYMAN LESNIAK: Since you have and since the City of Elizabeth has had this program, I feel compelled to add my comments to this. It has been tremendously received by the residents in the City of Elizabeth, and I too believe it is a great program, but since we have 31 additional foot patrolmen above what is funded under the Safe Program, how do you have any problems working the scooter patrol into that? What type of modifications are you talking about?

DIRECTOR BRENNAN: The men over and above the complement who are assigned to walking posts have to fill in and we are constantly faced in this business with emergencies. That is where we cut down on our complement of dedicated men, because if there is a strike or school problem or special detail, we simply have to take these men off duty. We had been changing the payments by eliminating a man for eight hours. It proved to be quite a problem, so we dedicated one group and added another to it. But, we draw from the second group. We don't touch the 37.

ASSEMBLYMAN THOMPSON: I would like to ask you one question. You had a problem several years ago involving the Spanish speaking community and the Police Department in Elizabeth. I think that was based on a language barrier, and cultural gap. Do you have any Spanish speaking policemen in your Department?

DIRECTOR BRANNAN: Yes, as a matter of fact, we did have a problem, and it was a lack of communication. Since that time, and prior to that time, we went to Civil Service, and we asked them to send in black and Hispanic recruiters. We went into the high schools and we went into the various churches and civic groups in the City and we took some of our best people and we ran special schools in the Spanish neighborhoods to train them to become police officers, men and women.

We were very successful in the last group. We screened 110 people and we accepted 27. I believe there were 5 Hispanics - 5 women, the first women - and only 1 black. Contrary to what anyone may tell you, black young men do not want to be police officers. That is the only conclusion I can draw after all the effort we put into it.

Going a little further, we went to the City and asked them to hire CETA employees as telephone operators. That would leave more officers to walk the beat, and we were selective in the hiring. We hired mostly black women and Hispanic women with the emphasis on the Hispanic so we could have the bilingual aspect. We are hiring more civilian employees all the time to replace police officers, with an emphasis on the bilingual, and it has proven successful.

ASSEMBLYMAN PELLECCCHIA: Just one more question. Are you saying there are no CETA policemen walking the streets of your town presently?

DIRECTOR BRENNAN: Oh, no.

ASSEMBLYMAN PELLECCCHIA: Are there?

DIRECTOR BRENNAN: No, sir. I am not sure they would be qualified.

ASSEMBLYMAN PELLECCCHIA: It seems strange to me, because in my own town, the City of Paterson, we do have CETA policemen. Each one of you who come up and represent these people have not mentioned this once. Maybe I am wrong. Maybe I should find out whether or not the police department actually does have CETA policemen. That is one of the reasons why I am so concerned about the overlapping operation where maybe we would be spending state money, federal money and city money, and maybe there is something wrong there. Now, ---

DIRECTOR BRENNAN: We are a city with Civil Service employees in the Police and Fire Departments. I don't believe we could have CETA policemen.

ASSEMBLYMAN PELLECCCHIA: All right, it will be up to this Committee to find out whether this is a true fact or not.

DIRECTOR BRENNAN: I believe Plainfield did that. If you are not under Civil Service, then you may be in the position to hire CETA employees. But Civil Service dictates our hiring and firing and layoff procedures, et cetera.

ASSEMBLYMAN PELLECCCHIA: I honestly believe in the City of Paterson we do have some policemen who are considered CETA policemen. And they have been on the force, and some of them have been moved on to the regular department. But, I think it will be up to this Committee to decide that. Thanks again.

ASSEMBLYMAN THOMPSON: Mr. Chairman, it may be a problem of definitions. My understanding is CETA is involved with the police department funds and salaries. Their funds and salaries are supplemented by CETA funds.

DIRECTOR BRENNAN: CETA will hire telephone operators, civilian clerical help, and different other employees, but not Civil Service employees. They will supplement them. They will hire clerk typists who will do the same things side by side, but their salaries established are different.

ASSEMBLYMAN PELLECCCHIA: I think we better get our signals straight. Maybe by this afternoon we can get some information on that.

We will now adjourn for lunch. We will be back in one hour. It is now quarter after twelve. We will be back quarter after one.

(Luncheon Recess)





AFTERNOON SESSION:

ASSEMBLYMAN PELLECCCHIA: Good afternoon, ladies and gentlemen. The afternoon session of this hearing is now open. Would you call the first witness.

MR. WUNSCH: Tom Corcoran from the City of Camden.

T H O M A S C O R C O R A N: Thank you, Mr. Chairman, and members of the Committee. I am here today representing Mayor Errichetti of Camden who asked me to testify for the Safe and Clean Neighborhoods Programs. I am an aide to the Mayor responsible for supervising the administration of this grant, plus other state and federal grants.

The City of Camden would like to take this opportunity to express its continuing support for the Safe and Clean Neighborhoods Program. Mayor Errichetti has repeatedly stated that this program is the single most effective form of state aid to New Jersey's cities.

The Safe Neighborhoods component of the program represents an innovative ongoing approach to the most pressing problems of most eastern cities - crime and prevention of crime. The walking patrolmen employed by this program are helping to restore the strong personal identification of police officers with particular neighborhoods. This grassroots approach to preventing crime has in five short years already paid impressive dividends. Not only is there noticeable decrease in certain categories of crime in the affected neighborhoods, but there is also the perception of increased protection by neighborhood residents. This perception, reinforced daily by the sight of the walking patrolmen on their beats, strongly tends toward self-fulfillment. If residents feel safer, the neighborhood will tend to become a safer place to live.

The Clean Neighborhood component of this program also represents an innovative approach to combatting the pervasive effects of urban blight. Employees working under this program are able to undertake tasks that are traditionally ignored by public works departments. Examples of such activities are: spot demolitions of vacant and hazardous structures, board-up of vacant homes as soon as vacancy occurs to prevent vandalism, cleaning and greening of vacant lots, creation of mini-parks as important centers of neighborhood activity.

The cumulative effect of these projects undertaken as a package of reinforcing improvements in a specific neighborhood has been dramatic in the city of Camden. The great potential for both Safe and Clean aspects of this program, however, are being imperiled by the increasing inadequacy of state funding. The state matching grant for this program, one million dollars a year in the case of Camden, has remained constant since the program's inception in 1974. Yet, during that period the average salary and benefit package for Safe and Clean employees has increased by 65% necessitating reductions in force, layoffs, and decreases in the scope of services provided by the program.

By way of example, the total budget of two million dollars for the City of Camden allowed the employment of 74 walking patrolmen, 45 Clean Neighborhood employees, as well as \$350,000 for discretionary public works improvements. In our City's F. Y. '79 application, the same two million dollars allows the employment of only 57 walking patrolmen, 40 Clean Neighborhood employees, and less than \$100,000 for discretionary projects. This yearly reduction in force that results from the funding freeze has had disruptive effects, particularly with the walking patrolman. Every time a reduction occurs, the City administration must decide whether to eliminate a walking beat or redesign existing beats to increase the area and decrease coverage. Neither of these effects is desirable.

The City of Camden would like to go on record as favoring an increase in State funding for this program in F. Y. '80 and the years beyond. We would propose increasing the total amount of the program for Camden as well as other major New Jersey cities to at least \$2.5 million. Because of the severity of the 5% cap on municipal expenditures, we would further propose that the matching percentage be changed from 50% State and 50% City to 60% State and 40% City. Under this proposal, the city's share would remain constant at \$1 million while the State share would increase to \$1.5 million.

In conclusion, the City of Camden feels that a vital Safe and Clean Neighborhoods Program is an indispensable part of any serious effort by the State to help resolve the pressing problems of New Jersey cities. The program should not only be continued, but also funded at the higher level to insure its future effectiveness. Thank you.

ASSEMBLYMAN PELLECCCHIA: In your opinion, how much effect has inflation had on the amount that you presently receive and what the loss has been because of the cost of living?

MR. COCORAN: Well, during the six years, salaries have increased about 65% to 70%. Inflation for public works contracts, such as street repaving, or demolition, has probably increased close to 100%. In today's dollars, we are getting about \$1.3 million of the \$2 million we got in 1974.

ASSEMBLYMAN PELLECCCHIA: What you are saying or suggesting, then, is maybe a change in the formula would still carry the \$1 million level, but we can do something about the inflation part of it to bring it back to its proper level, as was intended. Would this be helpful to this City?

MR. COCORAN: Extremely. Yes, that is what we would like to see, Mr. Chairman.

ASSEMBLYMAN SMITH: Which part of the program has been most effective in Camden, the Safe or Clean aspect?

MR. COCORAN: That is hard to say. The effects of the Clean Neighborhoods program are more visible. You can see a park or paved street or demolished homes. The effect of the Safe side of the program, the walking patrolman, is more intangible, but it is, in my opinion, just as important. People feel safe, and if they feel safe, they will go out at night. If they go out at night, the incidence of mugging decreases because there are more people on the streets.

ASSEMBLYMAN SMITH: The reason I asked, as you all know, the fiscal crunch is on us, and if you want to maintain a level of budgeting for this program, one solution might be more of an emphasis on the Safe or the Clean, and we could alter the figures a little bit and put more money in the Safe or in the Clean area, or vice-versa. In other words, you are talking about inflationary problems, and this might be one way to attack that problem. We don't know if that is so at this point. But, that is why I want to try to find out from you whether the Safe or the Clean is more meaningful to your City.

MR. COCORAN: It is about equal, and that is reflected in the fact that the percentage of the budget that goes to Safe versus Clean has remained constant through the years, roughly sixty-five/thirty-five. We have tried to reduce both to the same extent that inflation has occurred.

MR. WUNSCH: I have a couple of questions. Prior to the institution of this program in 1973, did you have any patrolmen walking the beat?

MR. COCORAN: Not that I know of, except, perhaps, in the downtown area. Not since I have been there. But there were no neighborhood beats.

MR. WUNSCH: Do you have any patrolmen walking the beat who are not funded by Safe and Clean?

MR. CORCORAN: Other than the same patrolmen downtown who are there for both traffic and crime prevention, no. There are no city paid walking patrolmen in the neighborhoods.

MR. WUNSCH: Does the City contemplate taking men from patrol cars and putting them on the beat?

MR. CORCORAN: No, we don't. The city patrol car division has had a decrease of over 25 officers in the last eighteen months which we are not filling.

MR. WUNSCH: So you feel if push comes to shove, then, that putting men in automobiles is more important than keeping them out on the beat; is that right?

MR. CORCORAN: I wouldn't say that, because the walking patrolmen are playing much more an important role in crime prevention than our patrol cars. Patrol cars are responding to calls for putting out fires, but the role of the walking patrolman, if properly implemented, could be to prevent fires. I look at it as two separate functions.

MR. WUNSCH: And yet before there was a Safe and Clean Neighborhoods Program, there were no men performing these functions at all.

MR. CORCORAN: Right. But I think there have been immeasurable benefits derived from the existence of the walking patrolmen that did not exist before.

MR. WUNSCH: Thank you.

ASSEMBLYMAN PELLECCCHIA: Just one question. Does the City of Camden have CETA patrolmen?

MR. CORCORAN: No, we do not.

ASSEMBLYMAN PELLECCCHIA: You don't utilize the CETA program at all in the police department?

MR. CORCORAN: No. Most of the CETA slots are going to Public Works where there have been the most layoffs over the years.

MR. WUNSCH: Our next witness is Peter Hendricks, New Brunswick. (No response) Barry Skokowski, Department of Community Affairs.

B A R R Y S K O K O W S K I: Thank you, gentlemen. I am very glad to be here today to speak to you once again on the Safe and Clean Neighborhoods Program. I have prepared an outline here I summarize the legislation. I will be glad not to read the entire outline, if that meets with your approval.

ASSEMBLYMAN PELLECCCHIA: No, I don't think that will be necessary. If you have a prepared statement, you can hand it to our stenographer, and it will be included in the transcript.

MR. SKOKOWSKI: Hearing the testimony today, I think I have some idea at least what some of your concerns are, and I would like to address them. Let me give you some background, if I may. I was the first program administrator of the Safe and Clean Neighborhoods Program back in 1973. And now that I am the Deputy Director, I still maintain responsibility for this program, because I believe that it is a workable and, really, a working program. You have all been talking here today, as I do in my work, about the Safe component and the Clean component, but looking back at its history, our idea was to combine the two to have a safe city and a clean city. We decided way back when that the idea of the program is to bring back to neighborhoods what we know is necessary; that is, the spirit of liveliness, the feeling that you can go out and walk to your bingo game at night without the fear of being mugged; you can walk down the street that is paved nicely, where the curbs are in order, or plant trees

or have mini-parks for senior citizens and young people. I think the program has been fairly successful.

I think back on the fact that there are 800 walking patrolmen in these twenty-eight cities, and to my personal knowledge, in the past five years, no walking patrolman has been severely injured on the job. Yet, you have heard testimony this morning that they make a higher proportion of arrests than other officers. Perhaps, it is because they can handle people excellently because they have been street people themselves, because walking those posts year after year, you have to learn how to talk to the people and really communicate. Perhaps, the communication that we have seen in these cities is really something that the program was designed to achieve and has achieved. I am not a criminologist, and I can't tell you about the effectiveness of crime rates in the Safe Neighborhoods Program, but I do know that the Governor has asked the Police Foundation to do just that. I know that Dr. Kelling from the Police Foundation will testify at next week's hearing as to what the effect of the program has been in terms of police-type data, okay. It is an independent study. It is not paid for by the State. The Governor requested it because he wants to see the impact of walking patrolmen. I think the impact is great, and I can tell you this: We have had inquiries from over 56 other municipalities in New Jersey who want the Safe and Clean Neighborhoods Program in their community. We have had other states write to us, and ask for our guidelines and our program so that they may use this concept.

We have talked to International Police Associations about the treturn of walking policemen, and, again, I am told nationwide and indeed worldwide walking patrolmen are on the rise once again. I am even told that way down in Australia walking patrolmen are coming back into vogue because of this communication and public support that the men provide.

Now, I also want to tell you something, so you will know. The State staff, which is a very small staff, is meeting all the time to keep up with changing needs in our communities. I want to mention that we have added this year a crime prevention dimension. We know walking patrolmen displace, at best, crime. We also know that they prevent crime. We are also training them in cities where you have the support of the local chief of police in crime prevention techniques, urban crime prevention techniques. It is all well and good to come into a person's home, a home that is assessed at \$10,000, and recommend a \$5,000 burglar alarm system throughout the home, but it is practically inefficient. So, we have come up with a program which teaches techniques to put up nails or screws and simple locks. We have acquired, for the use of all of our communities, a twenty-eight foot crime prevention mobile display unit, a unit that we assembled after one year of work. We have toured seven states and have seen the best crime prevention vehicles in the country. We have seen the best, and we have our own idea based upon what we saw. We have a vehicle now that is ready, to go into these neighborhoods and has active community support, on crime prevention.

I recently had cause to do an article for the League of Municipalities magazine on crime prevention, and it will be in the October issue. I discovered in the uniform crime reports that fifteen percent of all breaking and enterings are solved in this State, only fifteen percent. The State Police will tell you that the majority of the perpetrators of those breakings and enterings are juveniles. Experts in crime prevention will tell you that it is very easy to foil a juvenile by securing your home, your windows, your doors, or your automobile. Again, we are taking this dimension into the cities a little later on this year. We have the van just about equipped now and we already have demand throughout the State for it. When it is

not being used by a participating Safe and Clean Neighborhood municipality we rent it out free of charge to any other police department in the State of New Jersey. It appears that van is going to be booked throughout 1979.

We work very closely with the New Jersey Crime Prevention Officer's Association, and the State Police and the Chief of Police Association in New Jersey. I think we have restored neighborhoods. I think we have met local problems. One of the things that Jim Wunsch asked me to comment upon were particular situations, and there are so many that I could be here the rest of this week not just this afternoon, telling you of situations. But, if you go down to the South Jersey area, Bridgeton, or Millville, or Vineland, some of their problems are a little bit different than those of Irvington, Newark, East Orange, the Oranges, et cetera. And we have attempted to allow the flexibility to respond to particular problems.

I have had many discussions with Directors of Public Safety, Police Directors, and Chiefs of Police about the concept of walking patrolmen, and in the beginning, as Director Brennan indicated this morning, there were police officers who really thought the program was not going to achieve its goal. I am glad to say that I don't know anyone now who does not support the program in terms of public benefits. You have heard testimony where chiefs of police get calls when a man is off sick. I have gotten calls in my office in Trenton as to where a patrolman is, for example, in the City of Camden by a neighborhood resident who is trying to track down where his man is. People are very dependent upon the walking patrolman. I can go on and talk to you about the types of patrolmen. As you may know, most of the patrols are single man, and in Trenton most of them are two men. Some cities have contracts requiring two men to walk side by side. There are all kinds of patrols. They go basically around the clock. We do monitor at the State level, because we believe that is important. We make sure that the walking patrolmen are on their posts because the legislature passed an act requiring walking patrolmen. We have to sign vouchers, so we have to attest to the fact that these communities do have walking patrolmen. That is why my staff works as patrolmen work, around the clock. If there are patrolmen out from four to midnight, we have somebody out to spot check. And, in fact, the problem is so great, to avoid any complaints, we have unique decals on our State cars that say who we are, because I don't want somebody thinking State employees can ride around in State cars on a Saturday night at midnight. So we can be clearly identified, and we tell people who call up and complain that that person is on a proper assignment on a Saturday night checking on those walking patrolmen.

Again, it is a program where we have high integrity maintained in all the cities. The cooperation from the cities is excellent. I hope that they think we have been cooperative with them. We are not a yes program. We don't yes them to death. If they want something, they have to prove it is needed.

There is all kinds of equipment we talk about; we could argue as to whether or not it is needed in this town or that town, okay. But I can say one thing: We have not begun to scratch the surface of the needs of these cities. We have only helped them maintain basic services. We have been successful in that we have some flexibility in terms of dollars and programming costs. We do hope that the Committee here has testimony and I am also glad to make available tours of any of the cities or any Committeeman or staff, day and night, to see what the program has done. You can pick the city, the time, the place, and I will make the arrangements if you want, or you can make your own arrangements, because we would like to let the public see what this program has done for the State as a whole.



I am going on and on, and I could go on forever. But if I have been responsive to your need, or if you have questions, please interrupt me.

ASSEMBLYMAN PELLECCCHIA: I want to thank you, first, for your candor. I do have a series of questions. Some of them probably you have touched on in your statement. However, I am concerned about several elements. In general, the first one I would like to ask is, in the fiscal year 1978-79 the Governor's Office, over the objection of the Department of Community Affairs, eliminated funds for the administration of Safe and Clean Program. A considerable amount of persons have been laid off as a result of this cut. Now, my question here is, can you shed some light on this?

MR. SKOKOWSKI: Yes. The Joint Appropriations Subcommittee on new positions, headed by Assemblyman Gewertz, eliminated the administrative staff from the Safe and Clean Neighborhoods Program, and the full committee concurred. That was a loan to us of \$150,000 for several jobs. I was in the face of a real dilemma, believe me, because we know we have to monitor this program because there are State people out there making sure the work is being done in a timely and correct basis. We also provide technical assistance to the cities. So, in reviewing the budget of our Division of Local Government Services, we also noted that in 1978 the Legislature made Urban Aid a permanent program for the first time, and in that legislation, the Legislature eliminated the need for annual programatic reviews of urban aid. It had been a requirement for the last ten years, but in '78 the Legislature eliminated that.

I was able to take some money that was used for that function and use it to continue personnel in our Division to work in the Safe and Clean Neighborhoods Program. We have consolidated all of our urban programs into what we call the urban strategy unit of the Division of Local Government Services, whereby we service not just Safe and Clean, but also we still check on urban aid as much as we can. Rural aid is a very similar program for our rural acres. The qualified bond program, crime prevention and the chapter twelve tax abatement program passed in the Legislature in 1977, and now we have a real top notch staff, not many in number, not more than fifteen people, but they work on urban problems. They are responsible for urban areas. We have a good pipeline for this information and we can then pass it along from our Commissioner to the Governor and to the Legislature. So, by using the change of the urban aid law, and using an increase in new positions for other jobs which we have not filled, and using certain turnover savings caused by the retirement of employees, we have been able to scrape through enough money to keep most of the original staff.

ASSEMBLYMAN PELLECCCHIA: The other question was, would the cuts mean, in light of the fact that between 1974 and 1978, some \$480,000 was spent for administration of the program, and this year there was nothing appropriated for the administrating of the program this year.

MR. SKOKOWSKI: Right, and it is our opinion in our Division that we could not administer this program without monitoring it. I mean, it is that high of a priority that we scrambled our priorities. We want to monitor safe and clean. We cannot in good conscience attest to all the great things they are doing unless we see it first-hand.

I don't want to say it was a mistake on the part of the Appropriations Committee, because that obviously is your job. But, it is a priority for us, sincerely, to monitor that program.

ASSEMBLYMAN PELLECCCHIA: Some of these things are the reasons why these hearings come about, because someone might get the impression that there is

overlapping effort by some other program which was cut out. I think that something very clear ought to come out of these hearings as far as administering the program, but I think it ought to be kept as administered from its conception.

In general, should Safe and Clean be expanded to or limited to twenty-eight municipalities?

MR. SKOKOWSKI: Well, going back to legislative history in 1973, the Legislature said everybody who recieved urban aid should receive safe and clean. Right now we have thirty-one communities receiving urban aid and only twenty-eight receiving safe and clean. If you believe in the original formula, by the way, which I could cover briefly,, it guarantees some aid to those cities which have just as hard pressed a situation measured by the fact that their tax rate is higher than the State average. Their evaluations of real property are below the State average. To have a high welfare case load, and that they assume the public housing burden, then I would say yes to your question.

ASSEMBLYMAN PELLECCCHIA: What criteria is used in both programs to establish the amount of money that they receive?

MR. SKOKOWSKI: In urban aid we measure the fiscal problem which is high tax rate over low value of property. That accounts for sixty percent rating formula, and then you measure public housing and the welfare as a forty percent rating formula, and then you divide those mathematically to work out a distribution factor, and just multiply it by the amount of the appropriation available to determine what you get. That is urban aid.

Safe and Clean goes back to when there was a \$12 million maximum, and when urban aid was \$24 million, not \$39 million as it is today, and when it was paid half of what the urban aid program was - twelve million dollars. But in the case of Newark, for example, they get eleven million dollars in urban aid. If you gave them a proportionate share of Safe and Clean they would probably get seven million dollars. So, the legislature set a one million dollar ceiling. That applies to five cities, Paterson, Trenton, Camden, Jersey City, and Newark.

ASSEMBLYMAN PELLECCCHIA: Hasn't that been decreased considerably because of the cost of living?

MR. SKOKOWSKI: Yes, sir.

ASSEMBLYMAN PELLECCCHIA: What evidence can be presented to show that the presence of walking patrolmen is more effective than auto patrol in crime prevention?

MR. SKOKOWSKI: Candidly, if I could give you a succinct answer to that question, I would probably be somewhere else, because I would be brilliant. I am not that brilliant. I can only tell you this: The fact is, originally Safe and Clean were new patrolmen. They were an adjunct to existing mobile police departments. Since 1973, some police departments, as you heard testified here today, have laid off other patrolmen. That is one problem we have. But we hear about the quality of arrests. I think that is one factor. You also hear about the fact that, again, there are people walking these beats in areas that never before had walking patrolmen.

You know, I was an employee in this City Hall in the late sixties when Trenton had a small riot, and I remember North Broad Street where we had a confrontation. We had one group of all policemen and national guardsmen and other residents passing us on the other street, and today we can walk up there and see a walking patrolman talking to those people. I think in ten years we have turned around the communications gap between the police and the citizens. I think that is a very high point. I also think we have made people feel more secure. I think that

definitely can be proven by interviewing citizens. There is a very famous area of Trenton known as the Battle Monument area, which you may be familiar with. You can almost see it from this front door. Across the street from the Battle Monument is a drugstore. When I was evaluating Safe and Clean several years ago I walked into that drugstore. The drugstore had been held up innumerable times, and the man said to me, "Thank you very much. We have not been robbed since we have a walking patrolman in the neighborhood. To me that is a success. I can take you to any city - and I won't pick it for you; you can pick it - and I will try to get you those kinds of statements from people. I won't make them. They will tell you. I think that is really why the program is successful.

I don't think anybody will tell you, though, that a walking patrolman is better than a mobile patrolman or a mobile patrolman is better than a walking patrolman, because they all are a brotherhood. They all are patrolmen. You know, what didn't come out this morning was, the walking patrolmen we have today, many of them have been patrolmen for twenty years. They volunteered to become walking patrolmen. We are not still dealing with the first group of young men. These are people now who have been experienced patrolmen who really like the concept of walking a beat. Now, in the case of Elizabeth, Director Brennan says he makes every young patrolman coming in be a walking patrolman for at least a year to give him some street savvy, if you will, okay. I think that is very wise.

I would like to take one more minute here to tell you, last year, for the first time, we had a walking patrolman of the year awards program, and every city was asked to nominate one patrolman, walking patrolman, who has done something outstanding. The winner was selected by a Committee composed of our Police Consultant, the President of the State Chiefs of Police Association, the President of the PBA, and the President of the Fraternal Order of Police. We went over those applications, and we were stunned. Do you believe the winner last year was from Jersey City, a walking patrolman from kind of, what we sometimes call, a tough neighborhood got so involved he ended the juvenile problem in his park. He got the hardware stores nearby to donate paint and supplies to paint up the park equipment; he gave his card with his home phone number on it to every resident of his beat, and finally he moved his own house on to his beat. Now, that is a commitment that I have never seen in too many jobs. That is the kind of person we have out there. I think that is a real testament to the kind and quality of patrolmen we have today.

ASSEMBLYMAN PELLECCCHIA: What discretion does the police chief have as to whether he should use a walking patrolman in a police car? Does he have to get that permission from your Department?

MR. SKOKOWSKI: Not in cases of emergency. We always have said, in any case of emergency, the chief or the superior officer could take those men. That has never been a problem in the case of a severe emergency. However, we would not be too pleased if there was a general reduction in personnel in regular patrol ranks, figuring they could use our men as supplement, because the program guidelines say the walking patrolman, and the law says it, so we want to make sure that happens.

But, certainly in the case of any emergency there is no required knowledge on our part. We do say if you have a severe problem, give our police consultant a call. Our police consultant was a Paterson patrolman for some thirty-two years, and he was a sergeant for the walking patrol force there. He has given every chief of police his telephone number here in Trenton and his home telephone number. I call him

a great deal myself and you can always get him. We always want to help out. We have had problems where one chief, for example, brought to my attention the fact that the men had been walking the beats for three years and had never been in a car, and he had never been in a car, and he wanted to promote them, but he didn't want to go to a car. That is a very good point. What we developed was in-service training programs, because we believe in continuous training of walking patrol force also. We said, Chief, you can take a certain number of men for a couple of weeks and give them in-service training whereby they get the training of driving in a car, driving as the co-captain, if you will, of the vehicle, et cetera. It would solve many problems that way.

Director Brennan was very candid this morning when he talked about there being certain problems. Everything has worked out when people have come and talked to us. We believe in direct communication. Chief Hannon I certainly know very well from Paterson. I also know Chief Hill from Passaic, Chief Roy from Elizabeth, Director Williams from Newark. I can go on and on and tell you how we met with every director and every chief who has had a problem and tried to resolve it. However, we have never given up on the concept of walking patrolmen. We have never approved scooters and we have never approved the full time use of our men in vehicles.

ASSEMBLYMAN PELLECCCHIA: If it does happen contrary to the statutes as they are, that they should be walking patrolmen, do you mean the Department is aware of this, or do you recommend to this Committee that there be a change in the law?

MR. SKOKOWSKI: Absolutely not. I think it is fine the way it is. I think that the walking patrolman concept is something that must be maintained. Again, if there are individual problems, I will meet with any chief or any director to see if we can find an answer to his problem. But, I am proud of the walking patrolman concept; I am proud to be associated with it. I think this program has been successful. And I personally can say I see no need for them to change it.

ASSEMBLYMAN PELLECCCHIA: You have heard some testimony this morning in reference to the scooter patrol. What is your feeling on that?

MR. SKOKOWSKI: The problem I have with the scooter patrol - and by the way I heard that from Chief Hannon many years ago, too, and some other chiefs - is the problem I have with cars. It is true that Cushman is not a fast vehicle, but it does contain doors. And if you close those doors in the winter time, when it is raining or snowing out, you are going to have a tendency as a human being to stay in that vehicle and not communicate with the public. Whereas, if you are a walking patrolman, you have to go in and talk to the merchants and have that rapport with the public. I think that has been the success of our particular program.

ASSEMBLYMAN PELLECCCHIA: How many neighborhoods should have walking patrolmen? What I am concerned about is, I have heard testimony here that primarily it has been handled down in the area where the business is going on.

MR. SKOKOWSKI: That is not entirely accurate. We let every chief of police select the area that he wants individually, because he is the top policeman in that city, and then our police consultant reviews it to make sure it is not a question of protecting, if you will, an area that is going to need protection, okay. We let local situations dictate. Certainly, it is interesting here in Trenton, because they are in primarily business areas, but if you could see the way Trenton is laid out, you have, for example, South Broad Street which has business on both sides, but right behind it in that same neighborhood there are homes again. So, it is not totally a business area, okay. Also, we do use, for example, in the City of Passaic

a new computerized system that shows them where all the crime is. He gets a printout once every week showing him where all the breaking and enterings are, and where the crime areas are. Of course, he asked our permission to move the patrolmen over to respond to problems, and, again, we cooperated.

ASSEMBLYMAN PELLECCCHIA: This question has been bantered around today. Can a policeman hired with CETA funds become a walking patrolman? Or, let me rephrase that, there has been some question about the CETA policemen. Have you any light to shed on this subject?

MR. SKOKOWSKI: I have been told that in Paterson and in Clifton there are indeed CETA patrolmen. I know it is not true of southern New Jersey. I don't know why that is. I can't speak for CETA. I don't know enough about it. But, in answer to your question, can CETA patrolmen become walking patrolmen, the only walking patrolmen we have are those who pass a civil service examination. Some towns are not civil service, and they know who passed their own screening process. If they pass that test, as anybody else, yes, they could become one, but they would not be necessarily one. My understanding was, with CETA employees you had a certain time limit, like two years of funding, et cetera, for each job. Again, I don't speak for CETA, but I think that would be a problem for patrolmen. We only have sworn officers who have passed the regular civil service test. We only use two types of civil service lists, the regular one and the one for minority candidates. But to my knowledge they have no direct relationship to CETA.

ASSEMBLYMAN PELLECCCHIA: I have one more question on the Safe component. Should the State dictate to local officials how the policeman should be deployed?

MR. SKOKOWSKI: I think that is an excellent question. I can only point out the fact that we have had comments today from various mayors who applaud the program. Being the Deputy Director, every day I am hearing all kinds of problems, but I would say Safe and Clean is not as much dictation to local officials as are a lot of other State and Federal programs. I think we are very flexible. We have given them guidelines. We have given them an option. If you don't want the program, you don't have to have it. But if you want it, please follow these general guidelines.

ASSEMBLYMAN PELLECCCHIA: I know this is kind of a hollow question I am asking, because I know there are no funds, but when there are discretionary funds, how is that allocated?

MR. SKOKOWSKI: By the way, I have brought, as Jim asked me to, various updated summaries of how our money has been given out, and I will leave that with you now, if I may.

To answer your question on discretionary money, the Commissioner of the Department of Community Affairs under the law has total discretion with that discretionary money. There is none, as you know, right now. But if you look back at distributions, we normally give it on the basis of what their maximum amount is. For example, a million dollar city would get the most. A \$200,000 city would get a proportionate share. Very few years have we ever not given proportionate shares of discretionary money based upon the total amounts. There is no favoritism here unless a project was just so out of the guidelines that we couldn't work it. But, if you look at it, it is a public record, certainly, I think you will find really no example of any deviation from a mathematical proportion.

ASSEMBLYMAN PELLECCCHIA: How do expenditures under the clean component differ from the monies spent under the general urban aid formula? I think you have

already covered that, but maybe you can just give me a simple explanation.

MR. SKOKOWSKI: Urban aid, under the law, is to be used to upgrade any public service. That is a very, very broad block grant, and I believe if you asked people about urban aid they will tell you that they use it as a money balancing check to cut the property tax. In many cases it is \$11 million. They are supporting every public service of \$11 million. It is more of a block grant to keep taxes down. There is no direct check that says that this person's salary is paid by urban aid, but there is a direct check saying this person is paid by Safe and Clean. Urban aid is just general revenue coming in to twenty-eight towns. There are no specific guidelines other than it is to be used to augment and upgrade public services.

ASSEMBLYMAN PELLECCCHIA: My last question would be, then, have you any suggestions for this Committee that would help us in determining whether we should increase or decrease the amount of money that we will be asking for in the next budget?

MR. SKOKOWSKI: I would just, perhaps, say this: Let's keep an open and candid dialogue at all times. I think you will see for yourselves how successful the program is.

By the way, I was once on the staff of the Legislature way back when in the late sixties and early seventies, and I must applaud what you are doing now because I do think this is the kind of role that you have. I am sure when you get involved with this program you will view it as I do, a very successful program.

ASSEMBLYMAN PELLECCCHIA: I thank you. I am sure there are some questions from the Committee members.

ASSEMBLYMAN SMITH: I have a question. You mentioned earlier in your disertation about the basic service. Do you think the program should be expanded beyond basic service?

MR. SKOKOWSKI: Yes.

ASSEMBLYMAN SMITH: In other words, you agree with the fact that all they are doing is keeping the status quo and giving a basic service out of the program. Do you think that should be expanded?

MR. SKOKOWSKI: I was alluding to the fact that this one program can't solve all the urban ills, but I shouldnt' have said service. I should have said the basic problem. This one program can't solve all the problems of education and property.

ASSEMBLYMAN SMITH: I was just wondering if you were looking for something beyond what we are talking about here.

MR. SKOKOWSKI: No; no.

ASSEMBLYMAN SMITH: One other question, we have heard some comments come back, and I can't pinpoint this to any one person in particular, but in some areas they maintain that it is a waste of money to put in a mini-park, for instance, because it is completely vandalized and done away with. How high is that incidence? Do you have any feeling on that?

MR. SKOKOWSKI: I meant to mention that myself. I am glad that you brought that up. By the way, there are other programs that put in parks. If we put in a park we buy a dump truck. We don't walk away from it after it is bought. We maintain the inventory for the past five years of everything we have bought and everything we have done. Annually we have a review of the city to see if they maintain it. If they want to trade in the truck, we want to know about it. We have that kind of data. I don't think you are going to find the incidence of that particular thing



in projects that we have done. I certainly would agree, there is no sense in putting in a mini park if it is going to get vandalized. Downtown New Brunswick there is a beautiful little triangle in the middle of the city - I don't know if you have ever seen it or not right across from the major buildings there - that Safe and Clean put in five years ago, and it is still maintained nicely. That is the kind of thing we want for the quality of life. We don't just want to buy it and walk away from it. I will again show you our list and you can go out and check those addresses, and I think the incidence, if it is there, is minimal.

ASSEMBLYMAN SMITH: I have heard some of those things. I can't document it myself. I didn't know whether you could or not.

MR. SKOKOWSKI: I have heard the same comment, but I can't document them either.

ASSEMBLYMAN SMITH: Thank you.

ASSEMBLYMAN PELLECCCHIA: Thank you, sir.

MR. WUNSCH: Peter Hendricks, New Brunswick, New Jersey.

PETER HENDRICKS: I would like to say good afternoon to the distinguished members of the Assembly Municipal Government Committee, and as you have just seen, I have submitted my testimony on behalf of the City of New Brunswick. There are two portions, the first one being the "Clean" and the second one being the "Safe." I myself will present an overall view of the Safe and Clean Program, and I will have Captain John Brokaw, the City Police Planner, come up and explain the Safe portion of the program. If there are any questions, you may direct them to me or Captain John Brokaw. Thank you.

The City of New Brunswick is an old urban center in Central New Jersey which is physically small but possesses the same problems of most large urban municipalities. The City is and has been coordinating a comprehensive approach to deal with urban blight and a vital part of the plan is the Safe and Clean Neighborhoods Program.

There is a concentrated effort in our downtown area through the support of Johnson and Johnson and the soon to be submitted urban Development Action Grant Hotel complex proposal. These are highly dynamic economic development projects aimed at increasing employment and upgrading the marketability of the downtown area. In conjunction, the City is spending the majority of our State and Federal monies improving the residential areas of New Brunswick.

A variety of physical and public service programs are now available in these residential areas. These programs are designed to not only physically upgrade the neighborhoods but also to increase resident awareness and promote neighborhood confidence.

The Safe and Clean Neighborhoods Program is an extremely important part of the city's revitalization effort. When combined with our community development projects and other municipally supported programs, the Safe and Clean Program provides a vital source of financing for important capital projects.

For the past six years, the City of New Brunswick has greatly benefitted from the Safe and Clean Neighborhood Program. Many of the projects have made our community aesthetically appealing to both residents and non-residents. They have promoted greater use of our public facilities and given an incentive to residents to maintain their own properties. This will ultimately increase market values in the community. These individual efforts in coordination with the total revitalization plan will result in the attainment of our long-range planning goals.

Some of the projects made possible through the SCNP for the concentrated effort are:

- 1) Renovation of our entire parks system. We are in the process of completing our sixth park project.
- 2) Demolition of properties which have been abandoned and are unfit for human habitation. This type of project increases the property value of the immediate neighborhood and also gives the resident an incentive to maintain his/her property. If this effort is continued, the City as a whole will be a more appealing place in which to reside.
- 3) The construction of a pedestrian bridge over Route #18. This highway prevented access to E. B. Boyd Park. The new bridge promotes access to aid utility of the park facility.
- 4) The transformation of two abandoned, unmaintained cemeteries into memorial parks. These provide passive recreation for our citizens.
- 5) Ongoing tree planting project which offers our residents the opportunity to beautify the public property adjacent to their homes.
- 6) A comprehensive street paving program which has provided the residents safe access on our streets.
- 7) The City has also purchased - since the beginning of the Safe and Clean Neighborhoods Program - thirty-one pieces of capital equipment that are used for the various projects.

The Safe and Clean Neighborhood Program has provided employment for many of the City's residents. We have had as many as fifty-nine personnel on our payroll at one time, including thirty summer laborers. Today we are operating on seven employees. I guess these cutbacks are mainly due to the demand for more project emphasis and because of the budgeted amount that we have to work with.

The ultimate intentions of the City are stabilization and reduction of the tax rate, while at the same time maintaining and increasing property values in the entire city and providing necessary and vital service to the New Brunswick residents. The same cannot be readily achieved without continuation of important state and federal funded programs such as the SCNP. The City also recommends that the State attempt to increase funding of the program so that communities with proven track records would be eligible for increased funding.

Thank you very much. I would like the questions pertaining to the "Clean" component to be directed toward me.

ASSEMBLYMAN PELLECCCHIA: Are there any questions from committee members?

ASSEMBLYMAN THOMPSON: Yes, I have a couple of questions I would like to ask you. How much does Johnson and Johnson contribute to the total municipal budget as far as New Brunswick is concerned?

MR. HENDRICKS: To my knowledge - and I am not the City Administrator - the only monies we receive from Johnson and Johnson are payments in lieu of taxes or taxes as rateables. As far as contributing directly to the city budget, I don't think they contributed anything. Again, that is to my knowledge.

ASSEMBLYMAN THOMPSON: Well, they have to pay taxes. Rutgers contributes also, right?

MR. HENDRICKS: Right, well, Rutgers pays in lieu of taxes, right.

ASSEMBLYMAN THOMPSON: In reference to goods and services relating to the system of cleaning up in New Brunswick, have the attitudes of the inner city residents changed as far as assisting the city in cleaning up, as far as the programs that you mentioned?

MR. HENDRICKS: Most definitely. You can see, by taking an on-site monitor of the program, what exactly we are doing. You can see that there are certain neighborhoods, targeted areas, which we have put an emphasis on. You may not be familiar with this, but, for instance, in the second ward we have a Safe and Clean project called the "Green Streets Project." We are upgrading a certain area of streets, and along that same area of street we have had some demolitions, and you can see that the people in the past year or so have been upgrading and maintaining their homes, which, in my understanding, would mean these people were taking pride in their community and in their own property. The end result would be an increase in the property values for themselves which is great, as far as I am concerned.

MR. WUNSCH: As to the "Safe" component and the "Clean" component, how is this coordinated? Are they the same neighborhoods where the men are pounding the beat in fact where the cleaning is done, or is that throughout the city?

MR. HENDRICKS: Well, the clean is throughout the city. We have just certain targeted areas, including our parks. Our parks are scattered throughout the city. The Safe portion and the patrol districts are scattered throughout the city, basically in our downtown area, central business district, and the outlying areas. In our parks, as far as having coordination between police patrolling our parks by foot and that, I can't necessarily say we do that.

MR. WUNSCH: One more question. Are you familiar with the neighborhood preservation program?

MR. HENDRICKS: Yes; yes.

MR. WUNSCH: Is the "Clean" component coordinated with the Neighborhood Preservation?

MR. HENDRICKS: Yes, most definitely. The Neighborhood Preservation Program is doing a lot in the same areas at the same time. Neighborhood Preservation has a lot to do with the upgrading of the house, the home, the interior and exterior, as I understand. We are working together, the Director of Community Development and myself, in promoting a general upgrading of the properties within these areas.

MR. WUNSCH: Thank you.

MR. HENDRICKS: There being no further questions, I would like to turn the "Safe" portion over to Officer Dale Baker.

D A L E B A K E R: Good afternoon. I am Officer Dale Baker. I am a police planner for the New Brunswick Police Department. Basically, my job is to coordinate the "Safe" portion of the program with the "Clean" portion. I represent the City Police Department and the planning for the "Safe" portion of the program.

Most of my comments are prepared along the lines of the suggested questions which you included in your letter. We feel the tangible benefits of the "Safe" portion of the program are represented in the decreasing crime in our residential areas where we have placed our officers. We split the town into two sections. Half of our posts are in residential high crime areas, and the other half are in downtown areas where there is a great deal of daytime population due to businesses and offices. The high crime areas have experienced a great deal of crime which was unaffected by normal patrol. We place the walking officers in these districts to coordinate with the residents some type of crime prevention and crime control programs. Through this we have been able to reduce significantly the amount of crime in these areas.

We have also been able to develop, through the Safe Streets officers and our crime prevention officers, specific crime prevention programs which could be done in conjunction with the walking officer. Most of these crime prevention programs

are handled by the residents and they are more or less stimulated by our officers. Specifically we are involved in an experimental program for home security. We offer locks and security devices to home owners who are of low income and senior citizens. We hope these items will help prevent burglaries in these areas and reduce the cost to these individuals.

Traditionally, the low income people are the most hard hit by this type of crime, and it is also most difficult to deter because of the time that is involved in entering the dwelling. We feel the program is important with regard to allaying the fears the citizenry has of crimes that are happening and the possibility of crimes happening in these areas. They become well acquainted with the officers who work in the districts and they have begun to rely on them to offer information on different criminal activities which are taking place, and have begun to assert themselves in trying to secure their residences and neighborhoods. Whereas, before most of them had an attitude of, well, we call the police, and if they come they won't catch anybody or they might not come, or they weren't sure who was going to come. Now, when they call, they know if they are in a Safe Streets area, the officer who is working that area would be more than likely the one to respond. They will see him the next day or the day after and inquire if nothing has been done or if they are not satisfied with the type of answers they have gotten. Through this type of cooperation we feel that crimes have been reduced. The fears have begun to dwindle. It has given the residents a great more freedom in these areas.

They are very difficult to patrol in cars, because the city is rather short on funds. The amount of time a patrol officer could spend in an area would be very limited. He wouldn't have the type of citizenry contact that a walking officer would have. He doesn't have the time to stop and talk and discuss the problems of the merchant on the corner or some of the residents in the neighborhood. So, we provide this type of service through the walking officer.

In regard to flexibility, the program in itself is rather sound, and it is not extremely stringent as far as the requirements are concerned. We do have some problems in our approach to the Safe Streets Program in that we would like to have the officer respond to most of the crimes that occur in that area. At this time we can't do it because of the lengthy investigations involved, especially for homicides. But, for other types of crimes, such as narcotics and potential break-ins where there is a possible conspiracy involved, the officer could play a role, but he is restrained because of the fact that he is in uniform on that particular post. He can't go without the uniform without a prior request from the Safe Streets Office and without someone else replacing him in that post. This has hampered us a few times in the past where we have had information from citizens that there was a narcotics transaction being conducted in the area which is covered by a Safe Streets Officer. We, so far, have been able to rely on our plainclothesmen from other areas to assist us in taking care of those problems. But, we feel, basically, if a Safe Streets officer was more responsible for what is happening on his post, the citizenry would feel a great deal more involved in the program, because they know who will be responsible for everything; they would come to his attention with. The way it is now, if we want to use the Safe Streets officer for some information he has developed, we would have to request permission from Trenton to use him on that specific post for this duty that would require him to be out of uniform. We would have to replace the officer with another uniformed officer to take his post, while he was taking care

of his problem, then he would return to uniform. It is a bit cumbersome. We feel, with Safe Streets, the controls from the administration in Trenton are sufficient in their unannounced spot checks and in their monthly reporting system and their inquiries to avoid the problems that their requirements are designed to keep out. Basically, that is, using the officers in areas where he is not supposed to go for investigations which might be city-wide, which might be patrol oriented rather than towards the post.

We feel that the controls are there on the State side to allow us to do those types of things and enhance the program as a whole. Basically, we do speak of future growth. We have some problems with the amount of funding that is now being offered. Last year the "Safe" portion of the program used 55% of the funds for salaries in this ongoing operation. This year we are up to 60% without paying any supervisors. Last year we paid the supervisors and we paid the fringe benefits. Now, the supervisors have to be maintained by the city. Fringe benefits are picked up somewhere else, and we are up to 60%. As of January we may have to remove an officer from the program to bring the budget back into line.

Most of these problems have occurred because the cost of capital equipment and maintenance of capital equipment has increased and salaries have increased very dramatically in the past few years. There hasn't been any increase in funds for the program in this state from any other source, so we have cut back on the "Clean" portion of what monies come in and they are going for salaries and for police operations in the "Safe" portion. In '79, for the 1980 budget, we are going to have to cut back even more, and we will probably have to reduce another person. This year we have to absorb a \$6,000 cut on the overall grant of the program, and as I understand it, there may be a cut next year. Combined with our salary increases, that could cut us down to eighteen men instead of the twenty we have now. When these cuts come about, they are going to have an impact on our effectiveness. Some of these areas are going to want to know why they no longer have an officer walking there. I think it is going to hurt the morale of the program.

ASSEMBLYMAN PELLECCCHIA: From what I gather from your remarks, the bottom line would be that you are in favor of the program, but you lost some revenue because of the cost of living, and what has happened in the last few years, and you would suggest to us - and I am not saying this is what you are suggesting - that we look at the entire program and probably re-finance it?

OFFICER BAKER: With a bit more monies coming in.

ASSEMBLYMAN PELLECCCHIA: Thank you. Are there any further questions?

ASSEMBLYMAN SMITH: Yes. I have one question. I am referring to the last remark you made, I assume this is the case, you have cut back somewhat on your walking posts, and the reason for that is the dollar.

OFFICER BAKER: Yes, we have.

ASSEMBLYMAN SMITH: It was not because you didn't need them or anything like that. You could still use those five posts if you have the dollars. Am I correct in saying that you cut back some five posts in '77, walking posts?

OFFICER BAKER: No, I am sorry, I said with our percentage of the budget last year was 55%, and this year we are taking 60% of the same amount of funds that came into the city. The State cut the funds around \$6,000 and we took 60% of what was left, and the "Clean" portion receives the rest. I said in January we would probably have to cut one officer due to the increase in salaries in the city and an increase in the maintenance force for Safe Streets equipment, such as radios. There is a maintenance

contract on the radios. We purchase batteries for the radios and those things have gone up. There hasn't been any increase in funds. We have already cut the payment for the supervisors out of the Safe Streets program, so, there are two supervisors that work with the walking officers who are now being bpaid by the City. The City has also picked up the fringe benefits because we had to cut those things also. So, we have cut about \$60,000 out of the program since last year to take care of the supervisor's salaries and to take care of the fringe benefits. Next year we are going to have to cut some more.

ASSEMBLYMAN SMITH: Well, is that going to affect your walking posts? Are you going to have to physically cut back the walking posts?

OFFICER BAKER: We are going to cut back probably one officer in January, from 20 to 19, and then another officer probably next July when the new budget comes out. According to what the cuts are on this end, we are going to have to cut two posts.

ASSEMBLYMAN THOMPSON: I have a few questions. I want you to understand that we sit in a position of prestige, but we have to justify taxpayer's dollars. These types of questions should not be taken personally, but when we report back we have to come up with some type of justification, as far as re-funding is concerned. Certainly, the problems of one city are not the same as the next city, based on the location, and population, and other things involved.

What I would like to know is, how many arrests and convictions have the walking policemen made, say, in major crimes, misdemeanors, disorderly persons? What I mean by major crimes naturally are those crimes known as felony crimes, armed robbery, murder, and things like that.

OFFICER BAKER: I don't have the arrest and conviction information in front of me. We make a report of the progress of the Safe Streets officers on a monthly basis, and it is included in our monthly report. Most of those addressed are for street crimes, crimes that happen in front of them. Most of them--- There were quite a few narcotics arrests at one time, but I can't give you the numbers right now. I can send them to you, but I don't have them here.

When we look at our deployment, it is cut in half. The downtown posts won't have as many arrests because they are there for deterrent purposes, the populace of the city to see, and for whatever services there are downtown. There are not that many arrests there. In the residential areas, which are the high crime areas, there are quite a few arrests. When you speak of the arrest situation, and you ask about high misdemeanors, most of those types of crimes are going to require either some type of information beforehand through residents or informants, or some type of planning that goes beyond this point, because of the fact that he is a walking officer in uniform.

I will send the records to you as to what arrests they have made. I will also have someone check on the convictions.

ASSEMBLYMAN THOMPSON: This morning we heard quite a few pro and con arguments in reference to the use of scooters. What is your position in reference to this? I don't even know whether they use them in your municipality, but there were discussions by persons who testified this morning. Some were against it and some were for it. I don't know whether you are familiar with them or not. They use them all over Europe.

OFFICER BAKER: In certain instances it would aid the program where there were crimes such as pocketbook snatching. The officer could get around his beat



quicker. Basically, what we are interested in is getting the officer more involved in the entire beat. The beats are about forty-five minutes or a half hour to cover the entire area. If there is something going on at one end of the beat and he is in another end, the radio car is going to get there before he will. I think if it is controlled so that he is not always on the scooter, it would aid the program and make it more effective. It would give the officer a lot more latitude in checking his post over and investigating things that are happening on his post.

ASSEMBLYMAN THOMPSON: Thank you.

MR. WUNSCH: Some figures have been given to us by the Department of Community Affairs. You offered this in your testimony. You cut back by five posts; is that correct or incorrect?

OFFICER BAKER: No, we haven't cut back any posts. What we have cut back on is the payment of supervisors through the Safe Streets Program, and the payment on fringe benefits through the Safe Streets Program. In January we are going to be looking at cutting back on officers because of the budget situation.

MR. WUNSCH: Has there been any consideration for taking people who are now in patrol cars and using them to man the walking posts?

OFFICER BAKER: Our basic problem is that the patrol is understaffed right now, and there is a shortage in manpower in the entire police department. Patrols lost somewhere between fifteen and sixteen men since January, 1975, have not been replaced. When you combine those with the ordinary injuries on duty, they are very understaffed. So, we are barely getting by. Most of the time we are not even meeting what is considered the minimal complement of patrol cars on the street at one time. So, there would be no possibility of drawing those officers to walk. We are just barely staffing what we have.

MR. WUNSCH: Is there such a thing as a minimum complement of patrolmen?

OFFICER BAKER: The minimum complement of walking patrolmen, I guess, is based on the needs of the posts, the needs of the residents. The walking patrolmen take a great many calls from the motorized patrol force by handling most of the calls in their districts. If you start cutting back on them, there isn't a guarantee that they are going to be working at the same time. They are going to be on rotating shifts. In the daytime we provide, for sixteen hours, twenty additional officers, two shifts of ten, that the city wouldn't have through the patrol force, because they would be rotated throughout the three tours, so when we cut back, they are not going to recoup that through an officer going to patrol. He is going to be spread out.

What happens is, on a given day, we can supply four patrol cars and ten walking officers. When you start taking away those ten walking officers in these areas you are just increasing the load on the patrol cars. You are not helping them by putting people back into patrol.

MR. WUNSCH: You do from time to time have to take a man off the patrol car and put him on the beat, though, to cover when someone is on vacation or sick; do you not?

OFFICER BAKER: No.

MR. WUNSCH: You never do that?

OFFICER BAKER: We can't. We don't have the manpower to take. If a man is out sick, we can't replace him with another officer. We can't do it. That post would be covered by the normal patrol for that day.

MR. WUNSCH: Have you ever had occasion, under that emergency situation to which Mr. Skokowski alluded, or the need to move a walking patrolman into a car?

OFFICER BAKER: I think at one time six officers were indicted in New Brunswick, and those officers came from the patrol section. That left them very short. I think three of them came from one shift. I think that time they did use officers for that purpose.

ASSEMBLYMAN PELLECCIA: I would say that was an emergency. Thank you very much.

MR. WUNSCH: Fred Keiffer, President of the Council of Civic Associations in Trenton.

FRED KEIFFER: Gentlemen, I am here today to speak on behalf of fourteen civic associations in the City of Trenton. To give you an idea of our make-up, we have seven all white, five integrated, and two all black. We never have any racial problems because we are all interested in one thing, working for the improvement and the betterment of this city. However, unfortunately, we have one of the worst loud speaker systems anywhere right here in City Hall. I could only understand about half of what is being said. I would like to tell you this much: We would like to see you increase the funding that you make to the City of Trenton every year, to put on more walking patrolmen.

I have a great deal of questions as to whether or not they are satisfactory, at least that is the way it sounded to me, and I will tell you this: In our city when a person sees a walking patrolman on their street, all of a sudden a comfortable feeling comes over them. They have a feeling of security. So, they are a great big help, even if they give nothing more than a feeling of security to the residents. I have talked to the Mayor and the Mayor said that the allotment you have given us for the last five years due to inflation has decreased. I can understand that, but I would like to have it increased, so we can put on more help.

The City of Trenton has many problems. I don't know where you live, but we in the City have many, many problems-- not of our own making. They were forced upon us by outsiders coming into the city. We are not responsible. I can remember times when my daughters would go up to our big park here on a Sunday night and listen to a band concert, come home at ten or ten thirty, without the slightest fear. Today, no one in this city walks the streets at night. We own our houses, but we don't own the sidewalks outside our houses. There has to be a reason.

While I am here, I would like to tell you what I think you should do. I would like you to give us more money for more services. We have had a problem here with our two panel judge --- I think he has now moved upstairs, but from what I have heard, I am afraid his replacement will have to go firstly, and I don't know whether he will be any tougher or not. All the lawyers speak very highly of him. This man is a lawyer. I know they do, because he lets off all their clients. Why wouldn't they be very happy with him?

Today we have a lot of crime being committed by kids between the ages of ten and fourteen years of age. When they are arrested for purse snatching, muggings, where do you put them? They are let go as juveniles. They have contempt for the law, and no respect for the law. They laugh at the police and jeer and curse them. That is not good for them or the policemen. They are growing up and having no respect for law and order. That is where the real tragedy comes in. Later on in life,

they will commit more serious crimes and wind up behind the eight ball in prison.

I was very outspoken, along with our organization, against an outrageous bill that came before you, gentlemen, the twenty and out bill. That is one of the worst pieces of legislation ever put before you. We are opposed to it. I understand that program was to be given about \$20 million. I would like to see you take that same \$20 million which you were going to so foolishly give - you didn't do it, thank God, but you were talking about it - and build a new educational reform school for children from ten to fifteen years of age. When they go in there they would have to be taught discipline, and they would have to go to classes to study. The only way they could get out of that school is to get promoted through three grades. Then they would be eligible for parole. We should put these children where they will get the proper discipline and learning, so that when they grow up they will be good citizens.

I would also like to see you tighten up on welfare, because many of the children in the welfare homes are being brought up in homes that are immoral, to begin with; they are brought up in filth and dirt; the mother spends the money on booze and boyfriends, and I would like to see it corrected. No child brought up in those conditions will grow up to be an outstanding citizen. We are expecting too much of them. I would really like to see that.

These are the paramount problems of most of our inner cities. We want to do everything we can to help all the people in this city, but we do need all the police help we can get to make our streets safe to walk on. We think our foot patrolmen mean much to the people of our city because they are giving that feeling of security.

I don't know whether you have any questions to ask of me or not, but I will be happy to answer anything for you.

ASSEMBLYMAN PELLECCCHIA: I certainly appreciate you taking the time to come down and testify at our hearing today. I know that you are sincere and honest in your beliefs. However, some of the issues you raised are not within the purview of what we are doing here.

I am pleased to hear you say that this program has been of help to your city, and we will try to continue it.

MR. KEIFFER: The only reason I brought these other issues up was so we can solve some of these problems, and therefore have less crime. Begin at the source.

ASSEMBLYMAN PELLECCCHIA: Any questions? If not, I thank you, sir.

MR. WUNSCH: Joseph Bennett, Clerk-Administrator, Township of Neptune.

J O S E P H     B E N N E T T: Good afternoon. In my capacity as Clerk-Administrator of the Township of Neptune, I have been asked to respond at this hearing to the benefits or problems related to the New Jersey Department of Community Affairs' Safe and Clean Neighborhoods Program. The response on behalf of the Township of Neptune will be in three parts. Mrs. Almerth Battle, our Police Commissioner, will respond with remarks about the benefits to the neighborhoods. Chief Leroy Ward will present a statistical report, and I will limit my remarks to the reporting and administration of the program. Hopefully, this will eliminate duplication and save some time.

Historically, the New Jersey Department of Community Affairs has been able to undertake the assignment of a particular program and to establish an administrative procedure which reduces the local format to a minimum.

The Safe and Clean Neighborhoods Program was no exception. From its inception in 1973, the monthly reporting procedure has only received minor yearly

modifications, thus allowing local officials to assign this task to secondary level administrative personnel.

From the beginning of the program pressure has been exerted to allow the local governmental level the discretion of spending the funds as they saw fit; however, the Department of Community Affairs held firm under the direction of John Leazza and Barry Skokowski. Had the Department relinquished, you would not recognize the program today. I can recall police chiefs arguing for new police cars, some wanted mopeds, but the concept of this program was to create and to reinstitute the walking patrolmen within the local neighborhoods. With the firm hand of the Department of Community Affairs, I think the intent of the program has been preserved. The walking patrolmen in our case are on the street and that was the whole concept.

The only criticism I can render is the fact that the budget for the program has not increased since the inception of the program in 1973, yet the police salaries have risen five times. With the increasing yearly salaries of patrolmen, we have practically wiped out the benefit of the "Clean" portion. The intent was to balance the work of the walking patrolmen with beautification, with some improvements in play areas, and those neighborhoods relating to the members of the community; that is practically being forfeited at this point because of the emphasis on the salaries of the police. If we were given the latitude of 5% increases each year - similar to the state guideline - it would at least help us to some extent in keeping the balance of the program between "Safe" and "Clean."

In conclusion, I want to clarify that my remarks are not to create the impression that the administration at the State level has not shown any compassion, because I can attest that they have personally come to our community to review progress and to assist in resolving particular local problems. They have extended deadlines when legitimate requests were submitted and have recognized the problems with vendors while still requiring compliance under the Public Contracts Law. This is a record that is rare in government today. Thank you.

Our next speaker is Mrs. Almerth M. Battle. She will address the benefits to the neighborhoods.

A L M E R T H      M.      B A T T L E: Good afternoon, gentlemen. I would like to address my remarks as Police Commissioner of the Township of Neptune to the importance of the Safe and Clean Neighborhoods Program as it benefits and stabilizes neighborhoods which might otherwise fall victim to crime.

Unfortunately, during the period of the sixties our emphasis in crime prevention was mobilization, automation, more vehicles, and we reduced the neighborhood man in blue. When we placed our policemen in cars and reduced their communication to radio, they became isolated from their neighborhood identity. Our laws and personnel contracts were modified to allow policemen to live out of the communities that they served and further isolated from the neighborhoods that they were hired to protect.

All these factors drawing together in the situation that a policeman was no longer able to relate to the problems of a particular neighborhood. He no longer knew the merchants on a first name basis, and probably the most critical loss of all was that he no longer knew the young people - which children related to their parents - and the respect as an individual concerned with the families and the merchants was lost.

The Safe and Clean Neighborhoods Program is an attempt to restore this lost image. To have policemen who know the young people and who can relate to them and

who can in turn communicate with their parents when they find that a young person is becoming involved in a problem or has an inclination to become involved in a problem. Merchants have begun to know the cop on the beat, and the policeman begins to become familiar with the habits of the storekeeper, such as when he goes to the bank, when he locks his doors at night, thus all parties feel they begin to know and work together again.

In conclusion, I feel strongly that this program has been one small step in the right direction of stabilizing our community neighborhoods. Good rapport between the community and the cop on the beat is essential in providing protection for our communities.

Thank you very much, gentlemen. I would like to introduce to you my Police Chief, Chief A. Leroy Ward.

A. L E R O Y W A R D: Good afternoon, gentlemen. I would like to preface my remarks and call to your attention the fact that I have been in law enforcement in excess of thirty-four years. The first two years---

ASSEMBLYMAN PELLECCCHIA: You are a freshman, a rookie.

CHIEF WARD: Right. The first two years I was a walking patrolman. Of course, as we modernized, became motorized, we were considered to be very efficient. So, I would like to say to you, this is one of the best programs I have ever seen.

We now have restored our contact with the public. We know what is going on. These men daily come across crimes as they are being perpetrated. It is not a question of waiting for the radios or the cars to arrive.

In the first two years of this program --- By the way, we do concentrate this in an area that was pretty much devastated by riots in 1970. This program was instituted and Pat Kramer came down and we took him around personally and showed him all the problems. We had homes that had been in families for generations that were being abandoned and people were just moving out. Subsequently they were vandalized, destroyed, burned. We had business houses that were moving out of the area. It was not safe for the females to park and go shopping. This we have pretty much obliterated now. Our crime index in the first two years went down 74% in this particular area, which is all borne out by statistics that we rendered to your Committee up here.

I certainly hope that you will continue this program, and if possible, to even escalate it. We once again have our pipeline right into the residents of the town. I think the program has to be highly commended, and I am all for it. Thank you.

ASSEMBLYMAN PELLECCCHIA: Thank you. I think the City of Neptune or the Township of Neptune should be commended on the three fine people that came here to testify. I don't have any particular question to ask.

Does anyone on the Committee have any questions?

ASSEMBLYMAN SMITH: I have one, Chief. If this program had not been instituted, would you, as a veteran chief knowing the value of the walking patrolman, have instituted this yourself in your own department?

CHIEF WARD: I would have instituted it had we the personnel and the funds to do it. Most towns do not have the funds or the personnel to do it.

ASSEMBLYMAN SMITH: We can appreciate that.

CHIEF WARD: I most certainly would have done it had I the assets to do it in our town.

ASSEMBLYMAN SMITH: This program is a good shot in the arm?

CHIEF WARD: This was a wonderful shot in the arm.

ASSEMBLYMAN THOMPSON: I have one question. Does Neptune have an ordinance requiring policemen to be residents of the municipality?

CHIEF WARD: No, sir. We did have until the law was changed.

ASSEMBLYMAN THOMPSON: Since the State is allocating money throughout the State to various municipalities for the walking patrolmen, what effect do you think, from a professional point of view, this would have as far as being a deterrent of crime?

CHIEF WARD: I am not sure that I understand your question correctly.

ASSEMBLYMAN THOMPSON: In other words, if you have a policeman living in the neighborhood in addition to being a walking patrolman, I am asking you, what effect do you think, from a professional point of view, this would have as far as a deterrent to crime is concerned?

CHIEF WARD: I think it is a wonderful thing. I think that policemen should live in town. That is my personal opinion. However, they changed the law. I would say all of our personnel that we hired did live in town up until the law was changed. There has only been a very small percentage of our people who do not live in town, very small. We are not like, shall we say, metropolitan areas. We live in a small bedroom town, I might say to you. We don't have too much business. Our people do live all over town, and they do have a close rapport with the people, through their children, organizations, and everything that we can become involved in. We get right to the citizens.

ASSEMBLYMAN THOMPSON: Thank you.

MR. BENNETT: I agree with the Chief. We have an ordinance that requires all municipal employees to live in town with the exception of those who are excused by State law, which means that most of them live in town. It also means that probably the wife will be going to the local PTA and becoming involved in the school system, and the husband will be taking his clothing to the local cleaner and getting his car serviced at the corner gas station. All this makes him more closely oriented to the community in which he works, rather than living five or ten miles away.

MR. WUNSCH: Chief, are the walking patrols in predominantly black areas?

CHIEF WARD: Well, I would say the majority of them are, not all of them, no. We have three different posts, and they extend from the northerly border all the way down to our southerly border and go east. We don't have any out in the rural areas of the township. They are down where the business is, and where most of our crime occurs.

MR. WUNSCH: Do you have white patrolmen walking through predominantly black neighborhoods?

CHIEF WARD: Oh, yes; oh, yes.

MR. WUNSCH: Does that create any special problem?

CHIEF WARD: I think that is a wonderful situation to have a rapport with one another. They have done very well down there. They have no complaints whatsoever with the color of our policemen.

MR. WUNSCH: You have seen the police force evolve from what was predominantly a walking patrol in the old days to a totally mobilized patrol up to 1973, I guess. Do you think the police, in going through that evolution, made a mistake in going entirely to mobilized patrol?

CHIEF WARD: I certainly do. I can tell you from experience that you lose



your contact. When you walk down the street and you talk to someone who is sweeping their sidewalk or their children are going to school, you stop and chat with them. When they are in trouble, you counsel them. When you are in a radio car you ride right by. You might wave, but you lose that certain individual touch.

MR. WUNSCH: Isn't it true, though, that most cops don't want to pound the beat; they would prefer to be in the car?

CHIEF WARD: Well, I think they would all like to be chiefs, too, if you put it that way, not to be flippant with you. But, most certainly they would like to ride.

MR. WUNSCH: The answer is yes.

CHIEF WARD: No offense.

MR. WUNSCH: I am not offended.

ASSEMBLYMAN THOMPSON: How effective is the walking patrolman in the winter? I gets cold down the shore.

CHIEF WARD: It gets cold, but they walk a little faster. Of course, January and February of this year they didn't walk so fast, too much snow.

ASSEMBLYMAN PELLECCCHIA: Thank you again.

CHIEF WARD: Thank you. It is a good program.

MR. WUNSCH: Tom Murphy of the PBA.

ASSEMBLYMAN PELLECCCHIA: We will take a fifteen minute break to see if Tom Murphy shows up, unless there is someone else in the room who would like to add something to the record?

If not, we will take a fifteen minute recess.

(Recess)

AFTER RECESS:

MR. WUNSCH: I have been in touch with Mr. Murphy's office, and he will be unable to testify at today's hearing.

ASSEMBLYMAN PELLECCCHIA: That being the case, we will conclude the hearing.

(Hearing concluded)

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PREPARED TESTIMONY

Compiled by:

Gilbert Nelson, Mayor  
Mark Maurer, Business Administrator  
J. Brokaw, Captain of Police  
Peter Hendricks, Program Administrator

September 20, 1978

TO: Assembly Municipal Government Committee

FROM: Peter J. Hendricks, Safe & Clean Program Administrator

RE: Prepared Testimony

The City of New Brunswick is an old urban center in Central New Jersey which is physically small but possesses the same problems of most large urban municipalities. The City is and has been coordinating a comprehensive approach to deal with urban blight and a vital part of the plan is the Safe & Clean Neighborhoods Program.

There is a concentrated effort in our downtown area through the support of Johnson & Johnson and the soon to be submitted Urban Development Action Grant hotel complex proposal. These are highly dynamic economic development projects aimed at increasing employment and upgrading the marketability of the downtown area. In conjunction, the City is spending the majority of our State & Federal monies toward improving the residential areas of New Brunswick.

A variety of physical and public service programs are now available in these residential areas. These programs are designed to not only physically upgrade the neighborhoods but also to increase resident awareness and promote neighborhoods confidence.

The Safe & Clean program is an extremely important part of the City's revitalization effort. When combined with our Community Development projects and other municipally supported programs, the Safe & Clean Program provides a vital source of financing important Capital projects.

For the past six years, the City of New Brunswick has

greatly benefited from the Safe & Clean Neighborhood Program. Many of the projects have made our community aesthetically appealing to both residents and non-residents. They have promoted greater use of our public facilities and given an incentive to residents to maintain their properties. This will ultimately increase market values in the community. These individual efforts in coordination with the total revitalization plan will result in the attainment of our long-range planning goals.

Some of the projects made possible through the SCNP for the concentrated effort are:

- 1) Renovation of our entire parks system. We are in the process of completing our sixth (6) park project.
- 2) Demolition of properties which have been abandoned and are unfit for human habitation. This type of project increases the property value of the immediate neighborhood and also gives the resident an incentive to maintain his/her property. If this effort is continued, the City as a whole will be a more appealing place in which to reside.
- 3) The construction of a pedestrian bridge over Route #18. This highway prevented access to E.B. Boyd Park. The new bridge promotes access to aid utility of the park facility.
- 4) The transformation of two (2) abandoned, unmaintained cemeteries into memorial parks. These provide passive recreation for our citizens.
- 5) An ongoing tree planting project which offers our residents the opportunity to beautify the public property adjacent to their homes.
- 6) A comprehensive street paving program which has provided the residents safe access on our streets.
- 7) The City has also purchased 31 pieces of Capital Equipment that are used for the various projects.

The Safe & Clean Neighborhood Program has provided employment for many of the City's residents. We have had as

many as 59 personnel on our payroll which includes 30 summer laborers. Today we are operating with 7 employees. The cutbacks were due to the increased demand for projects as well as program budget restraints.

The ultimate intentions of the City are the stabilization and reduction of the tax rate, while at the same time maintaining and increasing property values in the entire city and providing necessary and vital service to the New Brunswick resident. The same cannot be readily achieved without continuation of important state & federal funded programs such as the SCNP. The City also recommends that the State attempt to increase funding of the program so that communities with proven track records would be eligible for increased funding.

A handwritten signature in cursive script, appearing to read "Peter J. Banduchie".



## THE CITY OF NEW BRUNSWICK

POLICE HEADQUARTERS • MEMORIAL PARKWAY • NEW BRUNSWICK, N. J. 08901

DEPARTMENT OF POLICE  
(201) 745-5400

Date: September 18, 1978  
To: Assembly Municipal Government Committee  
From: Captain John G. Brokaw  
Re: Prepared Testimony of Captain John G. Brokaw  
Safe Streets Commander  
New Brunswick Police Department

### Members of the Committee:

1. The rate of crimes reported to police in the Safe Streets neighborhood have declined significantly since 1975 and are lower than similiarly configurated non-post areas. Safe Streets handles a mix of residential and commercial neighborhoods. The Safe Streets officers have conducted a considerable number of arrests on their posts and have endorsed and participated in security surveys and Operation I.D. programs for their post residents.

There is an intangible value in the communication between the post residents and the police officers in that most of the civilian crime prevention activity on the post has been motivated through contact with the Safe Streets officers working in that area. There is developing a sense of responsibility and reliance between the post officer and the residents of the area he serves. Last year the post officer, in cooperation with the Crime Prevention officer, conducted a crime prevention Halloween program in the schools throughout the city to teach children safety precautions to observe during trick or treat night. The program resulted in a positive identification of the officer by the youth as someone who was concerned for their safety.

The Homeowners' Crime Prevention program, which is a special experimental project, was also designed to improve the contact and cooperation between the Safe Streets officer and the residents of his post. In short, the program



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provides security hardware such as window and door locks for those low income and senior citizen homeowners who live in New Brunswick. Each homeowner must qualify financially and the Safe Streets officers must conduct a security survey of each applicant on his post to determine if the home requires the improved security hardware. The officer is given a chance to discuss other crime prevention precautions the homeowners can take to protect themselves and their property. The expected result will be a reduction in home burglaries and an increased awareness of crime prevention programs on the part of the public.

2. There is adequate flexibility in the operation of the program with the exception of two areas;

(1) The basic problem with the program is the fact that the Safe Streets officers cannot be made accountable for most of the criminal activity which occurs on their post. The officer is required to be in uniform and to refrain from using any mechanical means of transportation. There have been several occasions in which one of our officers will receive information concerning criminal activity on a post, the nature of which requires some other type of assault than that provided by a uniformed officer. That information must either be transferred to another division or special permission must be requested from the Safe Streets Administrator in Trenton to have the officer handle the situation in conjunction with an officer from a neighboring post. If permission is requested from Trenton and the officers handles the criminal activity, his post must be filled by another officer usually on overtime during the regular officer's absence. The problem with the procedure is that the officers, who would fill in for the Safe Streets officer, usually would come from another division and may not be fully aware of the objectives of the Safe Streets program. As a result there are certain types of post criminal activity which cannot usually be addressed by the walking officer but which certainly have an impact on his effectiveness.

Our considered solution of this problem is to have the Safe Streets officer responsible for any type of criminal activity which occurs on his post, with the exception of crimes which require a great deal of investigation and specialization such as homicides, using

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whatever techniques necessary. We realize that the guidelines set up by the program Administrators were designed to minimize the possibility of Police Departments using Safe Streets officers for jobs outside of the objectives of the program such as motorized patrol throughout the city. However, our proposal is post oriented and would be controlled through the monthly reporting requirements.

One of our motivations for discussing this program is the belief that the unannounced inspections conducted by the Safe Streets Administration in Trenton is sufficient to control any increased flexibility given the Police Department.

(2) There is one additional administrative problem which might possibly be improved. When the Department wishes to schedule a Safe Streets officer for a special in-service training program, or to run a special anti-crime project on one of the posts, we must request permission in advance. We would like to be able to institute the training or the special project and report its activity in our monthly report as a means of cutting down on repetitive paperwork since the special activity must be included in our monthly report anyway even after special permission has been granted.

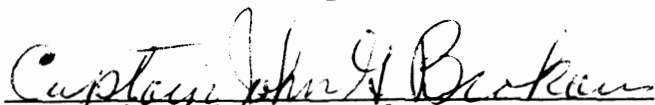
#### SUGGESTIONS FOR FUTURE GROWTH

The most pressing problem facing the Safe Streets program is a budget which is threatening cutbacks in the present level of services. This Department is presently operating on a 60-40 ratio with the Clean component in the sharing of Safe and Clean funds. Unless there is an infusion of new funds, personnel will have to be removed from the program in order to make the budget balance. At that juncture there will be fewer clean projects in the neighborhoods and little, if any, supportive services (such as advanced training, maintenance and acquisition of equipment, funds for special projects on posts) for the police portion of the program.

The economic crunch is due to a significant increase in salaries and other program related costs without any increase in the grants awarded to cities. These changes may require the removal of at least one (1) officer from our Safe portion of the program in January in order to allow the budget to balance for the remainder of the year.

JGB/rmr

7x

  
Captain John G. Brokaw



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