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# NEW JERSEY JUSTICE

NEWSLETTER OF THE NEW JERSEY STATE LAW ENFORCEMENT PLANNING AGENCY

NOV. 1972

WILLIAM T. CAHILL, Governor

GEORGE F. KUGLER, JR., Attorney General

**In Newark**

## NDEP Spells Second Chance for Offenders

Offenders under arrest in Newark are now being offered a realistic, viable alternative to trial and possible jail terms, thanks to a project inaugurated and maintained with funds provided by the State Law Enforcement Planning Agency. So far the track record of the Newark Defendants' Employment Project (NDEP) has been impressive, particularly since the state's largest city retains the dubious distinction of having one of the nation's highest rates of both crime and unemployment.

The project is designed to provide intensive pre-trial counseling for selected defendants and subsequent employment which can win dismissal of charges and hopefully lead the defendants away from a life of crime. The employment phase of the project has succeeded in the past year in winning dismissal of charges for 124 defendants and has produced jobs for 122.

### No Longer Liability

"I didn't realize just how successful the project has been until I saw the cost analysis recently," says Thomas Carmichael, founder and executive director of the non-profit agency that operates the program. "Our yearly costs per individual are

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## 1973 FUNDS BILL PASSED

### Quick Action Urged On Available Funds

The State Law Enforcement Planning Agency's Operations Section has identified six program areas where a total of some \$1.7 million in 1972 monies allocated for New Jersey remains virtually untapped. Harold F. Damon, Assistant Director, Operations, urges that officials of eligible units of governments check carefully the 1972 *Applicants Guide* to determine if there are problems which might be addressed with available SLEPA funds.

The program areas with large uncommitted budgets are:

- 1-2-1; Expansion and Improvement of Diagnostic Services Available to the Juvenile Court; \$221,015 available.
- 2-1-1; Increasing Police Patrol Effectiveness Through More Efficient Allocations of Police Resources; \$347,403 available.
- 2-1-5; Establishment and Expansion of State and Local Narcotic and Dangerous Drug Enforcement Units; \$476,848 available.
- 2-2-3; Recruitment, Selection and Training of Criminal Justice Personnel; \$90,000 available.
- 2-2-5; Establishment and Ex-

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New Jersey has been virtually assured of receiving some \$20.2 million in 1973 Safe Streets Act funds as a result of action taken by Congress. The bill providing \$850 million nationally for Fiscal 1973 cleared both the Senate and House in mid-October and required only the signature of President Richard M. Nixon.

New Jersey's share includes \$16,703,000 in Part C Action funds, \$1,965,000 in Part E Corrections funds and \$1,556,000 in Part B Planning funds. Municipalities and counties will get somewhat of a break because of the formula making their share of Part C funds proportionate to the total amount spent on law enforcement in the entire state. They'll get slightly more than 75 percent of the Part C monies—\$12,594,062. The maximum share for state agencies is \$4,108,938. The State Law Enforcement Planning Agency staff already is at work on the 1973 comprehensive plan for Part C and E fund allocations.

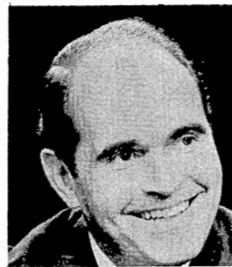
Still uncertain is the Senate-sponsored omnibus package which includes a one-year extension of the Law Enforcement Assistance Administration, a postponement for two years of the "hard cash match" provision and a number of other features including the widely publicized plan to provide compensation for innocent victims of crimes. The hard cash feature would require sub-grantees to provide in cash 40 percent of non-federal funding on action grants—in effect 10 percent of the total grant.

There is no proposal, however, to delay the "buy in" provision which requires the states beginning with Fiscal 1973 funds, to not only meet their own matches but to provide in cash 25 percent of the non-federal funds for local programs. New Jersey has taken the necessary steps to assure that the state funds will be

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Newark project includes counseling sessions such as the one shown here.



## PROFILE George F. Kugler, Jr.

Sum up in one word what George F. Kugler, Jr. has brought to the post of New Jersey Attorney General and that word is "professionalism". In less than three years as the state's top law enforcement officer, Kugler has thoroughly revamped the entire Department of Law and Public Safety. He also has made his mark by advocating sweeping reforms in the state's overall criminal justice system and by chairing smoothly and efficiently the State Law Enforcement Planning Agency Board of Governors that is called upon regularly to approve allocations of millions of dollars in federal anti-crime aid within the state.

"It's encouraging to me," says Kugler, "that attention finally is being given to the concept of administering justice rather than to the shopworn and somewhat demagogic phrase 'law and order'. And SLEPA is playing a key role in this entire effort." Now 47, Kugler was tapped for the post by Governor William T. Cahill after compiling an impressive record during 17 years as a trial lawyer and administrator for a prestigious Camden law firm. A Woodbury native, Kugler graduated from the Peddie School in Hightstown in 1943 and then enlisted in the Navy, seeing service in the Pacific during World War II. He was discharged in 1946.

Kugler went on to Temple University and was graduated with a bachelor of science degree in accounting in 1950. He earned his law degree with honors from the Rutgers University School of Law in Camden where he also was associate editor of the Law Review. He was admitted to the New Jersey Bar and the U.S. District Court of New Jersey in 1954; the U.S. Supreme Court in 1957 and the U.S. Court of Appeals, Third Circuit, in 1960. Kugler took the reins as Attorney General on January 20, 1970, in time to promote passage by the Legislature of the Criminal Justice Act which established the Division of Criminal Justice within the Department of Law and Public Safety. The move to achieve a coordinated system of criminal justice in the state was given further impetus by passage of bills providing full time prosecutors for 11 of the state's largest counties. He also promoted passage by the Legislature of the new state anti-trust law aimed primarily at curbing the influence of organized crime in legitimate business.

Internally there have been numerous changes, most notably the one to give the state for the first time a staff of full time deputy attorneys general committed to state duties with no outside law practices. A Division of Systems and Communications has been established to provide computer services to the State Police, Motor Vehicle Division and civil and criminal law offices. The bureaus of weights and measures and securities, the various occupational licensing boards and the office of consumer protection have been consolidated under a single administrative unit, the Division of Consumer Affairs. The Division of Law has been streamlined with the introduction of supervisory controls and management techniques.

Environmental protection has been another focal point of Kugler's thrust for professionalism. The number of state attorneys assigned to prosecute environmental matters has been tripled over the past two years. A system of full time, professional prosecutors' offices for all 21 counties is just one of Kugler's proposals for improving administration of justice in New Jersey and easing the log jam of criminal cases. He also advocates re-examination of the grand jury system of indictment. The municipal court system he feels should be reevaluated and perhaps reorganized into a centrally administered district court system. The Attorney General also has suggested a thorough revamping of juvenile justice procedures, a reduction in size of juries from 12 to six members, removal of some "victimless crimes" from the criminal justice system and removal of certain motor vehicle offenses from the court system. All in all, there is plenty of evidence to support Governor Cahill's contention that George Kugler is "one of the best Attorneys General in the 200-year history of our state".

## Funds Bill Passed

(continued from page 1)

furnished for approved projects.

New Jersey, meanwhile, made juvenile delinquency the prime target of its latest allocation of 1971 and 1972 monies. The SLEPA Governing Board in mid-September approved 28 programs for a total of \$1,247,719 in Safe Streets Act funds. The latest grants (see chart on Page 3) raise to \$5,127,540 the amount of 1972 funds allocated and leaves unexpended some \$10.9 million.

More than \$500,000 of the latest grants go toward programs aimed at the rehabilitation of juvenile offenders. They include youth service bureau projects in Newark and Orange and a program under which the State Division of Youth and Family Services will establish a statewide system of group care homes for juveniles.

Action grants also will provide tighter security for public housing in Jersey City and Orange and improved police communications in seven municipalities. Funds also were earmarked for improved parole, jail and bail practices, drug abuse programs, community relations efforts and improved training for criminal justice personnel.

Among the more novel programs are a mobile science lab-classroom which Mercer County Community College will use for its educational program at four correctional institutions and equipment that will permit police in Camden County to quickly analyze on-the-scene crime evidence.

### CONTINUATION DEADLINE

Subgrantees planning to seek continuation grants are being reminded that they are required to submit the new applications 90 days prior to termination of the present grant. "Applicants can't come to us two or three weeks before termination complaining that if they don't get the dollars, a project will go down the drain," notes John J. Mullaney, SLEPA executive director. "The full 90 days are needed for the staff to review the application, give the applicant time to respond to proposed revisions and permit sound evaluation of the project by the staff prior to submission to the Board of Governors."

## NEW JERSEY PROJECTS APPROVED FOR 1972 FUNDS

GRANT NO.	APPLICANT/IMPLEMENTING AGENCY	PROJECT DESCRIPTION	AMOUNT
A-48-72	N.J. Administrative Office of Courts	Appellate Court Research Staff	\$49,824
A-49-72	Glassboro State College	Criminal Justice Personnel Education	63,420*
A-50-72	N.J. Dept. of Institutions & Agencies/Division of Correction and Parole	Camden Residential Treatment Center for Teenage Delinquents	127,763*
A-51-72	Mercer County and Trenton	Organized Crime Task Force	224,480*
A-52-72	N.J. Administrative Office of Courts	Comprehensive Judicial Information System	99,000
A-53-72	Mercer County/Department of Correctional Institutions	Statewide Training Workshop for Detention Home Supervisors	10,519
A-54-72	N.J. Dept. of Institutions & Agencies/Division of Youth & Family Services	Administration of Group Care Home Program for Juveniles	21,796
A-55-72	N.J. Dept. of Law and Public Safety/Police Training Commission	Standardized Teaching Materials for Police Training	75,522
A-56-72	Essex County/Juvenile Court	Juvenile Conference Committee Program Expansion	27,435
A-57-72	Gloucester County/Probation Dept.	Volunteer Services for Juvenile Offenders	20,757
A-58-72	Hudson County/Prosecutor's Office	Specialized Investigative Equipment	3,269
A-59-72	Bayonne/N.J. Regional Drug Abuse Agency	Expansion of Youth Drug Treatment Program	79,810*
A-60-72	Bergenfield/Police Department	Equipment for New Dispatch System	20,776
A-61-72	Camden/Police Dept. & County Prosecutor's Office	Mobile Crime Scene Evidence Collection Unit	13,550
A-62-72	East Orange/Drug Abuse Program	Expansion of Drug Treatment Program	\$50,310*
A-63-72	Jersey City/Police Dept.	Public Housing Security Program	153,908
A-64-72	Newark/Community Development Administration	Youth Service Agency Program	185,323
A-65-72	New Brunswick/Police Department	Community Relations Bureau Expansion	44,921*
A-66-72	Orange/Public Safety Department	Public Housing Security Program	78,397*
A-67-72	Orange/Mayor's Office	Youth Service Bureau	120,714
A-68-72	Paramus/Police Department	Tape Recording Equipment	8,427
A-69-72	Parsippany-Troy Hills/Police Dept.	Juvenile Community Relations Program	28,209*
A-70-72	Plainfield/Police Department	Portable Report Dictation System	14,330
A-71-72	Princeton Boro-Township/Institute of Applied Psychotherapy	Juvenile Therapeutic Treatment	36,125*
A-72-72	Ridgewood/Police Department	Communications System Modernization	25,735
A-73-72	Teaneck/Police Department	New Communications Center Equipment	39,556
A-74-72	Weehawkin/Police Department	Juvenile Community Relations Program	22,049*
A-75-72	Wildwood/Police Department	Communications System Teletype	1,400
A-76-72	Willingboro/Board of Education	Therapeutic School for Young Drug Users	61,133*
A-77-72	Camden County/Probation Department	Seminar for Probation Program Volunteers	1,600
E-4-72	Mercer County/Mercer Community College	Mobile Science Lab for Inmate Education Program	23,500
<b>TOTAL</b>			<b>\$1,733,558</b>

\*Continuation

### SLEPA Adds Four Key Staffers

The State Law Enforcement Planning Agency's Operations and Planning Sections both have been beefed up with the addition to the staff of four new administrators.

John H.C. West, a veteran New Jersey parole official, has been assigned as chief, corrections programs and will coordinate programs in that area. He had been district parole supervisor for the State Bureau of Parole since 1965.

Mrs. Bernice L. Manshel, formerly supervisor of minority economic development for the State Department of Community Affairs, has taken over as chief, juvenile delin-

quent programs. The addition of West and Mrs. Manshel leaves only the courts desk to be filled in the reorganized operations section.

The planning section has added as planning evaluation specialist Edward P. Strapp and as senior planner Robert A. Muller. Strapp is a former Linden city policeman who has also been an educator at public schools and an instructor at Trenton State Prison and the Youth Correctional Institution at Bordentown. Muller is a recently discharged Army administrative officer who had been working as a supervisor-analyst for McGraw-Hill Inc.

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Attorney General George F. Kugler, Jr.  
Governing Board Chairman  
John J. Mullaney, Executive Director  
Allan W. Drake, Editor

### OLD FORM 101's OUT

The SLEPA grant application Form 101 is no longer valid, having been replaced by a revised form which includes more explanatory material. The new Forms, marked SLEPA 101 (Rev. 4/72) have been distributed and are available from SLEPA on request.

### NDEP (continued from page 1)

\$1,600 compared to the national average yearly cost per individual for incarceration of \$6,500. And our figures should be lower next year."

But the more important thing, Carmichael quickly notes, "is that these guys aren't in jail any more. They're not a liability. They're working and paying taxes."

The project grew out of findings by the President's Commission of Law Enforcement and the Administration of Justice that routine processing of criminal offenders through the courts and correction institutions often leads to their becoming habitual criminals. It was given approval on an experimental

### QUESTION BOX

- Q. Is it true all projects to be funded by SLEPA must comply with environmental clearance procedures established by the National Environmental Policy Act of 1969?
- A. Yes. If a program has no significant impact on the environment, a negative declaration must be attached to the grant application. If there is to be a significant impact, a detailed environmental analysis must be included with the application. Full details are available on request.

basis by the New Jersey Supreme Court to be operated by the Community Information and Referral Service Inc., the agency that Carmichael started as an emergency relief effort in the wake of the 1967 Newark riots.

The agency initially used a SLEPA discretionary grant to furnish defendants with personal and group counseling, remedial education and job training. The expanded project subsequently has received action grants over a three year period totalling \$437,478. Private foundations and the Department of Labor also have lent financial support.

### Careful Screening

The program is organized to include only defendants who it is felt have the potential for rehabilitation and who seem willing to cooperate. Defendants charged with crimes of extreme violence, dealers of hard drugs, addicts, alcoholics and repeat offenders are automatically excluded.

After being carefully screened and given court permission to be an NDEP participant, selected offenders become involved in the counseling with court liaison aides, many of them their peers who have records themselves and with whom the defendants can more easily relate. At the same time, career development personnel help prepare them for jobs and arrange job interviews. Sessions are given in both English and Spanish.

After 90 days, a participant must appear for his adjourned court date. At that time there may be a dismissal or a second adjournment for additional counseling, interviewing or actual job experience. If the defendant doesn't pan out, he is returned to the normal court process.

More than 600 defendants were interviewed in the first year of the expanded program and some 150 selected for actual enrollment.

Some 97 percent of those given jobs are still employed, an exceptional record since for many the job was their first. The recidivism rate for graduates (3.6 percent) compares to an estimated national average of 65 percent. "And the recidivism rate is a lot higher than that around here," Carmichael points out.

Funds provided through SLEPA's prisoner rehabilitation program by the U.S. Department of Labor are enabling the Newark agency to include job development projects for parolees and probationers.

### Action (continued from page 1)

pansion of Police Community Relations Programs; \$435,573 available.

-2-2-8; Development of a State-wide System for Pre-Trial Release; \$129,411 available.

Damon noted that there also are 1972 monies uncommitted in a number of other program areas but that the six listed areas represent the largest amounts in individual categories. Damon said it was important that the agency receive applications for the funds as soon as possible and suggested that prospective subgrantees contact the Operations Section for guidance. "The monies are there for worthwhile projects but the timing is important," Damon said. "As we receive good applications, we intend to act on them. Applicants with legitimate problems and proposals for meeting them that fit our eligibility requirements should act quickly."

John J. Mullaney, SLEPA executive director, added that the cited program areas represent critical priorities in law enforcement but that haphazard applications won't be considered. "In the absence of solid applications, the funds will be reallocated to other program areas," he said.