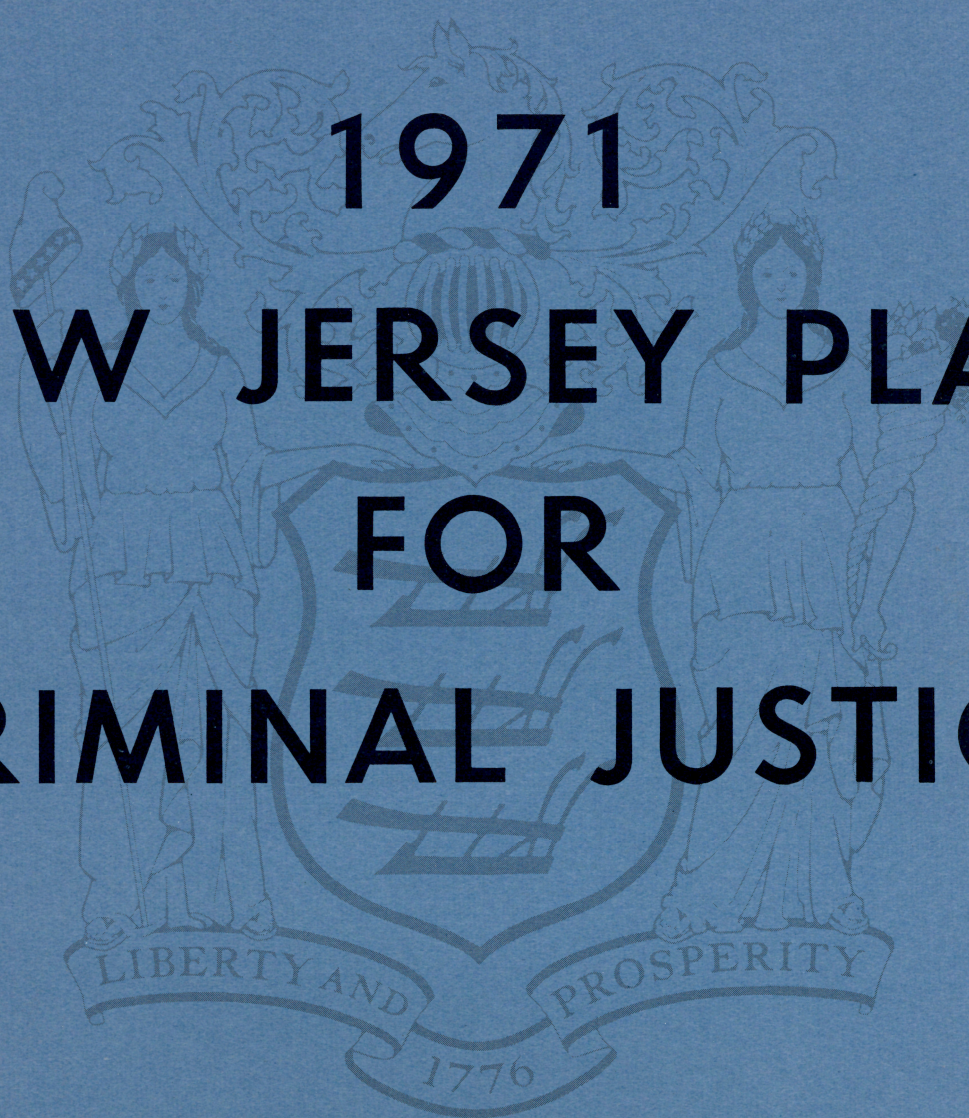


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1971
NEW JERSEY PLAN
FOR
CRIMINAL JUSTICE

**STATE LAW ENFORCEMENT
PLANNING AGENCY**

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JANUARY 1971

STATE OF NEW JERSEY

William T. Cahill
Governor

STATE LAW ENFORCEMENT PLANNING AGENCY

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(The 1971 Plan for Criminal Justice was prepared entirely by the SLEPA staff. Special acknowledgement is extended to all officials, institutions and agencies who willingly provided statistical data and guidance for program development. This document is published and disseminated under U.S. Department of Justice Grant No. 71-P-230, in accordance with the ongoing dissemination responsibility assigned to SLEPA by Public Law 90-351 (82 Stat. 197).

WILLIAM T. CAHILL
GOVERNOR



GOVERNING BOARD

GEORGE F. KUGLER, JR.
CHAIRMAN

State of New Jersey

STATE LAW ENFORCEMENT PLANNING AGENCY

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January, 1971

To the Honorable William T. Cahill, Governor of New Jersey, the Honorable Joseph Weintraub, Chief Justice of the Supreme Court of New Jersey, the Honorable Raymond H. Bateman, President of the New Jersey Senate, the Honorable Barry T. Parker, Speaker of the New Jersey General Assembly, and the Honorable Chief Executives of New Jersey's 567 municipalities and 21 counties:

Pursuant to paragraph 2 (c) of New Jersey Executive Order No. 45, dated August 13, 1968, by Governor Richard J. Hughes, this Dissemination Document No. 9 is presented to you as the progress report "to the Governor, the Legislature, the Courts, and the Chief Executives of local government units within the State of New Jersey" required therein with regard to the work of the State Law Enforcement Planning Agency (SLEPA).

This document is the 1971 Plan for Criminal Justice in New Jersey. It also traces the past progress and future targets for law enforcement and the administration of criminal justice within the State.

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

This document is published and disseminated under U.S. Justice Department Grant No. 71 - P-230, in accordance with the ongoing dissemination responsibilities assigned to SLEPA by Public Law 90-351 (82 Stat. 197).

STATE LAW ENFORCEMENT PLANNING AGENCY

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I. PROGRAM COMPONENT OF PLAN

A. EXISTING CRIMINAL JUSTICE SYSTEMS AND AVAILABLE RESOURCES

LAW ENFORCEMENT AGENCIES

In 1970, New Jersey had 594 law enforcement agencies. These included 440 organized municipal police departments, 92 special or non-organized municipal police departments, the 21 prosecutors' and 21 sheriffs' offices, two county police departments and eight county park police departments, the State Police, and nine State agencies with some law enforcement responsibilities. The latter include: the New Jersey Marine Patrol, Division of Fish and Game, Division of Motor Vehicles, Division of Alcoholic Beverage Control, Division of Weights and Measures, Division of Shell Fisheries, Department of Institutions and Agencies, Forest and Park Service, and Forest Fire Service. Descriptions of these and other agencies, including their available resources, are set out herein.

DETECTION AND APPREHENSION

Municipal Police

Since the turn of the century, the main base for law enforcement in New Jersey's twenty-one counties has been the organized police department. Using the definition of an organized police department as one that has one or more policemen on a full-time, permanent basis, we find that New Jersey has 440 organized municipal police departments; 92 special or non-organized municipal police departments; and no local police departments in 37 New Jersey municipalities.

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

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

New Jersey police systems generally operate without comprehensive, regional, functional communications or any pooling of technological resources and services. On

a day-by-day basis, 233 of New Jersey's larger police departments are tied together by the Law Enforcement Teletype System, operated by the New Jersey State Police. The Teletype System transmits statewide and regional crime alerts as they are received. Many small departments, however, are accessible only by telephone.

In 1969, the municipal police employees of New Jersey, (including civilian personnel) increased to 14,807 from 14,106 in 1968. This represented a general increase of 5%. The number of municipal police employees is 2.0 per thousand residents in New Jersey. Municipalities with over 100,000 population had the highest police employment rate for the year with an average ratio of 3.7 police employees for every one thousand residents. The remaining population has a ratio of 1.7 per thousand.

Police department budgets and manpower figures of New Jersey's six major cities, as reported to SLEPA, for the end of year 1970 operations were as follows: Camden, \$3,460,585* with a total of 341 uniformed personnel; Elizabeth, \$3,535,577 with a total of 278 uniformed personnel; Jersey City, \$12,041,204 with a total of 883 uniformed personnel; Newark, \$18,867,912 with a total of 1,496 uniformed personnel; Paterson, \$5,089,422 with a total of 391 uniformed personnel; and Trenton, \$2,632,616 with a total of 306 uniformed personnel.

County Law Enforcement

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

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

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

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

**Fourth class — less than 50,000 (not bordering on the Atlantic Ocean)

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

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

The governing body in each county is the board of chosen freeholders; New Jersey is the only State still using this ancient title. The freeholder board operates

*This figure represents the police budget for year 1969.

**These groupings are based on the preliminary 1970 census figures.

like the commission form of government in a city, in that it has both legislative and executive powers. Thus, the same group that determines policy also implements it.

Office of the County Prosecutor

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

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

County Detectives and Investigators

In each of the counties the prosecutor may appoint a number of qualified persons as county detectives and investigators; the number is fixed by statute. Those appointed as detectives are classified under civil service in all but one county (Somerset). Investigators are unclassified and serve at the pleasure of the prosecutor. Both detectives and investigators possess all the powers, rights and obligations of police officers, constables, and special deputy sheriffs in criminal matters.

County Sheriffs

The twenty-one county sheriffs are elected for three-year terms. The sheriff and his staff are authorized by statute (N.J.S.A. 2A:3-22) to serve writs and orders of the court within the county, and administer the county jail. In a few counties, the sheriff's office is actively involved in criminal matters (i.e., investigating bureaus). The number of employees in the sheriff's office is decided by the board of freeholders upon the sheriff's recommendation. Appointments and promotions are made from a civil service list, except in Somerset County which is not covered by civil service regulations.

County Police

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

County Park Police

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

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

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

STATE LAW ENFORCEMENT

State Police

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

The present authorized strength of the State Police is 357 civilians and 1,370 officers and men.

The Division maintains central headquarters at West Trenton and, in addition, is organized into five police commands: Troop A — Southern New Jersey; Troop B — Northern New Jersey; Troop C — Central New Jersey; Troop D — the New Jersey Turnpike; and Troop E — The Garden State Parkway. There are 48 State Police stations strategically located throughout New Jersey.

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

Some functions of the State Police are:

- *Traffic* — Traffic patrols, accident investigation and school safety patrols in rural areas. Enforcement including use of radar, drunkometer, truck weighing and safety equipment checks.
- *Crime* — Investigation of crime by detection and scientific methods, including the following special units: narcotics, organized crime task force, central security, gambling, subversive, human relations, polygraph, and auto theft.
- *General Police* — Policing and patrolling rural areas and rendering assistance to local police in policing adjacent areas.
- *Special Activity* — Aid to police and government agencies, the enforcement of regulatory measures including Liquefied Petroleum Gas safety regulations; licensing of private detectives and railroad police; policing of State Capitol and State Office Buildings; security at State Mental Institutions.
- *Technical Service* — State Bureau of Identification for fingerprints, photographs, criminal information and scientific laboratory services. Statewide police teletype

service which is an intergral part of the State Police communications system. Uniform Crime Reporting System; Civil Defense training for auxiliary police; Underwater Recovery Service; Firearms Investigation and Identification; Court Disposition Reporting System.

The New Jersey State Police Division has one academy offering basic, advanced, and specialized training: The New Jersey Police Academy, Sea Girt. In addition to training the members of the State Police, the academy provides courses for representatives of local police departments and members of other State agencies, such as the Department of Defense and Environmental Protection.

During the 1969-1970 fiscal year, 4,510 State, County and municipal police officials received training in supervision, command, drug enforcement, and other police subjects. By Executive Order of the Governor, a Riot and Civil Disturbance School known as "Operation Combine" was established in August, 1967, to train State Police, municipal police, and the New Jersey National Guard in various phases of riot detection, prevention, and control. By February, 1969, "Operation Combine" had given a two-week resident training course to more than 1,500 command officers. It has since begun a one-week course on tactics for field supervisors and operational personnel.

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

The State Police Organized Crime Task Force, created in 1967, currently has 60 full-time investigators and the supportive services of all bureaus in the State Police, especially the Intelligence Bureau and Criminal Investigation Section. In fiscal 1969-1970, this Task Force conducted 458 investigations and 106 gambling raids which produced 196 arrests.

A grant was awarded in 1969 by the State Law Enforcement Planning Agency to train a group of organized crime investigators. This course was the first of its kind in the State and perhaps in the country. In conjunction with this, \$158,846 was awarded in 1970 in block and discretionary grants to establish a system by which criminal intelligence can be developed, centrally filed, collated, analyzed and disseminated to cooperative law enforcement agencies. In this way, information on organized criminal activities developed in one part of the State can be linked to a related organized criminal activity in another part of the State.

On February 1, 1968, the New Jersey terminal to the National Crime Information Center (NCIC) in Washington, D.C. became operational. The terminal is located at the State Police Headquarters in West Trenton, and links law enforcement agencies throughout the State with a computerized nationwide criminal index at the FBI Headquarters in Washington, D.C. To date,

these police agencies have entered almost 800,000 inquiries regarding entry and inquiry of criminal data included in the system. Communication to the New Jersey terminal by all agencies is accomplished by telephone, radio, teletype and dedicated lines to the New Jersey Turnpike, Garden State Parkway, and the Newark Police. This service is rendered to the police agencies of the State in the interest of increasing police efficiency in dealing with the criminal mobility factor.

The Uniform Crime Reporting law established a system which involves the uniform compilation, classification and analysis of crime statistics reported by all police agencies of the State (N.J.S.A. 52:17B-1 et. seq.). This information, once analyzed and refined becomes intelligence upon which effective enforcement action can be based. The acute need for this type of intelligence on the municipal level will be met by an expansion program funded in 1970. On July 31, 1970, the Law Enforcement Assistance Administration awarded \$30,000 to the New Jersey State Police to utilize the present crime reporting system in identifying specific crime problems within the community and to study their frequency.

On January 14, 1969, an Electronic Surveillance Act became law in the State of New Jersey (N.J.S.A. 2A:156 et seq.), and shortly thereafter, the New Jersey State Police formed an Electronic Surveillance Unit. During calendar year 1970, this unit conducted fifty-four separate electronic surveillances and/or wire taps authorized by the courts of the State. As a result of these court ordered surveillances, the State Police arrested 178 individual defendants, many of whom were charged with more than one violation of the New Jersey Statutes dealing with loan sharking, extortion, threats to take life, gambling and narcotics traffic. The first court ordered electronic surveillance resulted in the largest narcotic raid in the State's history. During this raid, several persons were arrested on multiple charges and 2½ kilos of heroin were seized.

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

The Helicopter Patrol Bureau was established in 1969 to supplement patrolling of State and inter-State highways. The Bureau currently has three conventional and one jet helicopter for this purpose. Fourteen members of the Bureau began training on May 26, 1969, all of whom are now licensed and three of which have certified flying instructors licenses.

A coordinated effort by the Attorney General, the Administrative Office of the Courts and a State Police Crime Study Committee, initiated in 1968, resulted in the Court Disposition Reporting Program, whereby all

data pertaining to persons charged could be collected, collated, analyzed and disseminated to law enforcement agencies. Legislative responsibility for the program was given to the State Police who are now working in conjunction with the Office of the Administrative Director of the Courts.

The State Police have assigned six field representatives to the Court Disposition Reporting Unit to explain and answer questions regarding program procedures and mechanics. This insures uniformity at each level of submission, i.e., police, court and correctional units, and is essential to maintain accuracy of the data submitted by nearly 1,200 individual contributors.

Presently in its final stage of development, is a Statewide computerized law enforcement information system. Upon completion, this system will interface with other regional systems and the National Crime Information Center in Washington, D.C., thus making state, regional and national layers of data concerning crime and the criminal rapidly available to the police of the state.

Campus Police

The State Law Enforcement Planning Agency conducted a survey of State, county, and private colleges and universities in October, 1970. The survey included all of the State and county colleges and most of the larger private colleges. Every school contacted maintains a uniformed security force the size of which was determined by the size of the campus and the number of students enrolled. Small colleges and a few urban colleges contract with an outside agency for security forces, the contract specifies the number of men on duty during the week, and is expanded when events held on the campuses draw large numbers of people.

Presently, the jurisdiction of campus police is restricted to the college grounds where their responsibilities include directing traffic, access to buildings, ticketing illegally parked cars, accompanying payroll, and generally overseeing student conduct. In the event of threatened or potential disorder, the security force notifies the college president who in turn contacts the police, since the campus police are generally unarmed and ill-equipped to deal with civil disorder. State and county colleges recruit security personnel from Civil Service lists, while private colleges establish their own hiring practices and qualifications.

In October, 1970, Governor William T. Cahill signed into law a bill empowering the governing bodies of colleges and universities to appoint policemen to enforce the law on the campuses. Since these men and women will have full police powers both on campus and on contiguous streets and highways, applications will be filed with the chief of police of the municipality in which the college is located. In an instance where there is no full-time organized police department, or when the college is located in more than one municipality, application will be filed with the Superintendent of State Police. The chief of police or the Superintendent will

then investigate and determine the character and competency of the applicants, and forward their approval of disapproval to the college.

The Division of State Police is also a participant in the "Project ALERT" system. Project ALERT is an acronym for Allied Law Enforcement Radio Tie and is the code name for a program designed to place in the hands of law enforcement agencies in New Jersey a Statewide portable radio communication system reserved for emergency use. The system provides instant and certain availability of emergency control communications equipment so that, in the event of civil or national disasters, demonstrations, campus disorders and rock festivals, the basic elements of an emergency inter-municipal portable radio communications system will be already in existence in the area where it is needed — a system which can be readily expanded to meet larger emergency needs. Participants currently include twenty-five cities selected on the basis of geography and potential for civil disturbance.

The ALERT system has also been used during non-emergency periods for radio access to police information records. Expansion of this system has begun to allow maximum participation. Command and control centers will provide status maps of virtually every section and prime city in the State. These control centers will be accessible to decision making personnel at all levels of government.

In July of 1970, the State Police received an additional \$152,000 (a \$100,000 discretionary grant and a \$52,000 block grant) to expand the system in order to keep pace with the changing pattern and nature of civil disorders and enable additional areas of the State to improve preparedness in the prevention and detection of civil disorders. With this grant, eight new sites will be chosen bringing the total number of locations to 33 in the ALERT system.

State Department of Law and Public Safety

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

He consults with and advises the twenty-one county prosecutors in matters relating to the duties of their office, and maintains general supervision over them with a view to obtaining effective and uniform enforcement of the criminal laws throughout the State. For this reason, he is authorized to conduct periodic evaluations which include audits of funds received and disbursed in each county prosecutor's office.

The Division of Law of the Department of Law and Public Safety renders legal advice to the Governor, to the members of the State Senator and General Assembly, and to all State departments, boards, bodies, commissions, agencies, and officers, as well as to county

Boards of Election, Boards of Taxation and the Sheriff. All legal matters for State government, including representation in the courts, are handled by the Division of Law. The Division also enforces the provisions of the New Jersey Securities Law and the Civil Rights Law, and is authorized to conduct investigations under the Attorney General's direction. The Bureau of Claims, Bureau of Securities, Office of Consumer Protection, and the Escheats Section are all part of the Division of Law.

Pollution Task Force

A Pollution Task Force established within the Division three years ago pioneered some of the most far-reaching legal remedies in the field focusing national attention on Jersey's battle against pollution in 1969.

Working in conjunction with the new State Department of Environmental Protection the deputies assigned to the Task Force brought suit on behalf of the State against nine airlines, charging them with discharging excess exhaust from jet engines. This action resulted in a court-approved program for installation of corrective devices on jet engines. In taking this action, New Jersey affected jet pollutant problems in other states as well since the airlines involved were major carriers, with flights into other states.

Division of Criminal Justice

The "Criminal Justice Act of 1970", approved by the State Legislature on May 21, established a Division of Criminal Justice within the Department of Law and Public Safety. The Division is under the immediate supervision of a director appointed by the Attorney General.

As stated in the Law (Chapter 74, Laws of 1970), all functions, powers and duties of the Attorney General relating to or pertaining to the enforcement and prosecution of the criminal business of the State and of any county of the State shall be exercised by him through the Division of Criminal Justice.

One of the major targets of this new Division will be organized crime activities. Toward this end, the Attorney General has placed the Criminal Investigation Section and the Organized Crime and Special Prosecution Section in the new Division.

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

The Attorney General, whenever he deems it in the public interest, may petition an Assignment Judge of the Superior Court for an order covering a State grand jury (N.J.S.A. 2A:73A-1, et. seq.). A State grand jury has

the same powers and duties as a county grand jury except that its jurisdiction extends throughout the State. Indictments emanating from the State grand jury may be referred to the appropriate county for prosecution by the county prosecutor, or tried by the Office of the Attorney General.

Deputies in the Criminal Investigation Section represent the State Police in the prosecution of any type of case in the Municipal Court where the State Police request such representation and where there is no local municipal prosecutor.

The Organized Crime and Special Prosecution Section initiates investigations into local corruption and organized crime and presents the results to the Statewide grand jury. The Trial Section tries them, and assists county prosecutors in their trials.

The Trial Section represents the State Police in motor vehicle appeal cases in the county courts where the State Police request such representation or where the magistrate requests such representation. The Trial Section also represents the State Police in the county court on appeals from the municipal court in cases of drunken driving, driving on the revoked list, or reckless driving where the original complainant is a member of the State Police or the Motor Vehicle Division. The Trial Section prosecutes certain Title 34 violations, dealing with Labor and Workmen's Compensation where the defendant waives indictment and trial by jury.

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

With the advent of the Division of Criminal Justice, the Organized Crime Unit was placed within the Division as the Organized Crime and Special Prosecution Section. Legal resources available to the Organized Crime and Special Prosecution Section include its co-directors, two additional attorneys, one secretary and one investigative aide. The Section receives supportive services from the Division and from the State Police, especially the Intelligence Bureau, Criminal Investigation Section and Organized Crime Task Force Bureau. The responsibilities of the Section include the following:

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

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

- Furnishing general legal advice as required to the State Police units in the organized crime area, in addition to assisting other State Police components with peripheral organized crime responsibility, such as the Undercover Unit, the Narcotics Unit, and the Auto Unit.
- Coordination of State Police organized crime investigations with other agencies, including federal investigative agencies, county prosecutors, and prosecutive officials of neighboring states.

In 1970, sixteen sessions of the State Grand Jury were held, resulting in eleven separate indictments naming 42 defendants. Offenses included extortion, loan-sharking, conspiracy to commit murder, gambling, bribery of police and public officials, atrocious assault and battery, and narcotics violations. In two current cases where indictments were returned, county prosecutors have asked to be superseded for trials of the indicted individuals.

Police Training Commission

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

The Commission staff consists of 22 employees, 14 of whom are classified as professionals. The professional staff is composed of police and educational personnel, who have diversified backgrounds and academic credentials. The Commission's State budget for the 1970-1971 fiscal year was \$639,997.

During the Commission's last report year, 1969-1970, a total of 1,416 law enforcement officers were enrolled in fourteen certified schools for basic training programs; this represented a decrease of less than 1% under the preceding year when 1,431 attended the basic program. From the Commission's inception to the present, 8,565 law enforcement officers have attended these schools. The Commission promulgates a standard curriculum of a minimum of 240 hours of instruction in the standards course of study at the fourteen academies. All of the academies exceed the minimum requirement, averaging 329 hours of instruction. The Commission also certifies

instructors teaching the curriculum and performs inspectional services to insure compliance with Commission regulations and procedures.

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

During the year, 42 in-service courses were offered in the subject areas of Supervision, Laws of Arrest, Criminal Law, and Instructional Methods. A total of 855 law enforcement officials attended these courses conducted in the mobile classrooms.

In December of 1969, funds were allocated for the establishment of the Police Administrative Services Bureau within the Police Training Commission. At the written request of a Freeholder, Mayor or Police Chief, the Bureau provides management consultant services to law enforcement agencies, without remuneration.

Council of Educational Institutions for Law Enforcement (CEILE)

Initially, it was agreed that the colleges would not duplicate the programs promulgated by the Commission but, instead, would offer a core of courses designed to prepare leaders for the criminal justice system. In accordance with this, Ocean County College, Rider College and Rutgers University inaugurated associate degree programs during 1966 and 1967. Since then, eight additional programs have received the approval of the Department of Higher Education and a number of others are being formulated at present.

As other colleges expressed an interest in law enforcement education, they were encouraged to participate in periodic meetings. The New Jersey Council of Educational Institutions for Law Enforcement, an organization composed of representatives from community colleges, public and private four year colleges, the State University, the Police Training Commission, the Department of Higher Education, and representatives of Statewide law enforcement organizations, was the result of these meetings. The Council's first goal was to develop a master plan for the State which would include guidelines insuring quality law enforcement education programs.

These guidelines were prepared in a document, "A Plan for New Jersey Higher Education for Law Enforcement Personnel."

Law Enforcement Education Advisory Committee (LEEAC)

On recommendation of CEILE, the Chancellor of Higher Education approved the formation of the Law Enforcement Education Advisory Committee (LEEAC)

in February, 1969. Membership on this committee includes representatives of the following institutions and agencies: Rider College, Rutgers University, Ocean County College, Camden County College, Police Training Commission, New Jersey State Police, State Law Enforcement Planning Agency, New Jersey Department of Institutions and Agencies, Policemen's Benevolent Association, Chiefs of Police Association, and an at-large community representative.

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

In September, 1968, Richard J. Hughes, then Governor, signed into law a college scholarship bill authorizing the Police Training Commission to award scholarships in the aggregate of \$50,000. Approximately

560 officers competed for these scholarships at a Statewide competition held in October of 1968. These police officers are continuing their education at 24 colleges in New Jersey, New York, and Pennsylvania on a part-time basis, averaging 12 semester hours per year.

Approved law enforcement college and university programs in New Jersey continued to expand in 1970 with the inauguration of two new associate degree programs at Brookdale Community College and Union College. These additions bring to thirteen the number of colleges in the State offering approved programs for pre-service and full-time practitioner students. Two year degrees in law enforcement are now readily available in all geographical areas of the State. It is anticipated that 1971 will see a number of institutions offering law enforcement baccalaureate degrees to accommodate the number of students graduating from the two-year colleges who wish to continue their education. The following list indicates the number of law enforcement officers enrolled in each of the approved colleges:

**LAW ENFORCEMENT STUDENTS ENROLLED
IN APPROVED PROGRAMS - 1968-1970**

COLLEGE	FALL 1968	SPRING 1969	FALL 1969	SPRING 1970
Atlantic Community College	105	135	117	99
Bergen Community College	54	54	95	95
Brookdale Community College	0	0	30	30
Burlington Community College	0	0	6	6
Camden Community College	0	55	66	62
Cumberland Community College	60	65	65	65
Gloucester Community College	7	15	37	42
Middlesex Community College	0	0	35	35
County College of Morris	65	105	147	213
Ocean County College	126	151	145	161
Union College	58	58	82	79
Rider College	62	62	85	101
Rutgers University	163	190	220	255
TOTALS	700	890	1,130	1,243

THE NEW JERSEY ADJUDICATION SYSTEM

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

The Courts in New Jersey

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

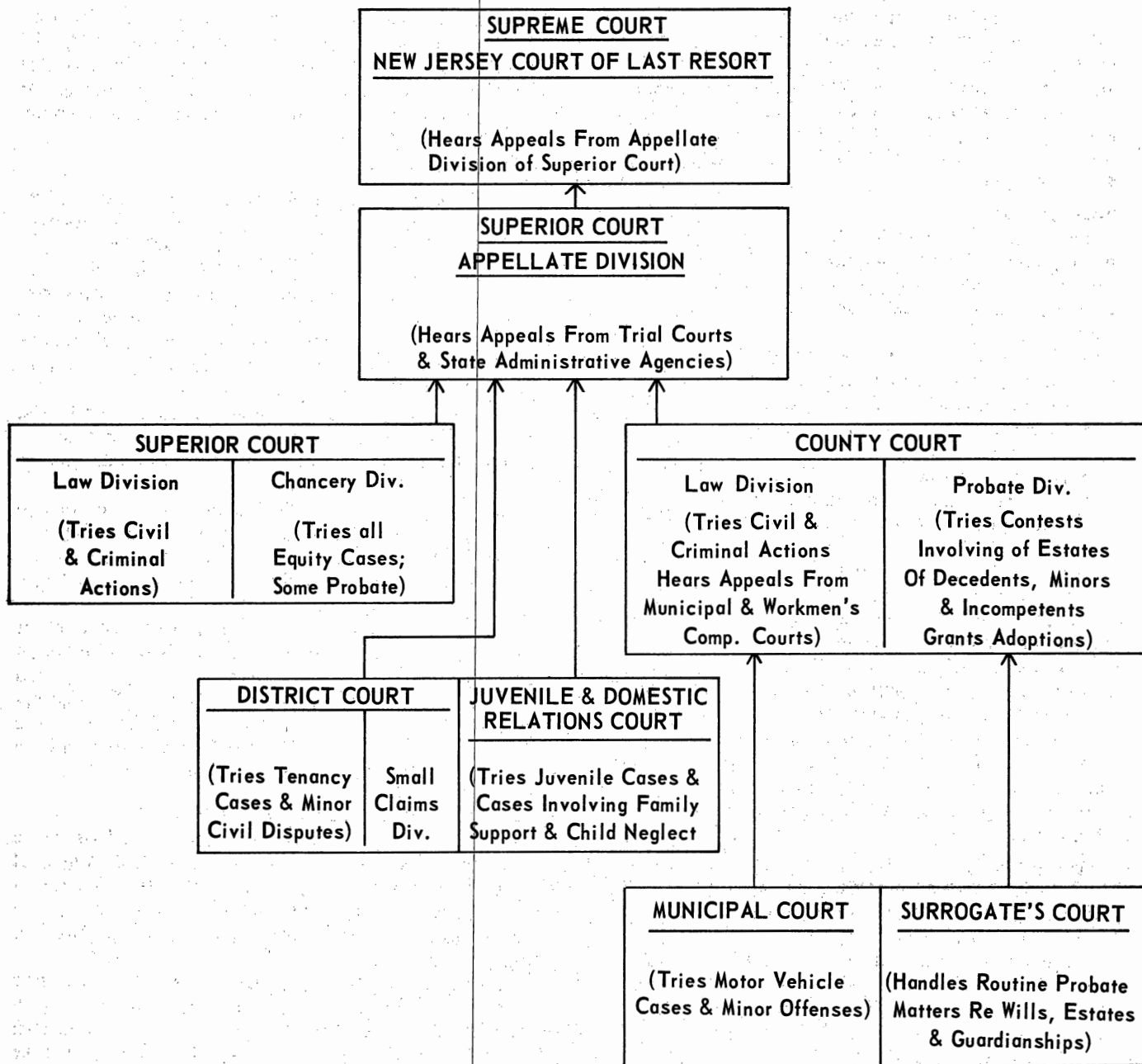
The Administrative Office of the Courts gathers and interprets statistics concerning the status of litigation in the State judicial system. It recommends certain adjustments to alleviate present court congestion and

prepares projections on future needs of the judicial system. The Office also provides in-service training for both judges and supporting personnel, staff assistance to the several standing and special committees appointed by the Supreme Court, and is secretariat for judicial conferences held throughout the year.

The State provides accommodations for the Supreme Court and part of the Superior Court (Appellate

Division and Chancery Division only) and the clerks thereof. The county is charged with providing court facilities for the Law Division of the Superior Court, the County Court, the Juvenile and Domestic Relations Court, and County District Court, and their support functions. A municipality having a Municipal Court must provide space for the court and any other services it requires.

NEW JERSEY COURT SYSTEM



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

The year 1968-1969 is the last one for which fiscal data on the New Jersey court system is available. The State's data is based on a July 1 — June 30 fiscal year; the county and municipal information is based on a calendar year. The total expenditures for the courts by the State, counties, and municipalities were \$40,110,907, and total revenues were \$32,163,894. The relative burden of total expenditures was: State, 20%, counties, 66% and municipalities, 14%. The State appropriation for the judiciary was only 0.6% of a total State budget of \$1,577,457,466.

Supreme Court

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

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

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

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

Superior Court

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

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

- The Law and Chancery Division of Superior Court;
- County Court;

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

The Law Division has general jurisdiction in all cases, civil and criminal, and under the rules may hear actions filed "in lieu of prerogative writ." The Chancery Division is divided into two parts, general equity and matrimonial. The Law and Chancery Divisions may each exercise the powers and functions of the other division, subject to the rules of the Supreme Court, plus six additional judgeships when certified by the Chief Justice as necessary to hear Meadowland disputes. County Court judges can be temporarily assigned by the Chief Justice to sit in the Superior Court. The terms of appointment, tenure, and retirement of judges of Superior Court are the same as accorded to Supreme Court Justices.

County Court

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

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

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

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

Inferior Courts of Limited Jurisdiction

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

The Surrogate is the only judicial officer in the State elected to office. He serves a five-year term at a salary that by law may be fixed by the county board of chosen freeholders. The Surrogate is both clerk and judge of the

court, and clerk of the Probate Division of the County Court. He has jurisdiction over wills submitted for probate, trusts, guardianships, and administration of interstate estates. He may not, however, hear any contested matters. An office of the Surrogate exists in each county.

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

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

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

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

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

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

criminal or penal jurisdiction is as follows:

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

Judges

Judges in New Jersey have always been appointed. Depending upon the municipality's form of government either the mayor or the governing body may appoint the municipal court judge. The judge serves a three-year term at a salary fixed by ordinance. If there is a joint court serving two or more municipalities, the appointment of the judge is by the Governor, with the advice and consent of the New Jersey State Senate. The post is usually a part-time one and the judge may continue in private practice. In 1970, 523 municipal courts, including 16 joint courts, presided over by 402 judges, serve 567 municipalities. Compensation is determined by the municipalities involved through duly adopted ordinances.

Constitutional provisions and State laws pertaining to judgeships are intended to provide for a qualified and competent judiciary having a large measure of political and economic independence. Supreme Court, Superior Court, and County Court judges must have been admitted to the New Jersey Bar for at least ten years prior to appointment. They are prohibited from holding other paying State or Federal positions, and they must resign from the bench if they become candidates for public office. Supreme Court and Superior Court judges may not practice law or engage in any other gainful pursuit. The Constitution prohibits their salaries from being reduced during their terms. Part-time municipal and county judges may carry on private law practices, subject to limitations involving conflicts of interest. All judges must be attorneys except in the case of previously appointed lay municipal court judges. They may be reappointed until they retire. Judges of the three

constitutional courts are subject to impeachment or to compulsory retirement if incapacitated. The judges of the Superior Court and County Courts are subject to removal from office by the Supreme Court for such causes and in such manner as provided by law.

COUNSEL BEFORE THE COURT

Prosecution

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

The County Prosecutor generally concentrates his energies on serious crimes, while lesser offenses such as traffic violations and disorderly persons offenses are handled in Municipal Courts by municipal prosecutors or by the Municipal Court Judge. Except where a defendant has waived his right to indictment by a grand jury, all cases that are prosecuted are first presented to a grand jury.

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

For these reasons, among others, Senate Bill No. 448 was enacted into law on February 9, 1970, creating full-time prosecutors in certain more populous counties. The law, Chapter VI, Laws of 1970, stipulates that prosecutors appointed on or after January 20, 1970, will devote full-time to the duties of office and not engage in the practice of law or other gainful employment. The law applies to counties of the first class, i.e., more than 600,000 population (Bergen, Essex, and Hudson), counties of the second class having a population in excess of 265,000 according to the 1960 census (Camden, Mercer, Middlesex, Passaic, and Union), and counties of the fifth class with a population in excess of 265,000 according to the 1960 census (Monmouth). Prosecutors already in office in those counties on the effective date of the Act may choose to devote full-time to their duties by filing notice to the Governor, Attorney General, the

Secretary of State and the Clerk of the County Board of Freeholders. The Act also provides that full-time prosecutors receive the same annual salary as full-time judges of the County Courts, and that assistant prosecutors must also devote full-time to the duties of the Prosecutor's Office rather than practice law or pursue other gainful employment.

The Attorney General administers the affairs of any of the twenty-one county prosecutor's offices when there is a vacancy in the Office of the Prosecutor; when the prosecutor requests his aid because of a conflict of interest; when an assignment judge or a grand jury requests his assistance; when the Board of Chosen Freeholders requests the Attorney General to assume administration in the county; or, at the Governor's written request. Whenever one of the aforementioned situations arises and the Attorney General is asked to supersede the county prosecutor; the prosecutor and his staff retain only those powers and responsibilities required of them by the Attorney General (Chapter 74, Laws of 1970). The Criminal Investigation Section of the Division of Criminal Justice, Department of Law and Public Safety, act as prosecutors. The Criminal Investigation Section's staff attorneys may prosecute cases at the request of the county prosecutor.

The county prosecutors are obliged to make annual reports to the Attorney General on the performance of their duties and the operation of their offices and must also make any other reports that the Attorney General may require. The Attorney General is authorized to administer the affairs of any of the twenty-one county prosecutor's offices when a vacancy in the office occurs whereby he assumes the power and authority commensurate with that of the county prosecutor and is compensated by the county treasury for his service.

The first of a series of four training programs financed under a grant from the Law Enforcement Assistance Administration began in October, 1970. The program, attended by 17 assistant county prosecutors was designed to improve practical skills in operating a county prosecutor's office; this includes supervision of criminal probes, constitutional problems, grand jury work and trial work. Other formal specialized courses are available to members of the prosecutor's staff on an infrequent basis.

Defense

By court rule and case law, an accused must be advised of his right to defense counsel when he is first interviewed. He is entitled to have counsel assigned if he is unable to afford counsel.

The right to counsel extends to all criminal judicial proceedings — the preliminary hearing, the trial, the appeal, the petition for post-conviction relief, and any hearing dealing with the revocation of probation.

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

and to represent indigent juveniles in the Juvenile and Domestic Relations Court. The New Jersey Legal Services Projects may represent indigents on non-indictable offenses, indictable offenses up to the preliminary hearing, and certain civil matters.

Office of the Public Defender

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

The services of the Office of the Public Defender are rendered in the county courts of New Jersey, the Juvenile and Domestic Relations courts, and in the State's Municipal Courts, where entitled by law. In addition, convicted indigent defendants are represented by the Office of the Public Defender on appeals and, as may be needed, in other post-conviction proceedings.

The primary goal of the Office of the Public Defender, as set forth by the State Legislature, is to realize the constitutional guarantees of counsel in criminal cases for indigent defendants by means of an established system in order that no innocent person may be convicted for inability to afford counsel, and that the guilty be convicted only after a fair trial. Once an affidavit of indigency is filed, the court refers the accused to the Public Defender's Office where investigators are assigned to determine the validity of the claim.

Another reason for the establishment of the Office of the Public Defender was to spare county government and local taxpayers the expense of paying for legal representation for indigent defendants as required by the ruling of the New Jersey Supreme Court.

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

The headquarters section is composed of the Public Defender and Deputy Public Defenders, who handle liaison work in the Northern and Southern Regions and supervise the Statewide juvenile program, as well as the appeals section in Newark. The statute provides for 93 trial attorneys, 15 appellate attorneys, 46 investigators and pools of private attorneys maintained to participate on a case basis.

This practice of maintaining private attorneys insures interest in the administration of criminal law, provides

expert assistance where required and enables the Public Defender to avoid conflicts of interest where multiple defendants are involved. In accordance with the terms of the Act, a schedule of rates paid in compensation for services rendered by trial pool attorneys has been established. The Public Defender formulates overall policy and directs the program's administration.

The regional offices cover areas comparable to the jurisdictions of Superior Court Assignment Judges, and are responsible for supervising case-loads, maintaining the volunteer attorney pools, and supervising reports to the headquarters of cases received and their disposition. Assistant deputy public defenders are assigned to a region on the basis of caseload and the number of criminal court judges in each county. In addition to the aforementioned duties, the staff attorneys make court appearances at night, interview witnesses, visit defendants at the various institutions and render emergency assistance in court.

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

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

In addition to his other responsibilities, the Public Defender allows for time to work with interested groups and individuals regarding the problem of criminal conduct, and the effective rehabilitation of convicted criminals.

As of June 30, 1969, the office had received 23,802 cases and disposed of 14,379 or 60% of them to that date. The costs are borne entirely by the State, and in fiscal 1970-1971, \$3,144,953 was appropriated for operations, augmented by a supplemental appropriation of \$518,000 by the Legislature on March 19, 1970 (S. 484 - Chapter 20, Laws of 1970).

Legal Services Projects

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

In 1970, there were 14 projects located in New Jersey,

generally as part of community action agencies, but operative out of 33 county and neighborhood law offices. O.E.O. grants pay 80% of the operating costs of the projects and the balance is raised locally, usually by county appropriations or bar associations. The Department of Community Affairs provided \$814,300 to these projects in fiscal 1969-1970 to meet local share costs of legal services grants awarded by the U.S. Office of Economic Opportunity.

The applicant for legal assistance must swear to an affidavit of indigency.

CORRECTIONS IN NEW JERSEY

State Government Corrections

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

The Division of Corrections and Parole develops programs and operates institutions and agencies directly concerned with corrections at the State level. Its components are two staff bureaus (the Bureau of Programs and the Bureau of Operations), two operational bureaus (the Bureau of Parole and the Bureau of State Use Industries), fourteen correctional institutions, ten satellite camps, and a community residential half-way house.

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

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

The Bureau of Parole investigates requests for parole planning from in-State and out-of-State sources, develops parole placements and completes special, related investigations as requested. To implement these programs, the Bureau operates from nine district offices strategically located throughout the State; from institutional parole offices in the major correctional institutions, and from a central office in Trenton. Staff consists of 227 employees; 157 of whom are parole officers and supervisors. As of June 30, 1970, there were 5,762 cases under supervision in New Jersey from in-State and out-of-State institutions, for an increase of 7.5% over the previous year.

CASELOADS

YEAR ENDING	CASES UNDER SUPERVISION IN NEW JERSEY	NUMERICAL INCREASES	PERCENTAGES OF INCREASE OVER PRIOR YEAR
6-30-66	4981	22	0.4%
6-30-67	5430	449	9.0%
6-30-68	5335	-95	-1.7%
6-30-69	5351	16	0.3%
6-30-70	5762	429	7.5%

Special projects currently operational in the Bureau of Parole include:

- A specialized caseload of adult parolees having a history of narcotic usage. Two years experience with this caseload, measured against a control group, shows less arrests, better employment record, and less narcotic involvement. A similar project has been initiated for juveniles.
- Specialized caseloads of juveniles encompassing prior violations, of minimum discharge cases, and of mothers of out-of-wedlock children. Data on these special caseloads are not presently available.
- Inauguration of the first New Jersey community-based parole facility, located in a low-income housing complex in Jersey City which operates 24 hours a day, 7 days a week. The project is program-oriented to provide treatment not currently available in the average caseload. It is also being used as a possible alternative to institutional recommitment, and as a training and orientation center for parole officers.

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

- A study sponsored by the Rutgers School of Sociology which examines the "Socializing Effects of Girl Friends or Wives on Male Parolees." The study seeks to determine the values of meaningful relationships on parolee success rates.
- A Federally funded project, "Parole Techniques Study," sponsored by the Division of Correction and Parole, to determine those techniques in the treatment process which aid parolees in community adjustment.
- Cooperation of the Bureau of Parole with the National Probation and Parole Institutes "Uniform Parole Reports" resulted in a parole outcome study for a one year period. This study will permit the Bureau to evaluate New Jersey parolees against national statistics.

The Bureau of State Use Industries provides inmate production occupations for the manufacture of goods that are sold to and for the use of governmental agencies. In 1970, the Bureau operated 24 shops, accommodating 29 industries in six institutions.

There are 830 inmates at the prison reformatory complexes and nine residents of the Edward R. Johnstone Training Center who are employed full-time in the shops, an increase over last year. Wages paid to

inmate workers in the past fiscal year for State Use production totaled \$85,436, up to 29.8% from last year. A voluntary citizen State Use Advisory Council serves in an advisory capacity to the Bureau's operations.

State Prison Complex

The State prison complex consists of three major institutions, Trenton Prison, Rahway Prison, and Leesburg Prison — as well as three camps — West Trenton satellite of Trenton Prison, Rahway Camp and Marlboro Camp satellites of Rahway Prison. The prison complex population as of June 30, 1970, totaled 3,172 inmates. This represented a 1% decrease from the same period of the previous year. They were distributed accordingly:

Trenton Prison	1,351
West Trenton Unit	165
Rahway Prison	1,239
Marlboro Unit	134
Leesburg Prison	283

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

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

The 1970-1971 fiscal year operating expenditures budgeted for Trenton Prison and its satellite are \$3,383,308; the budget for Rahway Prison and its

satellites is \$2,575,526; and the Leesburg Prison operating budget totals \$1,523,794.

State Reformatory Complex

The State reformatory complex consists of three major institutions — the Youth Reception and Corrections Center, Bordentown Reformatory, and Annandale Reformatory; five camps designated West Trenton Unit — a satellite of Youth Reception and Correction Center; the Neuro-Psychiatric Institute Unit and the New Lisbon Unit of Bordentown Reformatory; and the Stokes Forest and High Point Units of Annandale Reformatory; and, the Robert Bruce House — a community half-way house, administered by the Youth Reception and Correction Center.

As of June 30, 1970, the reformatory complex had a total population of 2,135, a 9% increase over the same period of the previous year, distributed as follows:

Youth Reception Center	198
Youth Correction Center	531
West Trenton Unit	40
Bordentown Reformatory	636
Bordentown Unit at Neuro-Psychiatric Institute	48
Bordentown Unit at New Lisbon	64
Annandale Reformatory	531
Annandale Unit at Stokes Forest	48
Annandale Unit at High Point	39

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

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

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

The Youth Reception and Correction Center and its satellite have 298 staff positions: 159 custody staff positions, 73 positions in medical, social service, psychology and education areas, and the remaining staff positions are in industrial, maintenance, trade and support activities. Bordentown Reformatory and its satellites have 239 staff positions: 146 in custody, 30 in medical, social service, psychology and education areas, and 63 positions in industrial, maintenance, trade and support activities. Annandale Reformatory and its satellite units have 216 positions: 125 custody staff positions, 29 medical, social service, psychology and education positions, and 62 staff positions in industrial, maintenance, trade and support activities.

Appropriated funds for operating expenses in the reformatory complex of institutions for the current fiscal year are as follows: Youth Reception Center and its satellite, \$2,851,644; Bordentown Reformatory, \$2,285,317; and Annandale Reformatory, \$2,246,321. The West Trenton Unit funding and staff is included in the appropriations for the three major institutions of the reformatory complex.

The community half-way house, or Robert Bruce House, was established in 1962 upon the approval of a grant from the National Institute of Mental Health. When the Federal grant was terminated, the Robert Bruce House became administratively a part of the Youth Reception and Correction Center. The Robert Bruce House is located in downtown Newark close to transportation facilities and employment opportunities; it provides a supportive environment for parolees from the reformatory complex who are without friends and relatives to assist them in their re-entry into society. Room and board, group and individual counseling is available to all residents, as well as guidance in securing employment. The length of residence is approximately three months for the average parolee. The House can handle as many as 20 parolees and is staffed with a director and four assistants.

It is anticipated that some minor program changes will be made soon. Opportunities will be provided to house, on a temporary basis, homeless parolees referred by the Bureau of Parole. It is also anticipated that a few beds, perhaps five or six, will be made available for work release candidates. Primarily, these beds will be provided for inmates returning to the general area of the Robert Bruce House upon release on parole. During the past fiscal year, 91 parolees were admitted and 81 were released in contrast to the 70 admitted and 77 released the previous fiscal year. The operating budget for the current fiscal year is \$50,274.

Training School Complex

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

The Training School for Boys began receiving commitments in January, 1969. The facility consists of twelve brick cottages arranged in a horseshoe pattern facing an all-faith chapel. It can accommodate 200 boys

between the ages of eight and thirteen, thus permitting the separation of first and very young offenders from the influence of older more sophisticated delinquents. The training school is a self-contained school, providing small academic and remedial classes, psychiatric and school services, arts and crafts, and an indoor-outdoor recreation program. It is located adjacent to the Neuro-Psychiatric Institute at Skillman. The population at the Training School for Boys, as of June 30, 1970, was 175, almost double of what it was the previous year.

The State Home for Boys is a cottage-type facility for juvenile male commitments between the ages of eight and sixteen. The correction program is concerned with developing good work habits, preliminary training in certain skills, and vocational and social interests. In addition, there is individual and group counseling, and formal schooling available to the inmates. The population at the State Home for Boys, as of June 30, 1970, was 260 and, in addition, there were 23 boys in residence at the Wharton Tract Satellite Unit.

The Training School for Boys; staff complement totals 144; 71 of these positions are custodial; 38 are medical, social service, psychology, and education positions; and 35 are in maintenance, trade, and support activities. The State Home for Boys has 273 staff positions; 132 of which are custodial positions; 56 are medical, social service, psychology, and education positions; and 85 are in maintenance, trade, and support activities.

The 1970 budget for operations at the new Training School for Boys was \$1,151,353. Operating expenses at the State Home for Boys in 1970 was \$2,431,391.

State Home for Girls

The State Home for Girls in Trenton, New Jersey, is an institution for juvenile delinquent females between the ages of eight and seventeen. Population figures at the State Home for Girls as of June 30, 1970, shown 98 in residence at the main institution and eight in residence at the community pre-release center. Many of the girls committed have had previous institutional or probation experience.

The staff consists of 139 employee positions; 57 are custodial positions; 29 are medical, social service, psychology, or educational positions; and 53 are maintenance, trade, and support activities. The operating budget for the State Home for Girls for 1970, including its community residence, totals \$1,206,197.

State Reformatory for Women

Clinton Farms is a cottage-type institution for females sixteen years and over. The population as of June 30, 1970, was 246 with eight of these at the community center. Over one-half of the women are under 21, and their offenses range from juvenile delinquency to homicide. The reformatory operates a residential community center in the town of Clinton where women gain experience in community living while still in inmate status. Staff positions total 226; 108 are custodial positions; 31 are medical, social service, psychology, and

education activities positions; and 87 are in industrial, maintenance, trade, and support activities. The 1970 operating budget for Clinton Farms and its satellite was \$1,849,748.

Residential Group Centers

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

Boys at the Warren residential group center, which opened in 1970 in northern New Jersey, work at a fish hatchery operated by the State Department of Conservation and Economic Development. In 1961, Turrell, the first such residential unit for girls, was established in central New Jersey. The fourth and newest center, Ocean residential group center, was opened in southern New Jersey in 1963. Turrell girls help care for geriatric patients at Marlboro State Hospital, and the boys at Ocean work at the State Game Farm.

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

The number of residents at each residential group center ranges from fourteen to twenty at any one time. Each facility has a staff of six, including a superintendent and assistant superintendent. The 1970-1971 fiscal year operating budgets for the centers are: Highfields — \$70,503, Warren — \$63,080, Ocean — \$79,428, and Turrell — \$68,502.

Inmate Services

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

laundry, located at Rahway Prison, and a regional bakery, located at Trenton Prison, provide services for State institutions located in these geographic areas. In 1970, some 750 minimum security inmates provided services to other State institutions and agencies.

Training

The Division of Correction and Parole conducts a number of training programs for its operational unit staffs. In the 1970 fiscal year, monthly one-day orientation programs for new employees reached 460 new staff members in 68 different job categories.

Ninety-eight line personnel attended the basic line employees training school, and 120 persons took part in a rather sophisticated training program for group counselors. Supervisory, managerial and executive training seminars were expanded during the year to see 153 staff attending programs at that level. In addition, the development and implementation of an advanced pilot program for experienced line personnel was instituted during the year, with 70 key line people participating.

The Division Group Counseling Workshop Series, initiated last fiscal year, continued this year and proved again to be one of the more significant training efforts of the Division. Seventy-two persons were included in the Basic Workshop Series, and 49 took part in the Advanced Workshop Series. The Series emphasize the intent and techniques of group counseling.

In addition to these, 20 persons participated in training programs sponsored by the Department of Institutions and Agencies, and 69 persons received training through the Civil Service Department.

Inspection and Consultation Services

The Division of Correction and Parole is legally responsible for inspecting county jails, workhouses, and penitentiaries, county juvenile detention shelters, and municipal police lock-ups. The Division also inspects the physical plant and custodial operations of its own institutions. Inspections are made to insure that facilities safely contain prisoners, provide the necessary comforts, and insure the separation of juveniles from adults, as well as females from males. During the last fiscal year, Division of Correction and Parole staff inspected all 248 of the State's municipal lock-ups; all fifteen juvenile detention homes; four penitentiaries and workhouses, two county jail annexes, and all of the twenty-one county jails.

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

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

variety of services, but are not eligible for other benefits of the complete program.

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

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

Probation

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

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

A report still in process, and as yet unofficial, indicates that during 1970 calendar court year (September 1, 1969 — August 31, 1970) there were 558 probation officers of all ranks, including supervisors, working in the 21 county probation departments. Cases on probation for supervision as of August 31, 1970, as a disposition of the County, Municipal, and Juvenile Courts are shown in the following chart along with staff complements of probation officers and senior probation officers engaged in actual case supervision.

COUNTIES	CASES	STAFF	CASE-STAFF RATIOS	(AUGUST 31, 1970) BUDGET
Atlantic	534	9	1:59.3	\$ 195,018
Bergen	2,293	43	1:53.3	807,900
Burlington	1,330	10	1:133.0	214,845
Camden	1,401	18	1:77.8	415,385
Cape May	786	5	1:157.2	108,451
Cumberland	396	4	1:99.0	126,160
Essex	6,779	136	1:49.9	2,455,628
Gloucester	410	11	1:37.2	184,020
Hudson	879	37	1:77.8	752,600
Hunterdon	412	2	1:206.0	64,352
Mercer	1,150	18	1:63.8	376,000
Middlesex	1,411	36	1:39.1	501,198
Monmouth	3,390	21	1:161.4	354,501
Morris	1,571	17	1:92.4	370,971
Ocean	1,262	9	:140.2	108,000
Passaic	4,345	49	1:113.1	950,722
Salem	679	6	1:113.1	86,000
Somerset	663	17	1:39.0	307,897
Sussex	143	5	1:28.6	101,684
Union	2,279	37	1:61.6	686,500
Warren	271	7	1:38.8	99,500
Totals	34,384	497	1:69.1	\$9,367,335

In addition to supervising activities, the probation department conducts investigations and prepares presentence reports for the courts. In calendar court year 1970, the twenty-one county probation departments conducted some 28,769 investigations. Probation departments also collect and disburse support payments. In 1970, more than 64,000 of these cases were supervised by probation departments. Although investigators and subprofessionals are increasingly used to handle routine tasks, the support collection operations of probation still consume significant blocks of professional time in detriment to caseload responsibilities.

Municipal Government Corrections

Corrections at the municipal level in New Jersey consists of the police lockup. There are 248 police lockups distributed throughout the State. Each lockup accommodates from one to over fifty prisoners for the temporary detention of those who await Municipal Court hearing and cannot be released. These persons are considered to represent a danger to themselves or other, or they are unable to post bail.

Usually, prisoners are kept in the municipal police lockup only for a night or weekend, although some prisoners may be kept longer if special circumstances warrant (i.e., overcrowded conditions in the county jails). Since municipal lockup detention is for a very limited period, there are not correction programs or social services rendered at this level.

COMMISSIONS

State Commission of Investigation

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

The primary and paramount statutory responsibility vested in the Commission is set forth in Section 2 of the Act. It provides that the Commission shall have the duty and power to conduct investigations in connection with:

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

Further, Section 3 provides that at the direction of the Governor or by concurrent resolution of the Legislature, the Commission shall conduct investigations and otherwise assist in connection with:

- The removal of public officers by the Governor;
- The making of recommendations by the Governor to any other person or body, with respect to the removal of public officers;
- The making of recommendations by the Governor to the Legislature with respect to changes in or

additions to existing provisions of law required for the more effective enforcement of the Law.

Constituted as an investigative body, the Commission is empowered to hold public or private hearings throughout the State in its fact-finding capacity, and is authorized to compel testimony and production of records and confer immunity on witnesses.

The Act provides that two members of the Commission shall be appointed by the Governor, one by the President of the Senate and one by the Speaker of the General Assembly, each for five years. The Governor is granted power to designate one of his appointees to serve as chairman. Not more than two of the four members shall belong to the same political party. Professional staff includes an executive director, four counsels, and an administrative assistant.

In 1970, more than 80 witnesses were subpoenaed to give testimony on various inquiries in private, formal hearings presided over by Commission members and held in various parts of the State. One hundred and eight subpoenas were issued for production of public and private records and files.

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

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

Waterfront Commission of New York Harbor

The Waterfront Commission of New York Harbor is an interstate agency created by Compact of the States of New York and New Jersey and approved by Congress in 1953. The Commission was established to eliminate corrupt practices on the waterfront by licensing people and companies to work or engage in businesses on the waterfront, and to enforce the law at the piers and other waterfront terminals throughout the Port of New York District. This district encompasses all of the deepwater facilities in New York and New Jersey within the metropolitan New York area.

Spiralling organized crime activities at the major airports in the two States during 1970 led to legislative and gubernatorial approval to expand the Commission's jurisdiction to include the airports. The measure which would include licensing cargo handlers and policing airport facilities to stop rampant theft and pilferage is presently undergoing Federal Congressional hearings.

As a police agency, the Commission has the power to issue subpoenas to compel attendance at hearings and to take testimony under oath. Specific duties include combating crime on the waterfront, regulating hiring practices, stabilizing the work force, and protecting

workers from exploitation by employers or union leaders. There are two commissioners, one each appointed by the Governors of New York and New Jersey for three year terms. The staff consists of 13 attorneys, five investigative accountants and 64 special agents with full police powers in the Port of New York and New Jersey. The Commission has broad investigatory powers to inquire into corrupt or criminal conditions that may exist in waterfront matters in either State.

The Waterfront Commission is supported exclusively by an assessment upon waterfront employees of a statutory 2% of the wages paid to persons licensed or registered by the Commission. In fiscal year 1971, there were 260 employees and an operating budget of \$3,842,274. The Commission operates 14 employment centers, four of which are in New Jersey. To qualify for employment a worker must be registered and entered in the Longshoremens Register. Pier superintendents, hiring agents, pier guards, and stevedoring companies must be licensed, and these licenses may be denied or revoked for specific criminal activities or violations of the Waterfront Commission Act. Following public revelations that criminal elements had infiltrated some waterfront businesses, such as trucking and warehousing, the Commission's jurisdiction was extended in 1969 to include these businesses. The Commission is investigating information that organized crime is endeavoring to place persons in key positions on the waterfront for the purpose of gambling, loansharking, larcenies, and other illegal activities and thereby exert a more powerful criminal influence on the waterfront and derive substantially more income through such influence.

On July 9, 1970, the Law Enforcement Assistance Administration approved a discretionary grant in the amount of \$251,544 to the New Jersey State Law Enforcement Planning Agency to be implemented by the Waterfront Commission. The funded project, entitled "Regional Organized Crime Intelligence System New York - New Jersey Waterfront", is devoted to the elimination of the aforementioned gambling, loansharking and larcenous activities of organized crime on the bi-state waterfront. Presently, intelligence reports on organized crime activities in the port are being gathered which will result, hopefully, in the accumulation of evidence of law violations by people working in concert with organized crime figures.

Criminal Law Revision Commission

This legislative Commission was established, pursuant to Chapter 281 Laws of 1968, to study and review the statutory law pertaining to crimes, disorderly persons, criminal procedure and related matter, as contained in Title 2A of the New Jersey Statutes and other laws, and to prepare revisions for enactment by the Legislature. The purpose of such revisions is "to modernize the criminal law of New Jersey so as to embody principles representing the best in modern statutory law; to eliminate inconsistencies, ambiguities, outmoded and

conflicting, overlapping and redundant provisions; and to revise and codify the law in a logical, clear and concise manner." The Commission received an appropriation of \$50,000 in fiscal 1969, and is expected to deliver a final report to the legislature by April 1, 1971.

REGULATORY AGENCIES

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

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

On May 21, 1970, the Legislature passed the "New Jersey Antitrust Act" and appropriated \$100,000 towards implementation. This new Act prohibits restraints of trade which are secured through monopolistic practices and which act or tend to act to

decrease competition between and among those engaged in trade and commerce (Chapter 73, Laws of 1970).

Office of Consumer Protection

The Office of Consumer Protection, located in the Division of Law, Department of Law and Public Safety, was created in 1967 as a successor to the Bureau of Consumer Frauds. In 1970, with a staff of 199, this office processed approximately 13,140 complaints and had a backlog of some 10,804 cases. Two hundred hearings were held during the year and \$500,000 was recovered. Half of its cases fall within five categories: home improvement, automobile sales and repair, household appliances and television sets, rugs and furniture, and books and magazines.

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

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

If the Office lacks specific authority to rectify a grievance, the complaint is channeled to the appropriate agency and the Consumer Protection Office does a follow-up to see that the complaint is processed to the citizen's satisfaction.

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

Bureau of Securities

To prevent fraud in the sale of securities, all persons selling securities, including stock in housing cooperatives, within or from the State must pass an examination and be registered with the Bureau of Securities. The Bureau, operating out of Newark, investigates complaints, conducts hearings, and is authorized by the Division of Law to impose penalties. When necessary, the Attorney General can seek sanctions from the courts against the individual or

corporation. In 1970, approximately 800 investigations and 150 hearings were held by the Bureau.

Division of the New Jersey Real Estate Commission

The New Jersey real estate commission, established in 1921, consists of five members, each of whom must be a resident of New Jersey and a real estate broker for at least ten years prior to appointment. The members of the Commission are appointed by the Governor for three-year terms and may be removed by him for cause upon notice. Necessary supportive personnel, office space and furniture are provided the Commission by the State Commissioner of Insurance, who works in liaison with them.

All applications for real estate broker or real estate salesman's licenses are made to the Real Estate Commission. To qualify for a broker's license, the applicant is obliged to serve a two-year apprenticeship as a licensed real estate salesman within this State.

The Commission promulgates rules and regulations for qualifying examinations and grants licenses to those who satisfactorily pass and have been adjudged to have sound moral character. Licenses are renewed on an annual basis upon request and payment of the annual fee without examination.

The Commission is empowered to investigate any reports of malpractice and may subsequently suspend or revoke the license of any broker or salesman who is found guilty of violating the statutes as specified in (N.J.S.A. 45:15-17). Prior to suspending or revoking a license, the Commission must formally notify the licensee of the charges made, and afford him the opportunity to be heard in person or by counsel. Final decisions or determinations of the Commission are reviewable by the Superior Court by a proceeding in lieu of prerogative writ.

Department of Public Utilities

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

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

As an administrative agency, the PUC promulgates rules which the regulated utilities must follow, investigates services, and grants or denies applications

for rate or service changes. The Board can order a company to improve services under penalty of losing its franchise. In such an event, it could order the company to buy new equipment and authorize it to float bonds and raise rates; but the PUC cannot compel a company to stay in business.

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

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

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

Departmental inspectors also go throughout the State to make the routine checks required by law. Every bus in the State that is a common carrier is examined for maintenance twice a year; railroad crossings and bridges are periodically observed for safety; railroad tracks and structures are inspected for soundness. Where inspections reveal the need for repairs or improvements, the Commission requires compliance within a reasonable time. The results of these inspections are also used by the department to allocate State funds in the grade-crossing elimination program. In 1970, there were 130 budgeted positions in the Department with an operating budget of \$1,561,422. Caseload data indicates that in the Accounts and Finance Division 300 formal proceedings were held, 250 orders and decisions issued, and 1,300 financial reports examined; in the Administrative and Legal Divisions, 900 decisions were issued and 60 pieces of legislative memoranda prepared; in the Engineering Division 455 formal proceedings conducted along with 500 field examinations; in the Motor Carrier Division, 86 formal proceedings were held, and 504 informal complaints investigated; in the Railroad Division 200 formal proceedings were held; and in the Rates and Research Division 275 formal proceedings were held and 600 informal complaints investigated.

Departments of Banking and Insurance

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

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

The Departments promulgate rules and regulations for the institutions they regulate and the individuals they license. Violators are subject to disciplinary proceedings. The Department of Banking periodically audits and examines the institutions its supervises. The Department of Insurance examines insurance companies, examines and issues licenses to all insurance agents and brokers, examines and audits insurance company statements, and conducts investigations of complaints. This Department is also responsible for the examination of rating companies (companies engaged in setting insurance rates) and advisory organizations and insurance company underwriting. It is the function of the Actuarial Bureau to analyze, review, and file policy forms, and investigate complaints. In fiscal year 1971, the Departments of Banking and Insurance had 276 budgeted positions and operating budgets of \$3,053,368. Caseload data indicates that 4,774 consumer credit organizations were licensed, and that 1,200 investigations were conducted; 30 insurance companies were examined, 86,614 agents licensed, and 6,500 insurance complaints investigated; and 290 examinations of savings and loan associations were conducted.

Division on Civil Rights

The Division on Civil Rights, pursuant to N.J.S.A. 18:25 et seq., is administered by the Attorney General, who is advised by a Commission on Civil Rights composed of seven non-salaried members. The Division conducts investigations and receives, investigates, and acts upon complaints alleging discrimination in employment, public accommodations or housing, against persons because of their race, creed, color, national origin, ancestry, liability for service in the

Armed Forces, age, sex or marital status. The field staff carries on investigations of these complaints, and conferences are held in attempts to settle the complaints by conciliation. Failures at conciliation result in public hearings, presided over by hearing examiners. The Division maintains a panel of five such examiners.

In the course of investigations, the Division is authorized to issue subpoenas for the production of witnesses or records and may request restraining orders from the court if there is reason to believe that failure to do so would result in remedies for the complainants vanishing. The Division may also ask the courts to enforce their directives if decisions and orders are ignored or not wholly complied with. The Division engages in programs of education for citizens of the State designed to promote good will and to minimize and eliminate all forms of discriminatory practices.

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

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

The Division works closely with groups in the State, by assigning field representatives as liaison with the 53 municipal civil rights commissions, and through mailings to human relations councils, fair housing groups, local chapters of national human relations organizations, civil rights leaders, and other local officials. There are branch offices in Newark, Paterson, Trenton and Camden, each supervised by an administrative manager. The deputy director is administrative supervisor for all bureaus and branches. Through its police-community relations training program, the Division conducts lectures for policemen at recruit training schools and at in-service training programs.

The Bureau of Affirmative Action supervises the contract compliance section. In addition to its regular staff, this Bureau has a project coordinator for the Federal grant awarded the Division by the Equal Employment Opportunities Commission (EEOC) to conduct a Statewide survey of compliance with Federal

law by major industrial firms.

The Education Bureau has a research and statistics section and a police-community relations program, both headed by a supervisor.

The Bureau of Housing Employment and Public Accommodations, along with the Education Bureau, might be called the Division's public relations section, dealing with all aspects of information, research and community relations.

In fiscal year 1970, the Division had 78 budgeted positions and a budget of \$783,808. The total complaint caseload indicates that 1,511 were reviewed during the year, of which 1,008 were closed and 583 were still pending action at end of year operations. Also, 800,000 pieces of literature and publications were disseminated, public meetings were held for 25,000 persons, 400 police training lectures were held, and 15,000 police manuals distributed. Under the Division's Affirmative Action Program 25 investigations were held, 10 special surveys were conducted, five special hearings were convened, and 10 educational projects were inaugurated.

Division of Motor Vehicles

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

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

The Division had a total of 1,786 employees in 1970 of which 236 were assigned to the Enforcement Bureau.

The total budget was more than \$17 million of which \$2,127,019 was allocated to the Enforcement Bureau. Caseload data for this Bureau for the first six months of 1970 indicates that 11,114 investigations were completed, 8,196 summonses were issued, 121,881 driver road tests were conducted, 1,980 driver clinic examinations held, and 3,376 people participated in the driver improvement school program.

Division of Weights and Measures

The Division of Weights and Measures, pursuant to N.J.S.A. 52:17B-3, is a regulatory and service agency with police powers, which sets standards for uniform weights and measures and methods of sales of commodities. The Division is located in the Department of Law and Public Safety, and is headed by a superintendent, appointed by the Governor, with the consent of the Senate, for a term coinciding with that of the Governor. In 1970, the Division operated with a staff of 65 and a budget of \$659,640. In addition, there are 21 county and 17 municipal offices, with a total staff of 121 members who are considered part of the Division of Weights and Measures, though they are locally appointed and paid.

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

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

The Superintendent of the Division of Weights and Measures also serves as the Commissioner of the Office of Amusement Games Control. In this position, he supervises the municipal licensing of operators of amusement games and the games themselves, whether of skill, chance, or both at recognized amusement parks, seashore or other resorts, and at agricultural affairs and exhibitions approved by the State Department of Agriculture. According to figures released July 24, 1970, for the period extending from July 1, 1969 to June 30, 1970, there were 169 budgeted positions, and workload data indicated that 661 licenses and 36,421 permits were

issued, 6,948 retail licensees' premises were inspected, uncovering 1,834 violations and 207 enforcement files were established. The Office of Amusement Games Control issued 662 licenses, inspected 1,511 premises, uncovering 124 violations.

Division of Alcoholic Beverage Control

The Division of Alcoholic Beverage Control, in the Department of Law and Public Safety, was established pursuant to N.J.S.A. 52:17B-3 to supervise the manufacture, distribution and sale of alcoholic beverages. Its activities include the issuance of manufacturing and wholesaling licenses and various types of special permits; the supervision of administration of municipal retail licensing activity, including the hearing of appeals therefrom; the enforcement of the law by making investigations on the basis of complaints received; having violators arrested and conducting disciplinary proceedings against licensees; the inspection of licensed premises; the general supervision of trade practices of the licensed industry; and all activities necessary in support of the foregoing objectives. The Division's principal office is located in Newark, with field offices at Hackensack, Morristown, Nixon, Long Branch and Bellmawr. According to figures released July 24, 1970, for the period extending from July 1, 1969 to June 30, 1970, there were 167 budgeted positions and workload data indicates that 814 licenses were issued and 38,100 permits issued, 9,000 retail licensees' premises inspected, uncovering 1,732 violations. There were 421 hearings held at the Division, and the budget was \$1,406,336.

Cigarette Tax Bureau

The Cigarette Tax Bureau, located in the Division of Taxation, and administratively part of the Department of the Treasury, pursuant to N.J.S.A. 54:40A-1 et seq. and N.J.S.A. 56:7-18 et seq., collects the taxes on cigarettes through the sale of stamps to license distributors and enforces the laws prohibiting sales of cigarettes at less than cost. In 1970, there were 73 budgeted positions in this Bureau, and activities included the issuance of 63,400 licenses, 52,000 investigations, and 400 audits. The budget was \$705,513.

Legalized Games of Chance Control Commission

The Legalized Games of Chance Control Commission, in the Department of State, pursuant to N.J.S.A. 5:8-1 et seq., is composed of five unsalaried members and supervises the administration of the Bingo Licensing Law and the Raffles Licensing Law. It establishes rules and regulations governing the issuance of licenses and the holding and conducting of games of chance, and enforces such regulations. In 1970, there were 16 budgeted positions, and the workload included the processing of 8,200 applications, 1,610 inspections, 1,520 investigations, 14 hearings, and the revocation of eight licenses. The budget was \$143,868.

Division of the New Jersey Racing Commission

The New Jersey Racing Commission, in the Department of Law and Public Safety, is a four

member, non-salaried, bi-partisan body, appointed by the Governor for a term of six years. The Commission is invested with the authority to grant permits to conduct the running of the harness race meetings in the State, at which pari-mutual wagering is revenue; licenses, fingerprints or screens all personnel working for or connected with track management; all horsemen and others engaged in the racing of horses; and all owners of any interest in the licensed tracks, to insure that no one connected with racing has even been convicted of a crime involving moral turpitude. The Commission oversees the actual conduct of races, takes chemical samples of horses for testing and holds hearings. In 1970, some 4,200 identification cards and 14,000 licenses were issued, and 15,500 resident affidavits filed. There were six budgeted staff positions and an operating budget of \$391,158.

Forest Park Service

The Bureau of Parks, in the Division of Parks, Forestry and Recreation of the Department of Environmental Protection, is responsible for maintaining, operating, and protecting the forest, park, and recreation areas of the State in such a manner as to provide optimum recreational conditions for use of these areas by the public. It also supervises the preservation and conservation of natural areas and historic sites and provides educational programs at these facilities for the public. In 1970, there were 254 budgeted positions and an operating budget of \$4,191,313.

New Jersey Marine Patrol

The New Jersey Marine Patrol is administratively part of the Boat Regulation Commission established in the Division of Resource Development of the Department of Environmental Protection. The Commission, in accordance with N.J.R.S. 12:7-34.1 et seq. and N.J.R.S. 12:7-44 et seq., provides for the numbering of power vessels on waters of the State, and establishes procedures for reporting boating accidents and furnishing accident statistics. The Marine Patrol is the enforcement arm of the Commission. In 1970, there were 27 budgeted positions, 104,000 boat licenses issued, 46,000 operators' licenses issued, 10,500 investigations, and 1,700 arrests. The budget was \$361,943.

Division of Fish and Game

The Division of Fish and Game, pursuant to N.J.S.A. 13:1B-23 et seq., is administered by a Director under supervision of the Commissioner, Department of Environmental Protection, and in cooperation with an advisory board consisting of 11 Councilmen, comprised of six sportsmen, three farmers and two commercial fishermen, who serve terms of four years. The Division is responsible for the proper development and management of fish and wildlife resources of the State. Activities of the Division include the acquisition of land for public hunting and fishing; outdoor recreation; habitat improvement on lakes, streams, marshes and uplands; propagation and stocking of game birds and game animals and fish; enforcement of the fish and game laws; and the promotion of conservation-education and

related functions. In 1970, there were 155 budgeted positions in the Division and the operating budget was \$1,828,237.

Division of Shell Fisheries

The Division of Shell Fisheries in the Department of Environmental Protection, pursuant to N.J.S.A. 13:1b-42 et seq., preserves and improves the natural shellfish beds as an economic resource of the State. The Division enforces shellfish laws and, through its organization of shellfish protectors, polices the Atlantic Coast from Raritan Bay to Cape May, and from Cape May to Hope Creek in Salem County near the head of the Delaware Bay. The Division also issues licenses for clamming and tonging, licenses oyster boats in Delaware Bay, collects fees, and surveys and maps all areas which are leased to oyster culturists. In 1970, the Division had 47 budgeted positions, issued some 12,000 licenses, and obtained 140 convictions for Shell Fisheries Law Violations. The operating budget was \$495,865.

INTERACTION BETWEEN POLICE, COURTS, AND CORRECTIONS

Interaction by the Police

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

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

State Level

The activities of the New Jersey State Police lend themselves readily to interaction with State-level agencies. The State Police maintain the State Civil Defense Center for the Department of Defense; collect information on crimes involving migratory labor for the Department of Labor and Industry; provide criminal investigation service for the Racing Commission at New Jersey race tracks; work with the Cigarette Tax Bureau of the Department of the Treasury; disseminate information on high air pollution for the Department of Health; participate in State planning conferences held by the Department of Community Affairs; and assist in curricula development at Trenton State College, a part of the Department of Higher Education. Members of the State Police Community Relations Unit also work closely with the Division on Civil Rights. The State Police locate and confiscate stills and illegal alcohol for the Division of Alcoholic Beverage Control. If a

homicide is committed, the State Police will help the medical examiner determine the cause of death. The Office of the Medical Examiner schedules seminars and supplies reference material to aid the State Police in their investigation of possible homicide. The Division of Weights and Measures maintains the scales used by the State Police in weighing trucks.

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

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

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

The New Jersey State Police have an academy offering basic, advanced, and specialized training for law enforcement personnel. In addition to the extensive training given to members, the New Jersey State Police Academy at Sea Girt provides resident courses ranging from pre-service and in-service training to advanced administration for local police. Members of other State agencies, such as the Department of Defense and the Department of Environmental Protection, are also trained at this academy. In addition, the staff of the State Police academy serves as visiting lecturers for the fourteen county police academies in the State. The New Jersey State Police conduct a larger variety of police training courses than any similar organization in the Nation.

In 1967, at the direction of the Governor, and in cooperation with the State's Department of Defense, the

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

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

Narcotics, gambling, and auto theft are three areas in which the highest degree of cooperation among State and local police forces is essential and most evident. In 1969, the State Police gave assistance to a great many local police departments in all phases of investigation.

Undercover investigations, supporting field investigations, and resulting raids on gambling were performed by the State Police to reinforce local efforts. During 1969, members of the Criminal Investigation Bureau conducted gambling raids in Mercer, Essex, Camden, Passaic, Middlesex and Hudson counties, resulting in 173 arrests, confiscation of more than \$73,000 and assorted gambling paraphernalia.

Undercover efforts on the part of the Narcotics Bureau during 1969, in cooperation with other agencies, resulted in 2,475 separate arrests of narcotic law violators and approximately \$5.5 million in confiscated, illegal drugs. Raids were conducted in all 21 counties.

Most State Police investigations of auto theft involved single car thefts as well as commercial auto theft cases. Many of these auto theft cases resulted in arrests for fraud, or for receiving stolen property. These arrests would not be possible without the cooperation of State and local police and the Division of Motor Vehicles.

Local Level

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

The Sheriff is the only elected law enforcement official in the State. As such, he is most sensitive to his role as emissary between the people and the system of courts, corrections and police. The duties of the Sheriff are varied. He provides custodial facilities, in 17 of the 21 counties, for arrestees awaiting adjudication and for those serving sentence after conviction. He also provides manpower and transportation for the movement of prisoners to and from municipalities.

The Office of the County Prosecutor receives assistance from local police in most investigations in preparation for trial. The county detective, a member of the Prosecutor's staff, works closely with the police in all investigations. Furthermore, in Essex and Passaic counties, the State Police assign their own detectives to the Prosecutor's offices. They assist in gambling control and other matters as required.

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

In the rural areas of New Jersey, cooperative agreements regarding all police activity exist at the local and State levels. Personnel are shared in emergency situations; each town dispatches their available cars to assist their neighboring towns. During the 1970 civil disorders in Asbury Park, New Jersey, weapons, ammunition, equipment, and personnel were supplied by surrounding towns on an assignment basis.

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

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

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

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

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

INTERACTION AMONG POLICE, COURTS, CORRECTIONS AND COLLEGES AND UNIVERSITIES

Law Enforcement Education Program

Under the provisions of Section 406 of the Omnibus Crime Control and Safe Streets Act of 1968 (Public Law 90-351), 21 colleges and universities in New Jersey are participating in the Law Enforcement Education

Program (LEEP). The purpose of the LEEP is to upgrade the performance of those engaged in the administration of criminal justice by encouraging attendance at colleges offering courses generally related to their vocational development, and also to encourage college students to enter criminal justice occupations.

Both loans and grants are provided under the program. The student loan program provides up to \$1,800 per academic year to full-time students in college study directly related to law enforcement. The loan is forgiven at the rate of 25% for each year of full-time service in law enforcement after completion of the program of study. The grant program provides a stipend up to \$200 per quarter or semester for tuition and mandatory fees. Only currently active law enforcement personnel enrolled as part-time or full-time students are eligible.

In fiscal 1971, twenty institutions were awarded \$215,880 and 1,057 persons in various agencies of criminal justice in New Jersey received \$116,995 in academic assistance grants. In fiscal 1971, the State's 21 qualifying institutions expect to receive a total of \$359,800. This will provide educational opportunities to an estimated 2,700 law enforcement personnel in New Jersey for academic year 1970-1971. The following is a listing of the participating New Jersey colleges and universities: Atlantic Community College, Bergen Community College, Brookdale Community College, Camden County Community College, County College of Morris, Essex County Community College, Gloucester County College, Mercer County Community College, Middlesex County College, Monmouth College, Montclair State College, Newark State College, Ocean County College, Paterson State College, Rider College, Rutgers University, Somerset County College, St. Peter's College, Trenton State College, and Union College.

Interaction by the Courts

Most criminal matters in New Jersey are tried in State courts. Violations of Federal laws and regulations are tried, however, in the U.S. District Court of New Jersey. These include such Federal crimes as kidnapping, bank robbery, counterfeiting, interstate transportation of narcotics, stolen cars or stolen documents, civil rights matters, etc. The Federal Courts also handle many types of civil cases, generally dealing with matters of an interstate nature. The United States Court for the District of New Jersey hears Federal cases arising within the State or in other Federal jurisdictions; its judges sit in Newark, Camden, and Trenton. In addition, within the past year and a half, the Federal Government has established a new System of Magistrates, all of whom must be lawyers, to replace the post of U.S. Commissioner. These magistrates will handle Federal misdemeanors, issue warrants, set bail and hold court for traffic violations on Government Reservations, and will preside over preliminary hearings and trials for offenses more serious than misdemeanors. The Commissioners were paid on a fee basis while a

Magistrate receives an annual salary. The Third Circuit Court of Appeals sits in Philadelphia, usually in three-judge panels, and hears appeals from New Jersey and several other U.S. Districts. Appeals are made from decisions in the District Courts or from orders by Federal quasi-judicial administrative agencies such as the Federal Trade Commission. The United States Supreme Court hears appeals from the courts of appeal and from the highest State courts, such as the Supreme Court of New Jersey.

State Level

Interaction of the courts with various State and local agencies depends upon the case before the court.

In juvenile matters the County Prosecutor represents the State at formal hearings. The accused is represented by either retained counsel, counsel assigned by the court, or the Office of the Public Defender. The court may, in any juvenile case where the interest of justice requires, request that the Attorney General, the county prosecutor, the municipal attorney, or the school board attorney, as appropriate, appear and prosecute the complaint.

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

Parole personnel of the State Division of Correction and Parole are often requested to advise the court of the demeanor (while on parole) of the recidivist offender. This helps the court to determine the offender's sentence.

The probation departments, under the supervision of the County Court Judge, do perform investigative functions. By statute, a pre-sentence report from probation may be ordered by a judge in any criminal case. However, by rule of court, the pre-sentence report is mandatory before sentence is imposed, or probation is granted, in a criminal case heard by a judge of the Superior or County Court. On the basis of the pre-sentence report deals not only with the defendant as an offender, but contains information about his normal social roles; i.e., employee, husband, neighbor, etc. When an individual has been sentenced to institutional confinement, a copy of the pre-sentence report is forwarded to the proper correctional authorities for guidance and inclusion in the offender's file.

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

Interaction by Correction Agencies

The Division of Correction and Parole and its units interact with a number of agencies and organizations on the Federal, interstate, State, and local levels. The interaction is broad in scope, covering the rendering and procurement of all services, programs, and facilities

possible that may improve correctional practices.

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

Federal Level

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

Under Title I of the Elementary and Secondary Education Act, Federal funds totalling \$824,568 were received in 1970 in contrast to \$593,232 in 1969. These funds were allocated to five institutions: the Youth Reception and Correction Center, Annandale Reformatory, State Home for Boys, State Home for Girls, and the Training School for Boys. Funds helped establish such programs as learning disabilities, developmental reading, speech correction therapy, guidance counselling, in-service training for educational staff, special classes for emotionally disturbed, enrichment of physical education and recreational programs, programmed instruction, independent study for selected youths, and continuation of academic programs during summer months.

Under Title III of the Adult Basic Education Act funds were received for improvement of Adult Basic Education by the Annandale Reformatory, Bordentown Reformatory, Leesburg Prison, Clinton Reformatory, Rahway State Prison, and the Trenton State Prison. The total allocation for 1970 was \$62,000. The Clinton Reformatory and the Annandale Reformatory are recipients of funds under the Manpower Development and Training Act (P.L. 87-415) of 1965 as amended. Funds received under this Act are matched by the State through cash allocations and supportive materials such as facilities and in-kind services. The M.D.T.A. project at Annandale started in April 1967, and provides programs in adult basic education, pre-occupational concepts, welding, carpentry, plumbing, gas station attending, building maintenance, and mechanics. The Reformatory received \$159,509 in Federal support in fiscal 1970. Nine inmates of Clinton were enrolled in college classes side by side with institution staff, local and state police. Complete scholarships were offered through extension study at Trenton State College. Three inmate-addicts were enrolled in the summer session devoted to alcohol and narcotics. These same three will be used as consultants for subsequent courses.

Under the Vocational Education Act of 1963 two operating units within the Division, the State Home for Boys at Jamesburg and the State Home for Girls in

Trenton, are current recipients of Federal funds for Distributive Education programs. Funds received under this Act are matched by State funds on a 50-50 basis. The State Home for Boys was able to initiate a mechanical drafting course and to hire two part-time teachers with funds provided under the Vocational Education Act.

Trenton State College, in conjunction with the N.J. Urban School Development Council and the State Home for Girls sponsored Project 24 in September, 1969. This was an experimental program designed to re-motivate students to return to school. To date it has been very successful in encouraging academic achievement and in modifying behavior.

Interstate Level

The New Jersey State Correctional System is directly involved in the improvement of law enforcement through its membership in the Interstate Compact, Chapter 41, Laws of 1937. At the present time the State is a member of this compact for the supervision of parolees and probationers, out-of-State incarceration, the compact on juveniles, and the agreement on detainers.

The Interstate Compact for the Supervision of Parolees and Probationers is a legally binding agreement sanctioned by the Uniform Enabling Act of 1937. It provides that all of the States, including Puerto Rico and the Virgin Islands, may serve as each other's agents in the supervision of certain parolees and probationers. The Compact provides a simple legal method whereby parolees and probationers may move to better rehabilitative environments outside the State without losing the advantages of supervision or escaping from the jurisdiction of the State in which they were sentenced. The Compact has the consent of Congress and its constitutionality has been firmly established in numerous court decisions.

New Jersey is also a member of the Out-of-State Incarceration Amendment, Chapter 83, Laws of 1953, which supplies an additional tool for more effective interstate cooperation in the field of parole and probation supervision. The amendment applies only when the conduct of a parolee or probationer being supervised under the Compact indicates that incarceration or reincarceration is desirable. The appropriate authorities of the sending state may decide to cause the return of the violator (the remedy available under the basic compact), or they may decide to secure the violator's confinement in a correctional institution within the receiving state (the additional alternative provided by the amendment). In effect, the correctional facilities available to any state which has ratified the amendment are increased because of violators being supervised under the Compact may be incarcerated in either sending or receiving state.

New Jersey is a member of the Interstate Compact on Juveniles, Chapter 55, Laws of 1955. The major purposes of this Compact provide for the return to their home state of runaways who have not as yet been adjudged delinquent; provides for the return of

absconders and escapees to the state from which they absconded or escaped; permits out-of-state supervision of a delinquent juvenile who should be sent to some state other than where he got in trouble, and who is eligible for probation or parole; and authorizes the agreements for the cooperative institutionalization of special types of delinquent juveniles such as psychotics and defective delinquents when such institutionalization will improve the facilities or programs available for the care, treatment or rehabilitation of such juveniles.

New Jersey is also a member of the Interstate Compact Agreement on Detainers, Chapter 12, Laws of 1958. This agreement makes the clearing of detainers possible at the instance of a prisoner. It gives him no greater opportunity to escape just convictions, but it does provide a way for him to test the substantiality of detainers placed against him to secure final judgment on any indictments, informations or complaints outstanding against him in other jurisdictions. The result is to permit a prisoner to secure a greater degree of knowledge of his own future and to make it possible for the prison authorities to provide other plans and programs for his treatment. The agreement also provides a method whereby prosecuting authorities may secure prisoners incarcerated in other jurisdictions for trial before the expiration of their sentences. At the same time, a Governor's right to refuse to make the prisoner available (on public policy grounds) is retained. The Crime Control Consent Act of 1934 (Title 4, USC 111) gave congressional consent in advance to interstate compacts for "... mutual assistance in the prevention of crime and in the enforcement of their respective criminal laws and policies..." The Agreement on Detainers, therefore, has the consent of Congress since it falls within the purview of this Act.

State Level

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

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

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

Annual assessments are undertaken in each of the

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

Local Level

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

The major area of direct contact by the Division of Correction and Parole on the local level is authorized by N.J.S.A. 30:1-15. The Division office inspects county jails and municipal lockups. There are currently three staff members who inspect ten State correctional institutions and their satellites, 28 county jails, annexes, and penitentiaries; 248 municipal lockups; and 15 juvenile detention facilities. They are inspected every year. The standards advocated in the Manual on Correctional Standards by the American Correctional Association and the Standards and Guides for the Detention of Children and Youth, published in 1961 by the National Council on Crime and Delinquency, are used for evaluation. The inspectors consult with county administrators concerning the construction, management, and operation of county and municipal jail and detention facilities.

Provisions exist by N.J.S.A. 30:4-119 providing for the cooperation of State and local authorities to apprehend and detain parole violators and escaped prisoners. However, this is done as a matter of course because cooperative arrangements exist in those areas surrounding correctional institutions.

INTERACTION BY OTHER AGENCIES

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

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

The Rehabilitation Commission also assigns

counselors to the two district parole offices in Newark and each of the institutions in the reformatory complex — the Youth Reception and Correction Center at Yardville, the Reformatory for Males at Annandale, and the Reformatory for Males at Bordentown. Counselors interview referrals within the institutions, serve as guidance counselors, and make post-release arrangements for medical and/or social treatment, vocational training, and job placement. Upon release from the institution, the Rehabilitation Commission assigns the parolee to a district office and continues follow-up until the individual has adjusted satisfactorily to a job. During fiscal 1969-1970, offenders within the reformatory complex received either treatment or services totaling \$204,000.

Two institutions, the Reformatory for Males at Annandale and the Reformatory for Women at Clinton, receive services for pre-released offenders from the Division of Employment Security, an arm of the Department of Labor and Industry. Each month members visit Clinton, Annandale, and its satellite unit for a period of four days during which testing, counselling and appropriate referrals are made. Follow-up on inmates is carried out by the employment security field offices upon parole from the institution. During the first eleven months of 1970, 524 offenders from Annandale and Clinton were served.

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

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

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

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

The Act becomes operative in the county in which the county board of chosen freeholders formally acts to

implement it. A staff member of the Division of Correction and Parole is senior procedures analyst. He consults with the County Boards of Freeholders, advises the county work release administrators, and audits the program's operations in accordance with the regulations of the Division of Correction and Parole.

At present, there are six counties implementing work release programs, four of these were initiated in 1969 (Bergen, Essex, Morris, and Salem) and the other two became operational during 1970, Burlington on June 11, and Middlesex on August 8, 1970. Reports on the program indicate that from June 2, 1969, when the first work release was placed, to June 30, 1970, 106 inmates were placed, of these 14 had to be removed, leaving 92 in the program. Gross earnings for this group were \$99,438.49. These figures do not include Burlington and Middlesex, for which figures are not yet available. While the experience of these counties has been good, that of other counties not implementing programs is one of concern over the lack of housing for minimum custody offenders and the paucity of eligible offenders who could be placed in the program.

Additional legislation was enacted on April 23, 1969, Chapter 22 Laws of 1969 (State Work Release), which permits selected inmates committed to State correctional institutions to work at paid employment or participate in training or educational programs in the community. The State work release program was initiated on June 2, 1969, when two inmates from the Rahway State Prison were placed. In addition to Rahway, the prisons at Trenton and Leesburg, the Youth Reception and Correction Center at Yardville, and the Reformatories at Annandale and Bordentown have inmates participating in work release. As of June 30, 1970, 312 had participated in this program, earning a total sum of \$212,901.

Cooperative arrangements also exist between the Division's operating units and various public and private community organizations. A complete degree program was inaugurated during 1968 at the State Prison at Trenton in cooperation with the Mercer County Community College. In fiscal 1969-1970, a total of 70 students attended courses (each paying his own tuition at \$9 per credit), with a number of them sponsored by the Veterans' Administration. In 1968, an experimental pilot project was also inaugurated at the Trenton Prison through efforts of a member of the Prison's Board of Managers and the James Kerney Foundation. The foundation is a private organization that provides, among its many services, financial assistance for prison inmates who are residents of and who are released in the greater Trenton area. An instructor from Middlesex County Community College taught a three-credit course in psychology to twenty-two inmates from the State Prison at Rahway. In 1969, however, the program was discontinued due to the difficulty in obtaining teachers. A community volunteer from the town of Rahway solicited and donated a \$10,000 computer to the State Prison at Rahway for a computer operators course.

Twelve inmates started in the course, with five remaining at the present time.

The major portion of community involvement with corrections exists in the State Home complex. Groups of college seniors studying special education practicums at Trenton State College work for six week periods with girls from the State Home for Girls at Trenton. The students diagnose and recommend remedial action for specific learning disabilities. In-service training for the State Home facility is also conducted by the Special Education Department of Trenton State College. The local Y.W.C.A. permits one of its wings to be used as a pre-release center for working-age girls from the State Home. The girls obtain jobs, contribute toward their board, have bank accounts, and purchase their own clothing and lunches. Seminarians from Princeton Theological Seminary visit the State Home and hold group counseling sessions. Also, five students and a professor from the Rutgers School of Social Work worked on a part-time basis in 1969 without cost to the State Home. A most noteworthy community-action program is handled by the Community Volunteer Auxiliary. Its 200 or more members gave a total of 90,000 hours of service in 1969. They took girls from the State Home shopping for parole clothing, acted as friendly visitors for girls who do not receive visitors, worked in the library, and helped give the institution a positive public image.

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

Also, in 1969, affiliation was effected with the Special Education Department of Trenton State College to offer summer practicums to graduate students wishing to use the Training School for field work. Exploration has also begun with a Graduate School of Social Work to enable the Training School to be used as a base for field work.

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

Within the reformatory complex of institutions, various programs are supported by community service organizations such as local Alcoholic Anonymous Clubs, church-oriented friendly visitor projects, Inner World Forums, local Kiwanis service clubs, and the Morrow Association. The Turrell Fund, a private organization, subsidizes a satellite of the Clinton Reformatory. It has also given funds in the amount of \$38,288 to the State Home for Girls to establish a pre-

ARREST TRENDS BY AGE GROUP 1968-1969

OFFENSE CHARGED	UNDER 18 YEARS OF AGE			18 YEARS OF AGE AND OVER		
	1968	1969	PERCENT CHANGE	1968	1969	PERCENT CHANGE
Murder	24	34	+41.7	282	281	- 0.4
Manslaughter	21	22	+ 4.8	363	343	- 5.5
Forcible Rape	58	105	+81.0	419	490	+16.9
Robbery	757	945	+24.8	1,674	1,870	+11.7
Atrocious Assault	498	557	+11.8	3,209	3,367	+ 4.9
Breaking and Entering	6,002	6,315	+ 5.2	5,208	4,481	- 14.0
Larceny-Theft	9,499	10,819	+13.9	7,528	8,574	+13.9
Auto Theft	3,027	2,546	- 15.9	1,396	1,277	- 8.5
Subtotal for Above Offenses	19,886	21,343	+ 7.3	20,079	20,683	+ 3.0
Other Assaults	4,048	4,951	+22.3	16,727	17,954	+ 7.3
Arson	268	319	+19.0	143	145	+ 1.4
Forgery and Counterfeiting	49	44	- 10.2	717	717	-
Fraud	110	104	- 5.5	4,121	4,196	+ 1.8
Embezzlement	19	16	- 15.8	240	281	+17.1
Stolen Property: Buying, Receiving, Possessing	2,095	2,419	+15.5	3,610	4,264	+18.1
Malicious Mischief	6,455	7,190	+11.4	1,542	1,682	+ 9.1
Weapons: Carrying, Possessing, etc.	784	929	+18.5	2,721	3,240	+19.1
Prostitution and Commercialized Vice	12	19	+58.3	324	493	+52.2
Sex Offenses (Except Forcible Rape and Prostitution)	855	840	- 1.8	1,412	1,271	- 10.0
Narcotic Drug Laws	1,765	2,929	+65.9	6,131	10,435	+70.2
Gambling	109	123	+12.8	2,469	3,094	+25.3
Offenses Against Family and Children	302	261	- 13.6	2,667	2,736	+ 2.6
Driving Under Influence	43	103	+139.5	7,134	8,835	+23.8
Liquor Laws	2,895	3,311	+14.4	2,499	2,707	+ 8.3
Drunkenness	1,067	1,389	+30.2	9,509	9,191	- 3.4
Disorderly Conduct	11,051	14,045	+27.1	23,875	25,335	+ 6.1
Failure to Give Good Account	405	406	+ 0.2	1,986	2,053	+ 3.4
All Other Offenses (Except Traffic)	9,066	10,971	+21.0	23,290	27,190	+16.7
Suspicion	963	1,286	+33.5	257	119	- 53.7
Curfew and Loitering Law Violations	1,857	3,097	+66.8	-	-	-
Run-Aways	3,926	4,762	+21.3	-	-	-
TOTAL	68,030	80,857	+18.9	131,453	146,621	+11.5

**ADULT – JUVENILE ARRESTS BY COUNTY
1969**

COUNTY	ADULTS ARRESTED		JUVENILES ARRESTED	
	Number	Percent	Number	Percent
ATLANTIC	7,045	72.8	2,626	27.2
BERGEN	9,084	48.2	9,752	51.8
BURLINGTON	5,911	72.2	2,281	27.8
CAMDEN	10,584	71.9	4,145	28.1
CAPE MAY	3,336	73.0	1,236	27.0
CUMBERLAND	4,185	77.3	1,228	22.7
ESSEX	23,918	67.0	11,764	33.0
GLOUCESTER	2,749	76.1	865	23.9
HUDSON	11,338	74.6	3,862	25.4
HUNTERDON	572	74.2	199	25.8
MERCER	6,943	57.6	5,114	42.4
MIDDLESEX	8,473	50.8	8,207	49.2
MONMOUTH	9,789	64.9	5,300	35.1
MORRIS	6,662	60.7	4,322	39.3
OCEAN	5,871	70.5	2,456	29.5
PASSAIC	11,665	65.3	6,196	34.7
SALEM	1,401	79.6	359	20.4
SOMERSET	2,864	67.6	1,374	32.4
SUSSEX	926	64.9	500	35.1
UNION	10,439	54.6	8,682	45.4
WARREN	988	73.2	361	26.8

currently have some form of juvenile aid bureau or unit handling the investigation of complaints against juveniles. But few of the State's more than 400 organized municipal police departments have formalized policy guidelines, or adequately trained staffs, for dealing with juveniles. Attached is a chart reflecting police dispositions of juveniles in 1969.

2. There is a need to establish, improve and expand delinquency prevention projects in the community that involve active participation by interested citizens.

A promising way to prevent delinquency is by establishing programs within the community that offer a measure of support and guidance, and also have the

active involvement of lay citizens, parents, teachers, and community leaders. This conceptual approach is based on the premise that delinquency is closely related to the juvenile's successive and accumulating experiences in the community. Therefore, delinquency prevention must not only involve the school, or the parents on a case-by-case basis, but also by necessity must marshal all of the existing community resources.

The need for viable community programs was underscored by the President's Commission on Law Enforcement and Administration of Justice. It called attention to three basic factors: agency structures created to deal with delinquency generally function only after the individual has become delinquent; many of

POLICE DISPOSITION OF JUVENILES TAKEN INTO CUSTODY, 1969

REGION	Handled Within Department and Released	Referred to Juvenile Court or Probation Department	Referred to Welfare Agency	Referred to Other Police Agency	Referred to Criminal or Adult Court
NORTHWEST REGION					
NUMBER	276	764	2	12	6
PERCENT	26.0	72.1	0.2	1.1	0.6
NORTHEAST REGION					
NUMBER	30,193	22,481	238	1,192	55
PERCENT	55.8	41.5	0.4	2.2	0.1
SOUTHWEST REGION					
NUMBER	4,776	7,269	64	281	15
PERCENT	38.5	58.6	0.5	2.3	0.1
SOUTHEAST REGION					
NUMBER	5,166	7,828	10	172	29
PERCENT	39.1	59.3	0.1	1.3	0.2
NEW JERSEY					
NUMBER	40,411	38,342	314	1,657	105
PERCENT	50.0	47.4	0.4	2.1	0.1

these agencies are not responsive to neighborhood-level community processes and, therefore, are unable to deal effectively with them; and within these community processes may lie the very important causal factors of delinquency. Thus, if specific processes within the community are key components in generating delinquent behavior, they must be addressed via community-based programs of prevention and control.

Juvenile problems are expanding in the major municipalities of the State, and the need for community programs is readily apparent. In the Court Year 1967-68, 72 percent of the total of 4,894 youngsters appearing in Essex County Juvenile Court were from Newark. Of this group, approximately 25 percent were aged 14 and 15, and 30 percent had appeared in court previously. The schools are generally unable to deal with trouble-prone youth, and conversely, many of these youngsters experience the frustration resulting from an inability to cope with conventional school programs and traditional methods of teaching. The yearly pupil turnover rate in Newark is 42 percent and the cumulative dropout rate in grades 9-12 is 32 percent.

In Elizabeth, during 1969, there were 2,912 juveniles arrested, compared to 1,951 in 1968. The number of complaints filed in Juvenile Court rose from 521 in 1968 to 602 in 1969, of which there was formal disposition in 330 cases, with many complaints of a minor nature referred to the Juvenile Conference Committee. In Plainfield, reports indicate that in 1969, juvenile delinquents committed 45 percent of the disorderly conduct offenses, 61 percent of the assault and battery offenses, 51 percent of the breaking/entering offenses, and 56 percent of the larceny offenses. Likewise, in Camden, the juvenile delinquency rate has shown a considerable increase. In 1969 there were 1,628 juveniles arrested, compared to 1,185 in 1968, and the projected figure for 1970 is 2,232.

3. There is a need to prevent narcotics and dangerous drug abuse by juveniles.

Because of the dramatic increase in the use of drugs by juveniles, as attested by the 57 percent increase in juvenile drug arrests in the past three years, and because drug abuse is a problem affecting all segments of the population, there is a public demand to expand efforts in the area of drug prevention. This public interest has resulted in an increase of activity within the community directed toward diminishing the narcotics threat. Such efforts, however, have not succeeded to any great degree. This is partially true because programs have been uncoordinated, lacking in professional direction, and without adequate funds.

4. A need exists for establishing group foster homes for delinquents.

There are many juveniles who should be removed from bad home environments but who do not require correctional handling. To do this, there must be home-like placements and non-correctional group-type facilities for such juveniles. Such facilities are

particularly needed for girls who are very difficult to place in other than a correctional institution.

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

5. There is a need to provide non-correctional emergency shelters for juveniles.

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

6. A need exists for establishing neighborhood family service centers.

The district neighborhood family service center concept envisions one location in which people in need may come at anytime to receive direct assistance, or referral to a place where assistance may be found. Such a center would house representatives from all public and private welfare (including corrections) agencies. The integration of welfare services could have an important impact on delinquency prevention. The neighborhood center would be open 24 hours-a-day. Located in urban community neighborhoods where the need is greatest, the center would be a source of immediate supportive assistance for both children and parents.

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

REHABILITATION OF JUVENILE OFFENDERS (Objective 1.2)

1. There is a need to expand and improve the capabilities of State and local agencies in rehabilitating juvenile drug addicts and habitual drug users.

Almost 9 percent of all persons arrested for hard drug involvement in the major cities during 1969 were under the age to 18. In terms of volume, juvenile arrests for

hard drugs have risen 439 percent since 1967. Additionally, the juvenile arrest volume for marijuana, synthetic, and other dangerous drugs rose 195 percent during the same period (1967-1969).

There are no residential treatment facilities exclusively for young, habitual drug abusers in New Jersey.

2. There is a need to provide the juvenile court with complete, detailed diagnostic reports on juveniles who are placed in custody, and on other juveniles charged with delinquency who evidence severe emotional disturbance.

Probation departments sometimes are unable to devote the time necessary to thoroughly investigate the factors contributing to a child's delinquency, and in all instances do not have enough available personnel with the requisite special areas of knowledge to do an adequate diagnosis. Most juvenile detention shelters in New Jersey have little or no capability to either diagnose or begin the rehabilitation process during a child's brief period of shelter confinement.

It is particularly important for juvenile court judges to have relevant diagnostic information available at the time of sentencing. Diagnosis can assist the court in deciding on a program that will attack the causes of delinquent behavior while insuring the protection of the community.

In those instances where custody pending adjudication is deemed necessary, either for the protection of the individual or the community, there is incontrovertible need to fully examine the child's behavior, in the context of his total environment, in order to determine, on the basis of the facts, the best action to be taken toward resocialization. When children's behavior is disruptive beyond the bounds of social tolerance, evidencing emotional, psychological, or social maladjustment, and resulting in delinquency, a thorough background investigation is in order in planning remedial action.

It has been an established practice for the Juvenile Court in many New Jersey counties to refer socially and/or emotionally maladjusted youngsters to the State Diagnostic Center at Menlo Park for psychiatric and psychological work-ups. This has been due primarily to the lack of diagnostic services at the county level. The increase in the use of existing facilities underscores the reality that present techniques for handling the diagnostic problems of juveniles are not adequate to accommodate the needs of many jurisdictions.

The Hudson County Juvenile Court, for example, refrains from ordering examinations in many cases due to the fact that a single examination would serve to lengthen the waiting list for the Diagnostic Center, thus jeopardizing the chances of more severely disturbed youths. In 1969, 4,057 cases were heard by the court, and of these, 234 male juveniles and 55 female juveniles were referred for psychiatric examinations and evaluations. These latter figures reflect an increase of 200 percent over the past ten years. This indicates a substantial increase in the number of juveniles in need of diagnosis and treatment. Typical also are other counties, such as

Union, where in 1969, residents of the juvenile detention center spent an average of 31.1 days in detention with the only diagnosis being a short psychiatric session; or Camden where there are no diagnostic facilities available to the court system within the City of Camden, even though the largest proportion of delinquency cases are drawn from the Camden Metropolitan Area; and Essex County where the shortage of diagnostic personnel places juvenile judges at a disadvantage in making proper dispositions.

3. A need exists to improve and expand present juvenile detention facilities.

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

In those counties without detention facilities, juveniles are handled in various ways. For example, two counties use the facilities of adjacent county jurisdictions on an emergency, per diem, basis; one county uses jail facilities for 17 and 18-year olds and does not detain juveniles under 16 years of age; one county uses two rooms in the county jail; one county has two detention rooms in the courthouse basement; and finally, one county uses two cells adjacent to the county jail. The recommendations of the President's Commission on Law Enforcement and Administration of Justice that adequate and appropriate separate detention facilities for juveniles be provided has yet to be implemented in New Jersey. If such implementation is impossible at the present, then a need arises for regionalized facilities for juveniles as an alternative.

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

Although the mission of the detention facility has historically been to house juveniles awaiting court disposition, it has also tried to rehabilitate the juvenile. A January, 1970 survey of New Jersey's juvenile detention facilities by the State Law Enforcement Planning Agency demonstrated that a major portion of these facilities offered little in the way of rehabilitation programs for juvenile offenders. The responsibility for rehabilitation must be shared with the community and other outside agencies. In the 15 county detention

facilities available, there are only 70 professional staff members including part-time doctors, dentists, and nurses involved in any form of treatment programs. This is a staff ratio of 1:7, far short of that advocated for therapeutic programs. Furthermore, of the 70 treatment-oriented staff members, 48 of them work at only three of the 15 facilities. Some of the 15 facilities offer some type of formal education; 11 offer social programs staffed by social workers; one has a full-time psychological staff, but 11 offer this service in special situations; one has a vocational testing program, and two conduct vocational training programs. Although most of the 15 facilities conduct intake orientation programs, none conduct a complete psycho-diagnostic analysis on every juvenile entering the facility. Although it is recognized that there is a limit to the services that may be rendered to juveniles prior to adjudication, a range of professional diagnostic and treatment programs should be available to those willing to be helped.

4. There is a need to increase the use and capabilities of juvenile conference committees in dealing with juvenile delinquency in the community.

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

While the committees have been of assistance both to the courts and to the communities they serve, they can be of far greater value than at present. Committee members are volunteers and have little or no assistance from the court staff. For example, Camden County, one of the larger counties in the State, has 33 active Juvenile Conference Committees serving all 37 communities in the county. The Camden County Juvenile Court refers approximately 1000 cases to these various committees each year. These committees need additional resources, including staff, volunteers, funds, etc., in order to perform their functions more adequately.

5. A need exists for improving remedial education programs in State Juvenile Correctional Institutions.

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

The recent opening (1968) of the new State Training School for Boys relieved pressure of overcrowding upon the State Home for Boys. There is a need, however, for improvements and innovations in remedial education at

these institutions, including programmed learning devices and techniques, vocational preparation, diagnostic and training activities, and recreational programs with opportunities for competitive achievement. There is also a need for further improvement of program operations by offering salary incentives for educational specialists who can handle the emotionally disturbed, delinquent child.

6. A need exists to coordinate juvenile services program development and implementation.

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

It has been recommended that a Division of Services to Children and Youth be established in the Department of Institutions and Agencies. Such an organization could evaluate available resources and plan the coordination of children's services provided by the State, assume the Bureau of Children's Services operation, provide services to children currently cared for by the Division of Correction and Parole, and provide intake and referral for all children requiring any services from the Department of Institutions and Agencies.

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

In May, 1969, then Governor Richard J. Hughes assigned the responsibility for planning under the Juvenile Delinquency Prevention and Control Act to the Division for Youth within the Department of Community Affairs. It is too soon to tell whether this Agency, presently termed the Office of Juvenile Justice, could provide such an overview, but it would seem unlikely that under present circumstances this office can incorporate to itself any of the operational responsibilities for youth programs. Therefore, the pressing need for coordinated planning and program development among the various youth agencies still exists.

RESEARCH, DEVELOPMENT AND EVALUATION (Objective 1.3)

1. There is a need for problem-oriented research and for experimental and demonstration projects in reducing juvenile delinquency.

For treatment purposes the delinquent population must be considered to consist of many subgroups, each requiring a different treatment scheme. However, there is little reliable information on the nature of the delinquent population; methods of differentiation into subgroups for treatment purposes; and treatment or correctional programs appropriate for various youthful offenders.

All functionaries in the juvenile justice system are faced with recurrent problems involving the exercise of their authority when dealing with juveniles. The lack of knowledge and guidelines is largely a result of a lack of useful, meaningful research. Fine distinctions in treatment modes, dispositional alternatives, and juvenile populations must be made in order to design programs, advise operational personnel in the juvenile justice system, and clarify the methodology for dealing with juvenile delinquency.

INCREASE THE EFFICIENCY AND EFFECTIVENESS OF THE CRIMINAL JUSTICE SYSTEM IN CRIME CONTROL (Goal 2.0)

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

A total of 175,554 Crime Index Offenses were reported to law enforcement agencies in New Jersey during the calendar year 1969, the latest year for which complete reports are available. The seven crimes within the Index Offense group include the violent crimes against the person, such as murder, forcible rape, robbery, and atrocious assault, and the nonviolent crimes against property, including breaking and entering, larceny (\$50.00 and over in value), and auto theft.

Breaking and entering, the most prevalent of all Index Offenses as shown by volume, accounted for 38.8 percent of the total Index.

When compared to 1968, crime figures for the calendar year 1969 disclosed a State-wide rise of 2.0 percent in the Crime Index. Reported robbery offenses increased 10.8 percent over 1968. Murder rose 3.1 percent, rape 13.9 percent, larceny (theft over \$50.00) 11.0 percent, and auto theft 1.6 percent. Atrocious assault decreased 5.8 percent and breaking and entering decreased 4.7 percent. For a detailed breakdown, the charts following can be consulted.

INCREASE IN THE RISKS AND DIFFICULTY OF COMMITTING CRIME-CRIME CONTROL (Objective 2.1)

1. A need exists to develop techniques for allocating existing police department resources more efficiently.

No attempt can be made to optimize the police resources allocation process until such time as priorities are established among the services performed by police agencies and until more is known about the cause and effect relationship between the performance of police activities and resulting output.

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

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

The Newark Police Department's present beats, motor patrol districts and precinct boundaries were established on the basis of a "Post Hazard Survey" conducted in 1956 and 1957.

During the thirteen years that have elapsed since that study was made massive changes have occurred in the City, involving a phenomenal transition in population, urban redevelopment, increased demand for police services and an increasing variety of services, inroads made by organized crime, crime on the streets and an ever mounting narcotics problem.

These transformations have completely invalidated the beat, motor patrol districts and precinct boundaries as they now exist.

During these intervening years and at present, deployment of manpower or the basic distribution of the patrol force is determined partly on the basis of relatively sparse information periodically supplied the various commands by the Department's Records and Identification Bureau by means of a virtually antiquated "Unit Records System"; and partly, if not largely, on the basis of opinions of experienced command personnel as to workloads.

More often than not, even the most educated opinion in this area is biased in favor of the more spectacular aspects of the police workload, and the resulting deployment does not provide for an adequate spread of assignments among available personnel.

CRIME INDEX FOR THE STATE, 1969

OFFENSES	NUMBER OF INDEX OFFENSES	RATE PER 100,000 INHABITANTS	PERCENT DISTRIBUTION	PERCENT CLEARED
MURDER	366	5.0	0.2	74.6
FORCIBLE RAPE	911	12.5	0.5	59.3
Rape by Force	644			
Assault to Rape - Attempts	267			
ROBBERY	9,659	132.6	5.5	21.2
Armed - Any Weapon	4,978			
Strong Arm - No Weapon	4,681			
ATROCIOUS ASSAULT	6,275	86.2	3.6	64.3
Gun	1,166			
Knife or Cutting Instrument	2,317			
Other Dangerous Weapon	1,429			
Hands, Fists, Feet, etc.	1,363			
BREAKING AND ENTERING	68,110	925.1	38.8	12.1
Forcible Entry	54,354			
Unlawful Entry - No Force	7,761			
Attempted - Forcible Entry	5,995			
LARCENY \$50 and OVER	53,060	728.5	30.2	9.7
\$200 and Over	15,312			
\$50 to \$200	37,748			
AUTO THEFT	37,173	510.4	21.2	9.4
Total For New Jersey	175,554	2,410.3	100.0	13.5

CRIME TRENDS, 1968-1969, NUMBER – RATE

INDEX OFFENSES	YEAR	NUMBER OF	PERCENT	RATE PER	PERCENT
		OFFENSES	CHANGE	100,000 INHABITANTS	CHANGE
MURDER	1968	355		4.9	
	1969	366	+ 3.1	5.0	+ 2.0
FORCIBLE RAPE	1968	800		11.1	
	1969	911	+13.9	12.5	+12.6
ROBBERY	1968	8,716		21.0	
	1969	9,659	+10.8	132.6	+ 9.6
ATROCIOUS ASSAULT	1968	6,660		92.5	
	1969	6,275	- 5.8	86.2	- 6.8
BREAKING AND ENTERING	1968	71,445		991.8	
	1969	68,110	- 4.7	935.1	- 5.7
LARCENY \$50 AND OVER	1968	47,524		659.7	
	1969	53,060	+11.0	728.5	+10.4
AUTO THEFT	1968	36,592		508.0	
	1969	37,173	+ 1.6	510.3	+ 0.5
TOTAL FOR NEW JERSEY	1968	172,092		2,389.0	
	1969	175,554	+ 2.0	2,410.3	+ 0.9

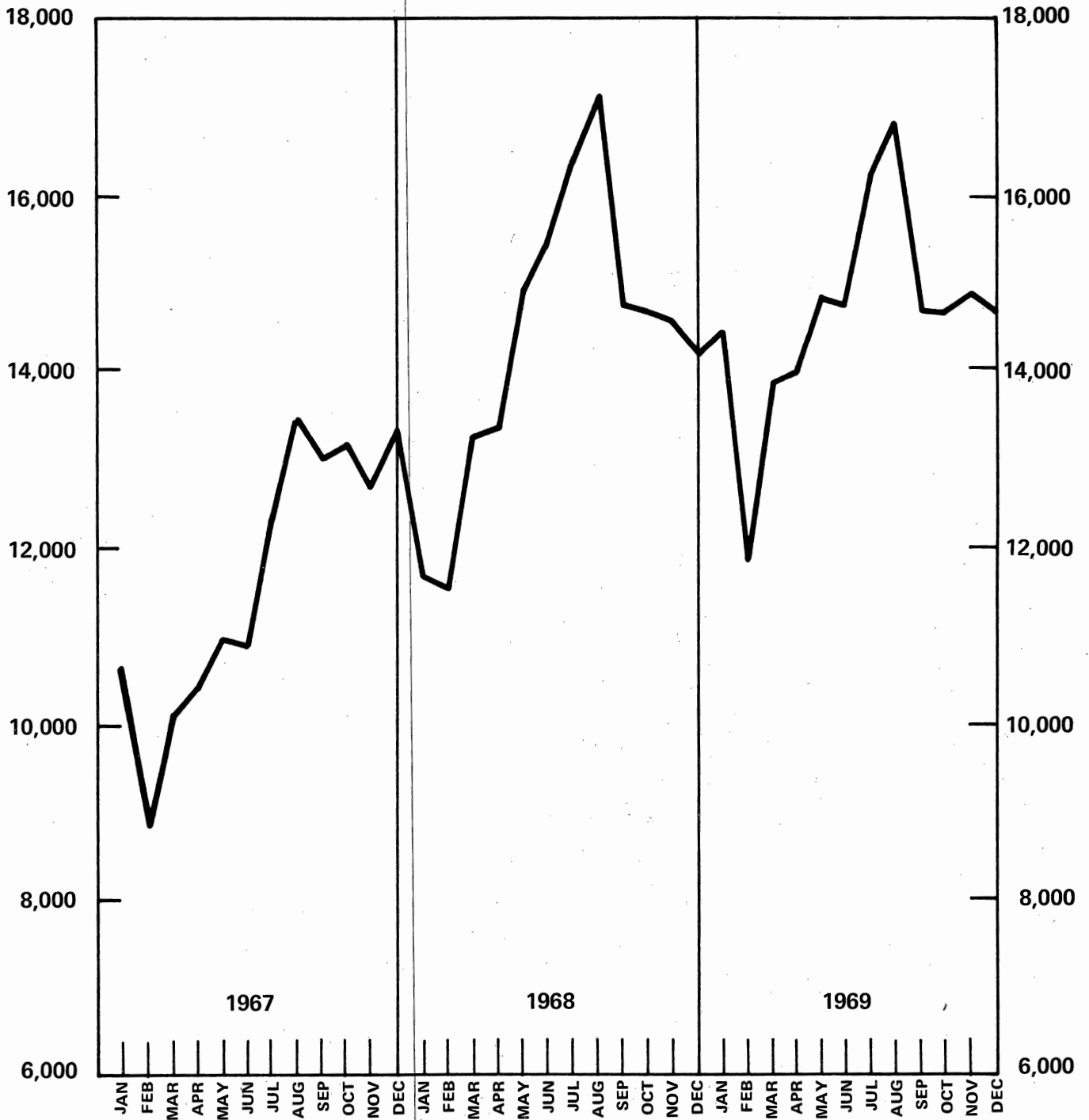
CRIME INDEX FOR POPULATION GROUPS – 1969

POPULATION GROUP	TOTAL Crime Index	Murder	Forcible Rape TOTAL	Rape by Force	Attempt Rape	Robbery TOTAL	Armed Any Weapon	Strong Arm
GROUP I 6 Municipalities over 100,000; Population - 1,162,100	54,886	185	392	310	82	5,998	2,920	3,078
Rate per 100,000 Inhabitants	4,721.3	15.9	33.7			516.1		
Percent Index offences Cleared	16.0	66.5	50.3			20.8		
GROUP II 16 Municipalities 50,000 to 100,000 Population - 1,057,630	29,167	28	97	61	36	1,110	573	537
Rate per 100,000 Inhabitants	2,757.8	2.6	9.2			105.0		
Percent Index Offences Cleared	10.2	89.3	54.6			18.8		
GROUP III 46 Municipalities 25,000 to 50,000 Population - 1,626,080	32,620	43	113	79	34	1,118	633	485
Rate per 100,000 Inhabitants	2,006.1	2.6	6.9			68.8		
Percent Index offences Cleared	13.6	90.7	74.3			20.8		
GROUP IV 56 Municipalities 15,000 to 25,000 Population - 1,058,400	17,324	26	66	47	19	505	272	233
Rate per 100,000 Inhabitants	1,636.8	2.5	6.2			47.7		
Percent Index Offences Cleared	12.1	76.9	72.7			23.4		
GROUP V 196 Municipalities 5,000 to 15,000 Population - 1,789,550	31,140	55	167	99	68	747	461	286
Rate per 100,000 Inhabitants	1,740.1	3.1	9.3			41.7		
Percent Index Offences Cleared	12.7	78.2	64.7			23.6		
GROUP VI 141 Municipalities 2,000 to 5,000 Population - 472,920	7,912	24	52	31	21	159	104	55
Rate per 100,000 Inhabitants	1,673.0	5.1	11.0			33.6		
Percent Index Offences Cleared	15.6	83.3	65.4			32.1		
GROUP VII 106 Municipalities Under 2,000 Population - 116,760	2,525	5	24	17	7	22	15	7
Rate per 100,000 Inhabitants	2,162.6	4.3	20.6			18.8		
Percent Index Offences Cleared	13.5	60.0	66.7			68.2		

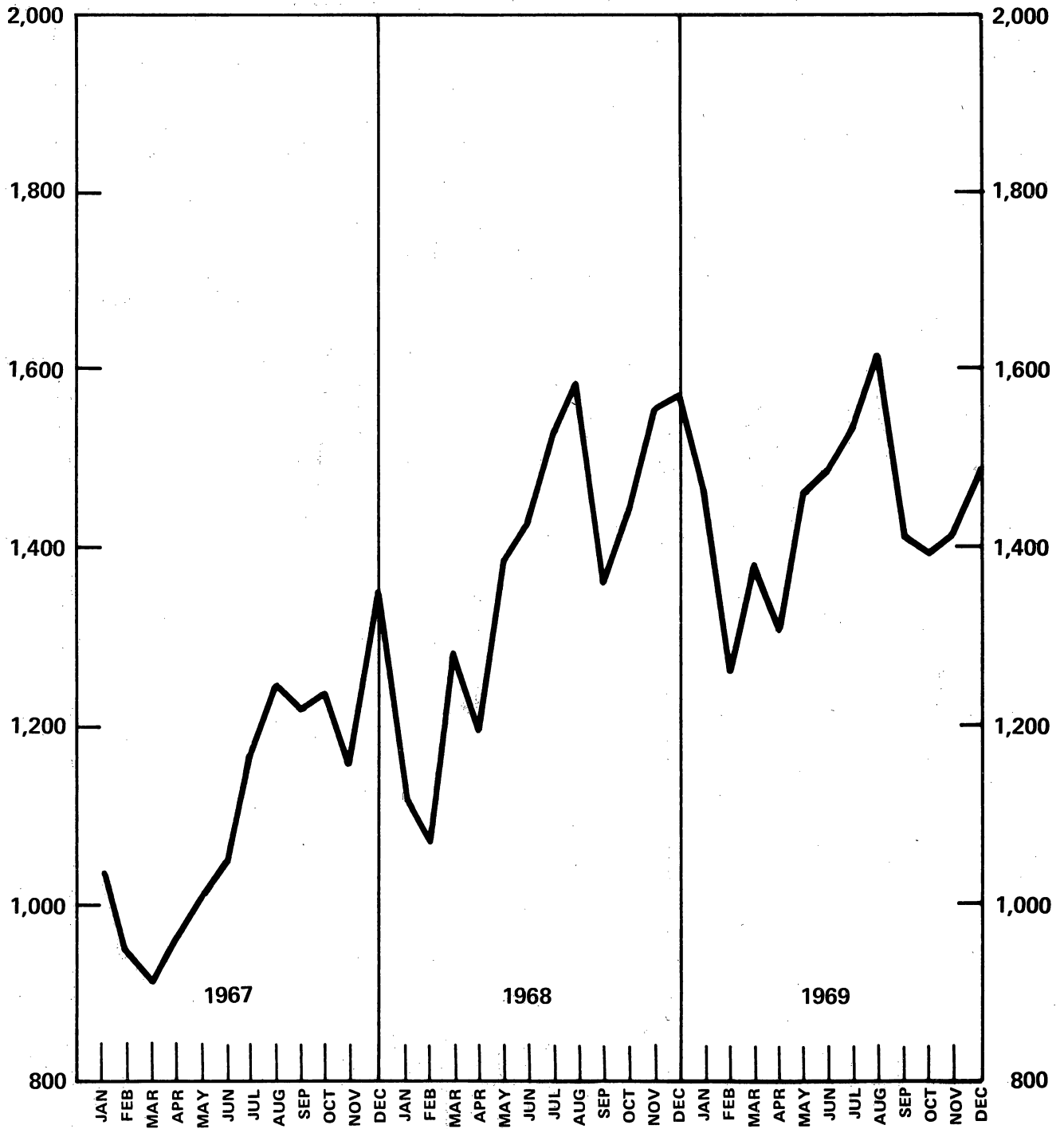
CRIME INDEX FOR POPULATION GROUPS – 1969

Atro- cious Assault TOTAL	Gun	Cutting Instru- ment	Other Weapon	Hands Fists Feet etc.	Breaking and Entering TOTAL	Forcible Entry	No Force	Attempt Forcible Entry	Larceny Theft Over \$50 TOTAL	\$200 and Over	\$50 to \$200	Auto Theft
3,297	669	1,280	851	497	20,344	17,890	1,423	1,031	9,230	2,880	6,350	15,420
283.7					1,750.6				794.3			1,326
57.2					12.9				14.3			8.8
769	102	307	165	195	11,043	8,285	1,389	1,369	9,463	2,777	6,686	6,657
72.7					1,044.1				894.7			629.4
65.8					8.5				8.1			6.9
810	133	305	156	216	12,087	9,387	1,392	1,308	11,941	3,356	8,585	6,508
49.8					743.3				734.3			400.2
70.0					12.6				11.2			10.1
449	68	172	80	129	6,904	5,260	887	757	6,896	1,836	5,060	2,478
42.4					652.3				651.5			234.1
75.5					12.1				6.7			10.9
696	139	194	132	231	12,675	9,854	1,661	1,160	11,760	3,321	8,439	5,040
38.9					708.3				657.1			281.6
76.6					12.9				7.9			10.5
189	44	40	35	70	3,695	2,688	717	290	2,904	859	2,045	889
40.0					781.3				614.1			188.0
79.4					14.0				9.4			21.0
65	11	19	10	25	1,362	990	292	80	866	283	583	181
55.7					1,166.5				741.7			155.0
84.6					11.6				7.2			17.7

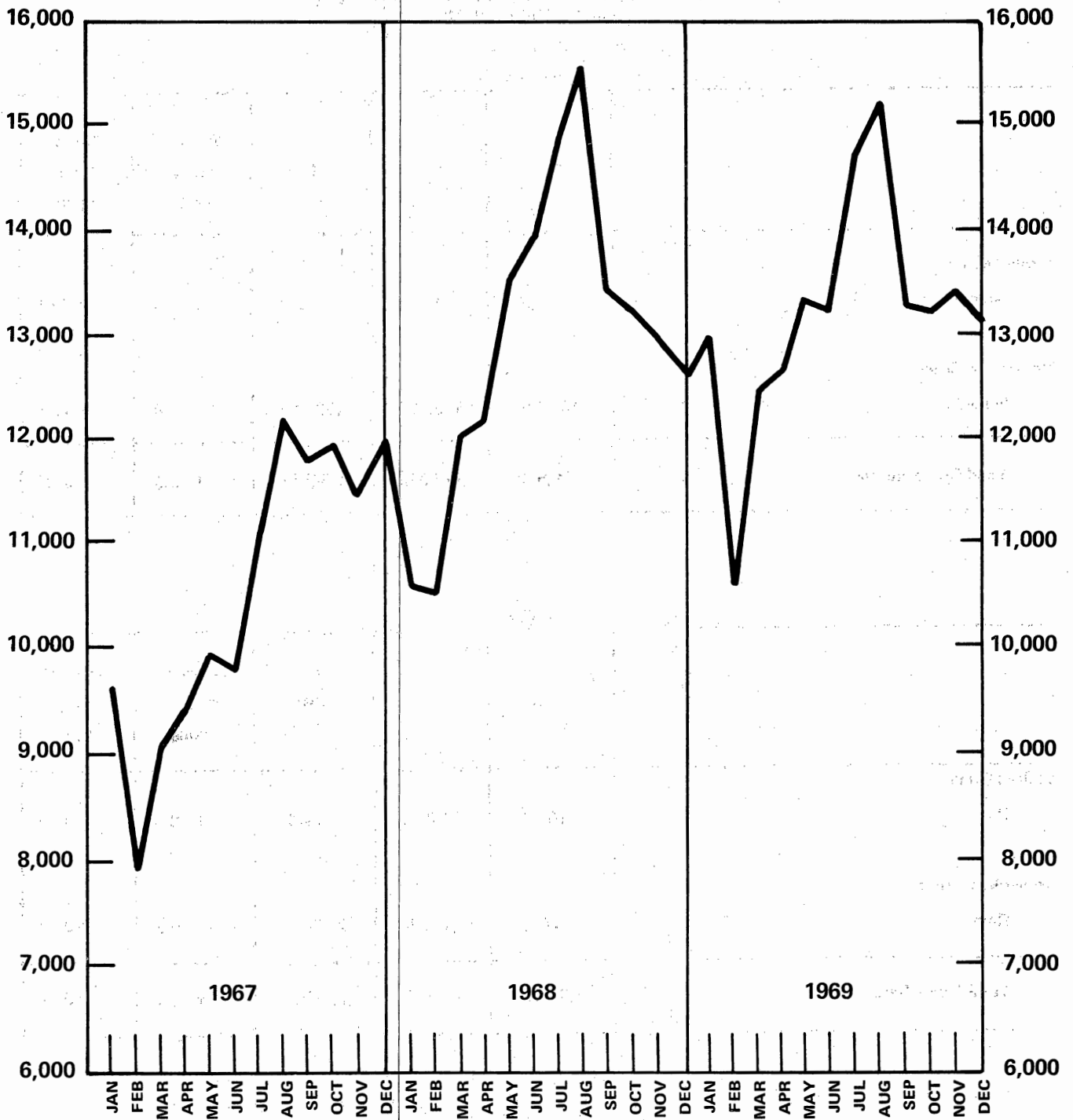
**TOTAL CRIME INDEX
BY MONTH
1967 - 1968 - 1969**



VIOLENT CRIME
BY MONTH
1967 - 1968 - 1969



**NONVIOLENT CRIME
BY MONTH
1967 - 1968 - 1969**



**VIOLENT AND NONVIOLENT CRIME TRENDS
1967 - 1968 - 1969**

Number

	1967	1968	1969	Percent Change 69/68	Percent Change 69/67
Violent Crime					
Number	13,324	16,531	17,211	+ 4.1	+ 29.2
Nonviolent Crime					
Number	126,176	155,561	158,343	+ 1.8	+ 25.5
Total Crime Number	139,500	172,092	175,554	+ 2.0	+ 25.8

Rate

	1967	1968	1969	Percent Change 69/68	Percent Change 69/67
Violent Crime					
Rate	188.0	229.5	236.3	+ 3.0	+ 25.7
Nonviolent Crime					
Rate	1,780.3	2,159.5	2,174.0	+ 0.7	+ 22.1
Total Crime Rate	1,968.3	2,389.0	2,410.3	+ 0.9	+ 22.5

TOTAL ARRESTS, 1969

OFFENSE		NUMBER OF ARRESTS	PERCENT DISTRIBUTION	RATE PER 100,000 INHABITANTS
Murder		315	0.1	4.3
Manslaughter		365	0.2	5.0
Forcible Rape		595	0.3	8.2
Robbery		2,815	1.2	38.6
Atrocious Assault		3,924	1.7	53.9
Breaking and Entering		10,796	4.8	148.2
Larceny-Theft		19,393	8.5	266.3
Auto Theft		3,823	1.7	52.5
Subtotal for Above Offenses		42,026	18.5	577.0
Other Assaults		22,905	10.1	314.5
Arson		464	0.2	6.4
Forgery and Counterfeiting		761	0.3	10.4
Fraud		4,300	1.9	59.0
Embezzlement		297	0.1	4.1
Stolen Property: Buying, Receiving, Possession		6,683	2.9	91.8
Malicious Mischief		8,872	3.9	121.8
Weapons: Carrying, Possessing, etc.		4,169	1.8	57.2
Prostitution and Commercialized Vice		512	0.2	7.0
Sex Offenses (Except Forcible Rape and Prostitution)		2,111	0.9	29.0
Narcotic Drug Laws		13,364	5.9	183.5
Gambling		3,217	1.4	44.2
Offenses Against Family and Children		2,997	1.3	41.1
Driving Under the Influence		8,938	3.9	122.7
Liquor Laws		6,018	2.7	82.6
Drunkenness		10,580	4.7	145.3
Disorderly Conduct		39,380	17.3	540.7
Failure to Give Good Account		2,459	1.1	33.8
All Other Offenses (Except Traffic)		38,161	16.8	523.9
Suspicion		1,405	0.6	19.3
Curfew and Loitering Law Violations		3,097	1.4	42.5
Run-Aways		4,762	2.1	65.4
TOTAL		227,478	100.0	3,123.2

COMPARISON OF STATE ARRESTS, 1968-1969

OFFENSES	1968 ARRESTS	1969 ARRESTS	PERCENT CHANGE
Murder	306	315	+ 2.9
Manslaughter	384	365	- 5.0
Forcible Rape	477	595	+24.7
Robbery	2,431	2,815	+15.8
Atrocious Assault	3,707	3,924	+ 5.9
Breaking and Entering	11,210	10,796	- 3.7
Larceny-Theft	17,027	19,393	+13.9
Auto Theft	4,423	3,823	-13.6
Subtotal for Above Offenses	39,965	42,026	+ 5.2
Other Assaults	20,775	22,905	+10.3
Arson	411	464	+12.9
Forgery and Counterfeiting	766	761	- 0.7
Fraud	4,231	4,300	+ 1.6
Embezzlement	259	297	+14.7
Stolen Property: Buying, Receiving, Possessing	5,705	6,683	+17.1
Malicious Mischief	7,997	8,872	+10.9
Weapons: Carrying, Possessing, etc.	3,505	4,169	+18.9
Prostitution and Commercialized Vice	336	512	+52.4
Sex Offenses (Except Forcible Rape & Prostitution)	2,267	2,111	- 6.9
Narcotic Drug Laws	7,896	13,364	+69.3
Gambling	2,578	3,217	+24.8
Offenses Against Family and Children	2,969	2,997	+ 0.9
Driving Under the Influence	7,177	8,938	+24.5
Liquor Laws	5,394	6,018	+11.6
Drunkenness	10,576	10,580	+ 0.1
Disorderly Conduct	34,926	39,380	+12.8
Failure to Give Good Account	2,391	2,459	+ 2.8
All Other Offenses (Except Traffic)	32,356	38,161	+17.9
Suspicion	1,220	1,405	+15.2
Curfew and Loitering Law Violations	1,857	3,097	+66.8
Run-Aways	3,926	4,762	+21.3
Total	199,483	227,478	+14.0

An effect of uneven distribution of workload is to virtually eliminate preventive patrol efforts in overloaded areas, and to provide considerable time for preventive patrol in areas where there is a limited demonstrable need for this service. The conditions which contribute to an excessive workload in given areas, then, are not subjected to the repressive effect of conspicuous preventive patrol and may therefore be expected to worsen rather than improve.

The approach the Police Department has had to resort to in the deployment of manpower over these many years has at least been useful in demonstrating that the purely subjective methods it has had to employ in deployment are too often highly inaccurate, and there is no question that improvements in patrol distribution and coverage had been adversely affected.

Adding to the Department's problem in beat, motor patrol district and precinct alignment is the imminent elimination of one of its five precincts. The First Precinct is located in an urban redevelopment site and is the last building to remain standing in this area, all else having been razed. This building will be demolished in the near future.

With a view toward the eventual centralization of Newark's police operation, it has been decided that upon the demolition of the building it occupies, the workload of the First Precinct will be absorbed by the remaining four precincts. Obviously, this move will substantially add to the complexity of the Department's deployment crisis and will further emphasize the necessity for an accurate evaluation of the police workload throughout the city for a proper realignment of beat motor patrol districts and precinct boundaries.

2. A need exists for reduction of police response time after a crime has occurred.

Studies show that reduction of police response time relates directly to efficiency of apprehension. The police in New Jersey cleared by arrest 13.5 percent of all index offenses reported to them during 1969. A two year comparison indicates a 14 percent decrease in the proportion of crimes cleared by arrest. This undesirable trend illustrates a problem that can be alleviated by improving police response time. There is a need for testing locally the best methods for reduction of response time.

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

Studies have shown that the average patrolman spends at least 50 percent and often more of his time away from his patrol car, and thus out of communications contact with his superiors. In any city or town, this represents a serious problem. Where the demands for police service are overwhelming, and where

personnel are in short supply, a lack of continuous, direct communications is a severe handicap which blocks significant improvement in police service.

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

3. There is a need for the prevention of crime by rendering its commission more difficult.

Crime targets should be hardened, i.e., they should be better protected, in order to increase the difficulty of committing crime.

The Columbus Homes Public Housing Project, a unit of the Newark Housing Authority, is an excellent example of a high crime target. It contains eight thirteen-story apartment buildings containing a total of 1556 dwelling units.

Approximately 5700 persons are housed in this project. Columbus Homes has been the site of numerous assaults, robberies and burglaries. Insufficient outdoor lighting has created a number of dark and hazardous areas which encourage criminal activities. Tenants are fearful for their safety and have been cowed into reduced mobility within the project area. Vandalism to light bulbs and fixtures in the halls, stairwells and elevator areas augments the problem.

There is a need to increase the safety of the tenants in Columbus Homes, and encourage greater mobility on their part, by providing more and better outdoor lighting and tamper-proof locks, by improving existing police services, by obtaining the active cooperation and assistance of residents, and by community organization and education.

There is a need for development of methods for hardening various crime targets, and a need for public education about those methods. Such techniques as new and different kinds of radio and television broadcasting, advertising and use of billboards could bring about greater community involvement in preventing crime.

4. A need exists for the introduction and expanded use of specialized detection and apprehension equipment in local police departments.

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

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

The use of specialized, sophisticated equipment can help meet the need for increased manpower by allowing for a better allocation of police resources, and can provide for more efficient and effective police service through scientific police detection and apprehension.

INCREASE IN THE OPERATING EFFICIENCY OF THE CRIMINAL JUSTICE SYSTEM-SYSTEM MANAGEMENT (Objective 2.2)

1. There is a need for a State-wide communications and information system.

New Jersey currently benefits from a large base of criminal information stored in the State Bureau of Identification, gathered through such mandatory reporting systems as Uniform Crime Reporting, Court Disposition Reporting, Firearms Control, and criminal history records supported by fingerprinting submissions. Present manual methods of information gathering, storage, retrieval and dissemination are inadequate to meet present day demands of the criminal justice system. In 1965, this need was recognized, and a Division of State Police Computer Unit was established to conduct studies and research the feasibility and design of a system to fulfill these requirements. A recent study resulted in a master plan for a State-wide communication and information system that will benefit all law enforcement, including Federal, State, county and municipal. This system will provide computer based message switching and "real time" inquiry, and replace the presently overburdened and inadequate State teletype system. The full implementation of this system must be continued.

2. There is a need for more effective local communications systems, and for local information storage, retrieval and dissemination systems.

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

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

Another serious communications problem arises during emergency situations requiring the cooperation and support of neighboring police departments. If the radios of these neighboring departments operate on different frequencies (as has been the case in several recent New Jersey emergencies), neighboring police departments cannot communicate with each other. To overcome this, a standardized network of communications facilities is needed for use by all police departments in the State.

In addition to communication problems within the department and between departments, a communications problem exists between the public and the police department. It is often difficult for the public to reach the police quickly. Call boxes are locked. Dimes are needed for telephones. To make it easier for the public to reach the police department in an emergency, exist-

ing communications equipment should be modified. Until the recommendation of the President's Commission on Law Enforcement and Administration of Justice for a single emergency telephone number for the Nation can be implemented, temporary emergency numbers should be established.

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

The State Uniform Crime Reporting System administered by the New Jersey State Police provides for the standardized reporting of crime information. No provision, however, exists for uniform internal police records systems. By the end of 1969 more than one-third of the State's 443 municipal police departments had installed a criminal internal reporting system, but systems in the remaining departments are still duplicative and fragmentary. There is an urgent need for modernizing and streamlining municipal internal recording systems.

3. There is a need for additional forensic laboratory services.

The precision with which the detective branch of the police can conduct its field investigation is facilitated by its access to scientific methods for the collection, preservation, and analysis of evidence. For such activities, laboratory skills and apparatus are required. Such central forensic laboratories exist in the Federal Bureau of Investigation and at the headquarters of the State Police. These forensic laboratories are not sufficient to service over 400 municipal police departments in the State. The Forensic Services Bureau of the State Police received 5,536 cases from municipal agencies during 1969, and conducted 76,046 examinations. However, the service radius of this Central Laboratory must be expanded, and satellite units established to fill existing voids.

Some of the problems necessitating an expansion and regionalization of crime laboratories are:

a. The impact of recent court decisions putting greater importance on the introduction of carefully analyzed physical evidence.

b. The required presence of laboratory personnel as court witnesses. As much as 40 percent of the time of laboratory chemists may be devoted to court appearances.

c. An increase in narcotic and dangerous drug examinations and a need for rapid identification in such cases.

4. There is a need to improve, expand and coordinate recruitment efforts in order to attract more and better personnel into the criminal justice field.

The improvement and expansion of recruitment practices is of fundamental importance to the criminal justice system. Deterrence effectiveness, for instance, has a positive correlation with the increased police presence in high crime areas. It is the quality of recruits,

however, that determine the quality of criminal justice services over a period of time. Incentives are needed particularly in the police, corrections and probation fields, which have pressing personnel needs, for a more systematic and integrated recruitment effort.

There are existing recruitment difficulties in New Jersey's criminal justice system. Municipal police services are highly fragmented with 443 municipal departments in the State, and salaries are so low in many cases as to directly inhibit recruiting of qualified persons. Residency restrictions also often impede necessary recruitment efforts, and lateral entry of persons with special skills or education is almost non-existent. In addition, it is a matter of concern that in each of the last five years, four of the State's six largest municipalities failed to fill their authorized quotas for uniformed policemen. Most municipal police departments have not been able to recruit a sufficient number of applicants to fill their vacancies. Critical personnel needs are evident in such cities as Newark, Trenton, Plainfield and New Brunswick.

In 1969, 44 budgeted positions for professional personnel in State correctional institutions were unfilled because of the lack of professionally trained psychologists and social workers interested in correctional work. The treatment staff ratio to juveniles in county detention facilities is 1:7, far short of that necessary for effective treatment. Of more concern is the fact that delays, and thus deterrence effectiveness, in key components of the system have a direct relationship to the quantity and quality of personnel in the system. The criminal justice system needs not only more, but better personnel, and this depends in large measure on a viable recruiting system.

5. There is a need to establish standards of educational, mental, moral and physical fitness for all criminal justice personnel.

Although valid personnel standards are needed throughout the criminal justice system, the most immediate and critical problems in this area are with regard to the police.

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

Additional standards are established by the Department of Civil Service. Of the over 400 organized municipal police departments, 164 (37.2%) departments are under Civil Service jurisdiction. These departments employ 8,974 police officers, or 69.2 percent of the State's municipal police officers. The remaining 3,981 officers are recruited outside of Civil Service, and the only State-wide standards to which they are subject are regarding age, citizenship, residency, and freedom from criminal record.

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

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

6. There is a need to expand and improve training and education opportunities for criminal justice personnel.

At the present time, 69.2 percent of the total police personnel in New Jersey fall within the purview of Civil Service requirements. These requirements include possession of either a high school diploma or equivalency certificate. However, municipalities may obtain waivers allowing candidates with a minimum of a tenth grade education to apply for examination. Successful candidates may then be placed with a police department upon fulfillment of other requirements, but they need not then obtain a diploma or certificate. In non-Civil Service communities educational requirements for police candidates are set by municipal ordinance. These ordinances may or may not require a high school diploma or certificate.

The need for an educational improvement program is apparent. The efficiency of police departments, as well as other agencies within the criminal justice system, depends in large measure on the basic intellectual and technical skills afforded by academic education. Of equal importance, perhaps, is the fact that high school academic credentials can provide the needed incentive for futhering education, thus creating law enforcement expertise for future years.

There is also a critical need in the criminal justice system for college-educated professionals to fill a variety of important positions. In order to function most effectively, criminal justice personnel should have a broad background in vocational skills, as well as a sophisticated knowledge of the humanities and other college level disciplines.

Though their duties may differ, personnel in all parts of the criminal justice system — police, courts,

prosecution and corrections, must attain high levels of excellence. Of what use is it to arrest, only to have an unprofessional correctional or court experience discourage rehabilitation? Anyone who regulates, directs or controls human behavior must be armed with more than a gun, key or gavel and the ability to perform "programmed" movements in response to a situation.

College level courses, seminars, institutes and conferences can improve one's understanding of his role in the criminal justice system. It is almost universally agreed that academic courses in the humanities can improve one's understanding of others, and nowhere is this more critical than in the interpersonal relationships and interactions between criminal justice personnel and the citizenry they serve.

There is little doubt that a college education can improve managerial skills and enhance professional development, particularly if that education is on a graduate level.

7. There is a need to speed the process of criminal justice by developing modern information systems for the adjudicative agencies of the criminal justice system.

It is impossible to evaluate the effect of the activities of the judiciary on the growing crime and juvenile delinquency problems with the very limited data presently being collected by the State Administrative Office of the Courts.

Presently the Administrative Office of the Courts receives weekly reports from all judges, except those in the appellate and municipal courts, and monthly reports from all court clerks, but no information is received on an individual case basis.

During the past three and one-half years the Administrative Office of the Courts has been working with the State Police on a system of reporting by the county and municipal courts to the State Police on the filing and disposition of indictments and accusations and disorderly persons offenses. This system was pilot tested in one county beginning on July 1, 1968, and was implemented on a State-wide basis on July 1, 1969. While this reporting system was intended to provide some additional data to the judiciary, its primary function and design is as a law enforcement aid. Although the court reporting system has been and is being improved, a large gap still remains in the current, accurate and detailed data needed to operate the State's judicial system effectively and efficiently. The present facilities within the Judiciary and those made available by other State agencies provide, at best, a crude information system with which to manage a 40 million dollar operation State-wide. The present system provides data that is stale and too general to be useful as a management tool for timely recognition of problem areas or effects of procedural changes. In order to promote an efficient and effective Judiciary, it is essential that the necessary tools be made available. The Judiciary can no longer either do without or depend on the occasional services of other State agencies.

The attached chart showing the disposition of persons

formally charged, illustrates the workload of the adjudication agencies in the State during 1969. There were 184,712 persons held for prosecution in 1969, as compared to 167,576 in 1968. This represents a 10 percent increase in the number of persons charged. However, 39,706 cases remained pending at the end of 1969, as compared to 28,572 at the end of 1968. This was an increase of over 38 percent. The increase in the backlog of pending cases thus exceeded the increase in cases by 28 percent.

8. There is a need to improve the bail system.

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

The problems that do emerge regarding bail result from a lack of uniform implementation of existing policies. Courts may release a defendant on his own recognizance after an investigation into his stability in the community and availability for trial. In some instances, courts will release defendants on their own recognizance. In some other instances, courts are able to effect such a release but choose not to. In the absence of such a release, the defendant must raise bail. This has resulted in a pile-up of detained persons who remain in some county jails as long as four months as they await grand jury action and trial.

A January, 1970, survey of 17 county jails in New Jersey by the State Law Enforcement Planning Agency indicated that 75.9 percent of the prisoners in these facilities were unsentenced persons. The problem is compounded by the failure of some county jails to separate those persons awaiting trial from those serving sentences. Jails are either too small or personnel too scarce, for separate facilities.

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

The attached chart reflects the initial bail experience of those persons charged by the police in 1969. The statistics indicate that 46 percent of all those persons charged were released in bond or bail, as compared to only 29 percent who were released on their own recognizance. Slightly more than three percent (4,116

DISPOSITION OF PERSONS FORMALLY CHARGED, 1969

OFFENSES	CHARGED (Held For Prosecution)	GUILTY OF		Acquitted or Dismissed	Referred to Juvenile Court	Pending
		Offense Charged	Lesser Offense			
Murder	315	71	9	23	30	230
Manslaughter	365	31	1	153	21	200
Forcible Rape	587	65	27	101	96	358
Robbery	2,621	480	60	245	751	1,328
Atrocious Assault	3,861	847	388	735	494	1,617
Breaking and Entering	9,689	1,702	253	480	5,206	2,586
Larceny-Theft	14,596	5,198	318	1,178	6,022	2,307
Auto Theft	3,346	601	130	214	2,067	420
Subtotal For Above Offenses	35,380	8,995	1,186	3,129	14,687	9,046
Other Assaults	20,467	8,070	642	7,346	2,487	2,505
Arson	355	72	13	20	210	85
Forgery and Conterfeiting	757	188	74	109	40	428
Fraud	4,281	1,880	147	1,023	85	1,395
Embezzlement	295	94	10	49	14	148
Stolen Property: Buying, Receiving, Possessing	6,130	1,610	246	655	1,866	2,073
Malicious Mischief	3,691	1,017	34	429	1,992	279
Weapons: Carrying, Possessing, etc.	3,790	1,181	313	375	549	1,636
Prostitution and Commercialized Vice	510	374	25	37	16	73
Sex Offenses (Except Forcible Rape and Prostitution)	1,883	461	111	219	612	632
Narcotic Drug Laws	12,813	3,996	610	879	2,374	5,472
Gambling	3,134	1,374	179	199	40	3,370
Offenses Against Family and Children	2,766	1,900	22	267	154	454
Driving Under the Influence	8,922	5,895	931	443	24	2,240
Liquor Laws	4,205	1,990	42	370	1,497	372
Drunkeness	9,725	7,608	35	811	534	865
Disorderly Conduct	30,095	16,494	198	6,061	4,760	3,171
Failure To Give Good Account	2,224	1,408	13	366	171	331
All Other Offenses (Except Traffic)	33,289	19,792	377	4,017	6,099	5,131
TOTAL	184,712	84,399	5,208	26,804	38,211	39,706

persons) were committed without bail. This bail information, in most cases, is obtained by police from the court and relates only to the first opportunity an arrested person has to post bail. A person may be committed or held temporarily without bail or in default of bail, and then later post bail and be released. However, the status reported in the attached chart would be "Committed in Default" or "Committed Without Bail."

9. There is a need to improve relationships and understanding between the community and the criminal justice system, and more specifically between the community and the police.

The recent disturbances in a number of New Jersey cities, i.e., Asbury Park, Jersey City, Trenton and Hoboken, and the continued inflammable nature of community attitudes in other communities have kept policemen and police departments on the firing line between the community and the criminal justice system.

The City of Rahway has described its police-community relations problem as follows:

"The populace of Rahway, as is the case in many other cities, towns and villages of our Nation, is in a very precarious position which could erupt into violence at any moment.

Issues concerning race, the school situation, housing, civil liberties and the economic problems have divided the citizens, black and white, into various hostile camps, each camp having an idea as to how the situation should be handled. These groups have produced only a minimal communication among themselves, resulting in a much wider cleavage than that which already existed.

Delving into the crux of the problem, we find that most of the mistrust and misunderstanding is based upon lack of understanding and communication. This problem, we think, can be alleviated through the institution of a national dialogue established upon the development of a community relations program which will provide the coming-together of the opposing factions and the Police Department in an effort to solve their common problems. The development will have to include the participation of adults and juveniles, as both are involved in all of this unrest."

Some cities in New Jersey, both large and small, have established police-community relations units in order to better deal with the tensions arising from an influx into the cities of new people not accustomed to urban life in the United States, from rising crime rates, and from a pervasive ignorance and misunderstanding of the role and functions of the police. Yet, much more is needed. All large police departments have not made the commitments and taken the necessary steps to substantially improve community relations. For example, many of the officers in the police-community relations units have not been trained intensively and comprehensively in their role. Goals have not been well-

defined. The community relations programs, where they exist, have not been tied into other specific ongoing efforts of the police department.

Training is essential in order for policemen to better understand their jobs and the implications and obligations of police-community relations. Every police department needs to establish police-community relations training as an ongoing part of its in-service training program with the basic intent of breaking out of the traditionally narrow, specific police function orientation that is all too typical of training policemen. A well-established and well-trained community relations unit is a major step forward in improving human relations training throughout the department.

Although New Jersey police departments are making some efforts to plan, supervise, and implement community relations programs, these programs tend to be separated from the general work of the police force and tend to involve only a few members of the force rather than the department as a whole.

Improving community relations should not be the exclusive business of special units. Community relations touches all aspects of police work, especially the work of the individual officer on the street. It is true that a community's attitude toward the police is influenced most by the action of individual officers on the street.

One of the ways to improve relations with the whole department is to have a variety of contacts outside of the strict street relationship of policeman to citizen. One general need here is for more kinds of informal contacts, such as is provided (for example) by the Police Athletic League. Another general need in this direction is for common police-community efforts on community betterment or other working projects.

Improved police-community relations will go a long way toward improving relationships between the community and the criminal justice system as a whole.

REDUCTION IN THE NEED AND DESIRE TO COMMIT CRIME-PREVENTION AND REHABILITATION (Goal 3.0)

The proceeds of all criminal offenses reported in New Jersey during 1969 amounted to almost \$89 million. Although police recoveries reduced this loss by almost 40 percent, the remaining unrecovered portion represented a loss of almost \$53.6 million to victims. The value and type of property stolen and recovered is shown in the chart on the following page. The figure cited represents only the direct monetary losses, and does not reflect indirect losses, both monetary and non-monetary from crime.

It is these losses as a result of crimes, whatever they may be, that document the pressing need to prevent crime by attacking its root causes.

REDUCTION OF CRIME THROUGH PREVENTIVE MEASURES (Objective 3.1)

1. There is a need to prevent narcotics and dangerous drug abuse by improving and expanding education, training and public information programs, and by

BAIL INFORMATION, 1969

OFFENSES	RELEASED IN BOND OR BAIL	RELEASED OWN RECOGNIZANCE	COMMITTED IN DEFAULT OF BAIL	COMMITTED WITHOUT BAIL
Murder	13	2	8	219
Manslaughter	190	84	29	10
Forcible Rape	164	18	176	73
Robbery	344	65	890	305
Atrocious Assault	1,270	425	1,039	115
Breaking and Entering	1,420	526	1,796	297
Larceny-Theft	3,962	1,886	2,071	129
Auto Theft	555	124	410	64
Subtotal for Above Offenses	7,918	3,130	6,419	1,212
Other Assaults	7,117	5,689	2,079	299
Arson	51	12	56	22
Forgery & Counterfeiting	330	104	182	32
Fraud	1,981	1,118	568	62
Embezzlement	154	48	39	4
Stolen Property: Buying, Receiving, Possessing	1,558	502	1,522	168
Malicious Mischief	671	558	271	19
Weapons: Carrying, Possessing, etc.	1,464	303	987	112
Prostitution and Commercialized Vice	247	17	165	3
Sex Offenses (Except Forcible Rape and Prostitution)	583	224	269	41
Narcotic Drug Laws	4,398	1,111	3,265	392
Gambling	2,073	195	234	72
Offenses Against Family & Children	539	688	1,157	67
Driving Under the Influence	5,237	1,576	671	57
Liquor Laws	1,240	1,149	118	8
Drunkenness	2,860	2,004	2,458	277
Disorderly Conduct	10,588	7,259	2,906	720
Failure to Give Good Account	700	310	657	61
All Other Offenses (Except Traffic)	8,395	10,631	3,165	488
TOTAL	58,104	36,628	27,188	4,116

TYPE AND VALUE OF PROPERTY STOLEN AND RECOVERED, 1968-1969

TYPE OF PROPERTY	YEAR	VALUE OF PROPERTY STOLEN	VALUE OF PROPERTY RECOVERED	PERCENT OF VALUE RECOVERED
Currency, Notes, etc.	1968	\$10,494,432	\$ 1,033,569	9.8
	1969	8,567,496	783,226	9.1
Jewelry and Precious Metals	1968	9,981,534	364,001	3.6
	1969	9,694,664	417,307	4.3
Furs	1968	1,631,629	36,378	2.2
	1969	1,798,694	50,086	2.8
Clothing	1968	3,070,277	260,595	8.5
	1969	2,702,707	262,703	9.7
Automobiles	1968	39,887,927	30,796,817	77.2
	1969	40,626,386	30,089,618	74.1
Miscellaneous	1968	23,806,344	2,523,875	10.6
	1969	25,389,175	3,710,675	14.6
TOTAL for NEW JERSEY	1968	\$88,872,143	\$35,015,235	39.4
	1969	\$88,779,122	\$35,313,615	39.8

increasing the police capability in coping with drug traffic.

As in 1968, arrests for Narcotic Drug Law violations reflected the highest individual rise for 1969, with a volume increase of over 69 percent. Arrests for Narcotic Drug Law violations show an increase of almost 165 percent since 1967, the largest arrest increase for any offense since 1967.

The City of Camden, one of the largest cities in the State, has analyzed the nature of its drug problem in a manner that makes the analysis broadly applicable from the point of view of crime causation:

During the past two years, there has been an enormous increase in drug abuse in the Camden County area. This increase has been greatest in the urban ghetto area of the City of Camden, which encompasses the Model Neighborhood area, i.e. four specific areas in the City of Camden: Bergen, Lanning, Pyne Poynt and Cooper Poynt. Other areas not incorporated into the model neighborhood areas have been greatly affected by this upsurge in drug abuse. Our work in this particular field in the last 18 months has indicated that youths from the more affluent suburban areas have become involved in the urban drug subculture by frequenting certain known areas and becoming more intimate with urban youths involved in drug abuse traffic.

The enormous wealth of this country has allowed us to become a nation of pill and drug takers (legally and illegally). Because of this wealth we have become a sensate society, a society in which one attempts to maintain certain "Pleasure Principles". In maintaining these principles, we have found that one thrill must replace another in unceasing succession.

... The use of heroin in our local area seems to originate in the early stages of experimentation as a communal affair. The three major criteria for drug abuse are:

- 1. Availability of drugs for illicit use.*
- 2. A large pool of susceptible individuals.*
- 3. The continuation of a drug abuse milieu in the ghetto areas characterized by:*
 - a) Poverty*
 - b) Undereducation*
 - c) Inadequate housing*
 - d) Lack of job opportunities*
 - e) Disruptive family units*
 - f) Welfare dependency*

The foregoing are sociological factors underlying crime and delinquency. From a law enforcement viewpoint, the Trenton Police Department, for example, reports that narcotics traffic and addiction are growing problems in the Trenton area. There were 266 narcotics arrests in Trenton in 1969. This department has not, however, been able to develop a fulltime narcotics unit to handle the growing problem. Only three detectives are assigned to narcotics on a part time basis. The demands on their time to investigate other active criminal matters

permits them to work on narcotics investigations only when they are not needed on other cases.

The needs and problems in the drug and narcotics area are enormous, but the prevention of addiction, especially among the young, is the most promising step that can be taken in this alarming field.

2. There is a need for the prevention of crime through increased knowledge of, and respect for, the criminal justice system, and through increased public awareness of how to avoid becoming a crime victim.

One element in reducing crime is a better understanding and appreciation of the criminal justice system by all citizens, but most particularly by potential offenders. There is a need for public education in this regard.

The problems of law enforcement are not the responsibility of law enforcement personnel alone. Crime is a national problem, and it is incumbent upon all citizens to have some knowledge of how to avoid becoming victims of crime. Public education projects on how to "harden" crime targets can be a valuable asset to crime control programs, if they have the interest and cooperation of the citizenry.

There are no demonstrable techniques for determining effective crime "hardening" projects, nor are there meaningful statistics to determine how many potential crimes are deterred by making crime targets inaccessible to criminals. It is known, however, that the habit of leaving car doors unlocked, or the keys in the ignition switch, presents readily available crime targets for individuals, especially juveniles, who might not otherwise attempt a car theft. A total of 37,173 car thefts were reported in New Jersey during 1969. This is a theft rate of more than one in every 100 registered vehicles in the State. In the special analysis of auto theft in August, 1969, it was determined that 46 percent of the stolen vehicles were left unlocked. Fourteen percent of the stolen vehicles were left unlocked with the keys in the ignition.

Car owners are not the only victims of theft. Homeowners sometimes are careless in leaving homes unlocked, all lights out, and during lengthy absences uncanceled newspaper and milk deliveries on the front porch. Storeowners and other businessmen, many of whom learn only through hard experience, are affected more than other groups, because readily available cash is a prime target for robbers and burglars. Statistics on robberies and burglaries of business establishments show this to be true. Storeowners and businessmen have a greater responsibility for knowing of and implementing crime prevention techniques.

Public education programs utilizing innovative techniques may reduce the threat of crime to persons and property and should be implemented. To be effective, however, they must be built around up-to-date, accurate, and specific crime prevention information. Programs must be tailored also to the individual needs of various groups in the community. Groups such as

merchants, housewives, and bank owners all have different problems in relation to crime. Most experts believe that effective programs must be cooperative in the sense that all of the interests of a community are represented.

REHABILITATION OF OFFENDERS (Objective 3.2)

1. There is a need to develop a variety of community-based correctional options.

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

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

2. There is a need to develop projects that will more effectively promote the rehabilitation of drug addicts, chronic alcoholics, and other such special offenders.

The 1969 New Jersey Uniform Crime Reports indicate an increase in arrests for all narcotic violations of almost 165 percent from 1967 to 1969. Within this period, arrests for the so called "hard drugs", which include the opiates and cocaine derivatives, registered the highest individual gains, with an increase of over 240 percent, while marijuana arrests increased by almost 184 percent. All 1969 arrests for drug involvement showed arrests for use of opiates and cocaine as the most prevalent, comprising over 60 percent of 1969 drug arrests.

It has been estimated that there are 7000 drug addicts in New Jersey. If this figure is accurate, and daily heroin purchases per person require \$30, then these addicts must obtain \$210,000 every day, \$1,500,000 every week, \$6,000,000 every month, \$78,000,000 every year. It is of course true that all 7000 previously convicted addicts may not still be active, or that they may not all be active all the time. It is also true that part of the money needed for drugs may come from sources unrelated to crime. But, the \$30 per day figure is estimated as cash, and the value of stolen goods needed to raise \$30 in cash per day is \$60 — \$90. Balancing all of these factors, the figure of \$78,000,000 per year may be a correct estimate. If so,

inner city crime — and the quality of inner city life — is obviously correlated with the state of narcotics addiction and control.

There is a great need to reach more drug offenders in New Jersey than is possible with present State resources. This means at least 500 more such offenders in the next year. The State residential treatment facility for addicts at the Skillman Neuro-Psychiatric Institute can presently accommodate only 72 patients at one time, and has a waiting list for admissions. There are 10 community stations for methadone maintenance treatment and only 150 patients currently participating in this program. Some private narcotics rehabilitation programs have received limited assistance from the National Institute of Mental Health to pay staff salaries, but must also spend a great deal of time and energy raising funds for other operational expenses.

Alcoholism too is a national problem striking all economic, ethnic, and racial groups. It is often associated with criminal behavior among young adults. In young adult offenders, pathological drinking patterns and illicit activities have already taken root, but often in an unsolidified manner, and potential for rehabilitation is high. Chronic alcoholism as a long term illness must therefore be approached in a preventive manner, which necessitates a concentrated effort towards young adults.

The present law enforcement machinery for alcoholics operates on a "revolving door" basis, which consumes great police and court time, while yielding few positive results. As an individual the chronic offender is caught in a cycle which he alone is not able to escape. In Newark one-third of all arrests made are related to alcoholism, and while programs do exist for alcoholism treatment, there is no organized system which follows and guides the incipient or chronic alcoholic through the various phases of the treatment process. Also lacking is a flexible system of treatment which can accommodate various degrees of need from the sporadic abuser to the chronically ill alcoholic. There is also little data on various treatment modes in terms of effectiveness and cost which is essential for comprehensive planning for the future. Consequently, it is apparent that there is a need to create a management system which will coordinate police, court, probation, medical treatment, social and psychological counseling, vocational rehabilitation and education in an organized manner, while filling gaps for those services which are deficient or non-existent.

3. There is a need to develop and improve rehabilitation programs in county jails, penitentiaries and workhouses; and to improve local correctional facilities and programs in general.

Because the county jail has little control over its intake, it has become a convenient repository for individuals in all types of problem situations where temporary security and shelter are needed. The mentally and emotionally disturbed, alcoholics, drug addicts, non-support cases, people in domestic turmoil, children beyond control and without significant family or

domicile — all of the misfits who society feels need an interval of separation may find their way into the custody of the county jail.

One of the reasons for the lack of rehabilitation in county correctional institutions is that many of these institutions are overcrowded with large numbers of unsentenced prisoners.

As of September, 1970, there were 4,391 prisoners in the 21 county jails, two penitentiaries, two workhouses and three annexes. Of this total, 2,630 (59 percent) were either awaiting trial or in the process of being tried for an offense. In nearly every severely overcrowded jail in New Jersey, the percentage of presentence prisoners is higher than the State average.

It is obvious that the correctional institutions that many counties operate do little more than hold prisoners in custody. A 1970 survey conducted by the State Law Enforcement Planning Agency found that most county correctional institutions have few or no rehabilitation programs. Long the step-child of social welfare, the county jails have been hardpressed to merely sustain their custodial function. However, there are county jail administrators in New Jersey who want to make rehabilitation a function of the county jail, and who reach out for financial assistance wherever it may be found.

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

4. There is a need to establish, expand and improve projects in State correctional institutions to prepare offenders for employment.

The lack of a well-developed plan of vocational training has long been a deficiency of the New Jersey correctional system. This problem takes on added significance when related to the increasing number of non-white, untrained and unskilled persons, young people especially, being admitted to the correctional institutions.

The State Division of Correction and Parole has continued to seek funds to implement an adequate program of vocational training. Efforts to obtain additional Federal funding for this purpose have not been successful, and there is evidence that such funds now being utilized may be either reduced or withdrawn in the near future. Space for vocational training is available at the new Leesburg institution, but funds for equipment and employment of instructors are necessary.

Participation of labor, business and industry in the planning and operation of vocational training programs and in the absorption of inmate trainees into the labor market is regarded as essential to a successful institutional program. However, no tangible results have occurred in this area to date.

5. There is a need to expand research and to develop methods for evaluating the effectiveness of correctional programs.

An inadequacy in New Jersey correctional operations is the inability to evaluate reliably and validly which correctional programs are successful, which programs should be modified, and which programs should be abandoned.

The State Division of Corrections and Parole has completed a small research study within the psychosocial typology framework which relates the basic problem type of 400 parolees to the type of treatment intervention provided by their parole officers. The objective of this study was to show the value of certain descriptive scales rated by both parolees and parole officers.

This Parole Techniques Study, in relying extensively upon previous investigations, represented an effort to organize the most objective measures of the strongest variables studied in previous research studies. Thus, the resource consuming task of developing new specific measures was avoided.

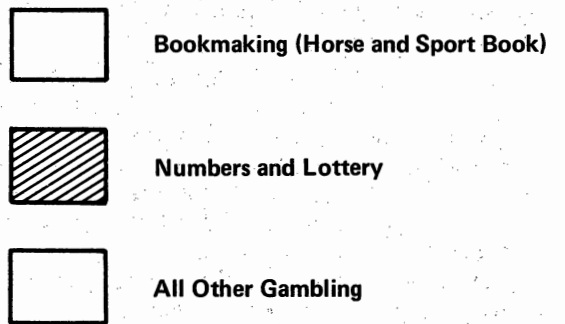
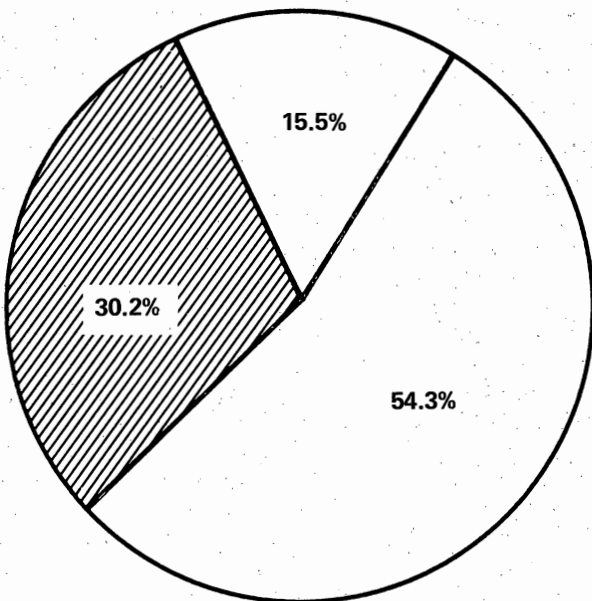
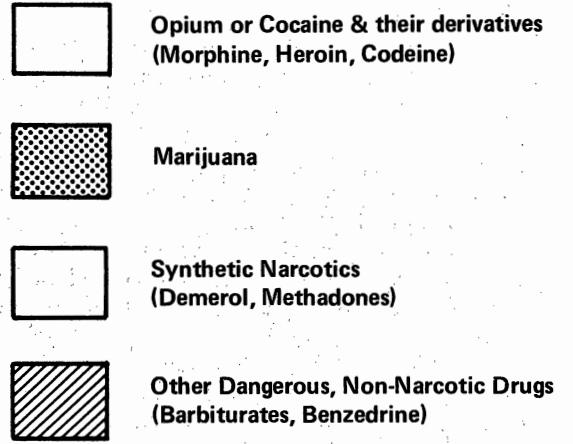
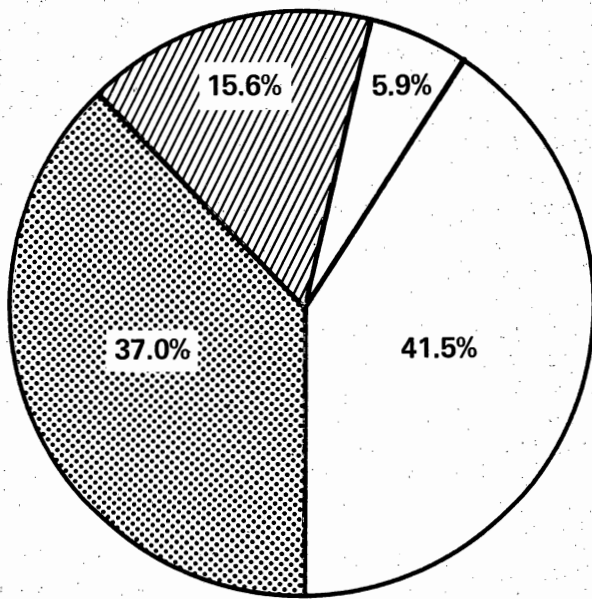
There is a need to study a broader range of problems for a broader sample of offenders using the solid general framework of previous results to guide specific new investigations.

It is also becoming evident that the rising costs of corrections may outstrip the State's capability of meeting them. It is clear that waste and inefficiency cannot be tolerated in the competition for funds. Means of insuring better returns on resource investments must be found, and an adequately supported management research component can make a significant contribution to this effort.

REDUCTION OF ORGANIZED CRIME (Goal 4.0)

It has come to be widely recognized that organized crime has had a pervasive influence on, and domination of, many of the societal institutions in the State of New Jersey. Nearly every element of the State's criminal justice system has been found to be corruptible and therefore demeaned.

Not only is organized crime a major problem in and of itself, but as it flourishes, it engenders other crime. Thus, the Governor's Select Commission on Civil Disorder reported in 1968 that disrespect for the police and city government in Newark in the form of "a pervasive feeling of corruption" was a major contributing factor to the riots in Newark in 1967. The Commission said that a major contribution factor in poor community relations was the corruption of the criminal justice system by organized criminal elements. Others have indicated that organized crime could be blamed for the riots because of



its control of drugs, gambling and loan sharking in the Newark ghetto.

The United States Attorney for the District of New Jersey has said that no better means of fighting all crime exists than an all-out assault on organized crime. Organized crime has the major role in the importation and wholesaling of heroin, the chief addictive narcotic. Gambling sponsored by organized crime is another major siphon of funds from the urban slums. The attached chart reflects analyses of narcotic drug law arrests and gambling arrests in the State in 1969. Gambling arrests increased by 25 percent in 1969, and by 82 percent since 1967.

Doing something about organized crime is not easy. Private citizens who are aware of it and may have been victimized by it won't discuss the subject, and certainly won't become complainants or witnesses. Large segments of the public are not aware of the magnitude of the problem of organized crime and do not understand its far-reaching impact on them. Governmental leaders, who have not commanded the resources required to deal with organized crime, have, until fairly recently, largely ignored the subject. It should be no surprise then that the criminal justice system in New Jersey has not responded adequately, if at all.

The criminal justice system has begun to respond to the problem in the last several years, essentially because it has been forced to do so, but much more remains to be done.

CONTROL OF ORGANIZED CRIME (Objective 4.1)

1. There is a need for the continued expansion of the investigation and prosecution of organized crime.

The detection of organized criminal activity frequently requires the careful review of records, documents and business papers by accountants, statisticians, tax specialists and systems analysts specially trained in this field, yet such personnel do not presently exist in sufficient numbers among the pertinent State agencies.

If the State of New Jersey is to increase its efforts to combat organized crime, the offices of the county prosecutors must be staffed with a sufficient number of assistant prosecutors to handle such prosecutions when directed to do so by the Attorney General. Full-time assistant prosecutors should relinquish their private law practices and receive adequate compensation.

Most assistant prosecutors currently have no tenure and consequently spend little more than one or two years in that position. It is particularly important in complex, protracted organized crime investigations and prosecutions that assistant prosecutors be men of experience who can assume responsibility for a case and remain on the case for its duration.

Many offices of county prosecutors are substantially under-manned at present. Adequate resources must be provided at both the State and county level for the recruitment, training and equipment of both investigative and prosecutive personnel.

There is also a need in New Jersey for a State-wide enforcement and intelligence network that would be coordinated through a central computer bank operated by the State and linked to almost all of the State's police departments and law enforcement agencies. It would augment the present State teletype system and would permit collection and analysis of data on State and National figures engaged in organized crime activities, as well as providing general criminal information.

2. There is a need for the passage of criminal legislation specifically aimed at keeping the criminal element out of the union hierarchy and the field of labor consultation. Additionally, there is a need for review of existing general criminal legislation in such areas as bribery, extortion and embezzlement, and the penalties therefore.

3. There is a need to insure that there is available to the State sufficient resources and dedicated manpower to prosecute thoroughly and without exception criminal offenses in the field of organized labor.

In the labor-management field, New Jersey is a highly industrialized State where trade and industrial unions represent a large part of the labor force. There is increasing evidence that organized criminal elements are perverting organized labor in order to secure monetary gain for themselves at the expense of employer and employee alike. These persons infiltrate the organizational hierarchy of unions and their welfare and pension funds, hire themselves out as labor consultants for the purpose of insuring against trouble from the labor movement, and gain influence over public officials charged with letting out and administering a large variety of public contracts.

4. There is a need to activate an interstate state police compact between New Jersey and the States of Delaware, Maryland, New York and Pennsylvania for the detection and apprehension of those engaged in organized criminal activities; and to establish a central criminal intelligence bureau, to gather, evaluate and disseminate to law enforcement officials of the compact States, data about organized crime, its leaders and their associates.

The Middle Atlantic States Compact has been enacted into law in New Jersey, but becomes effective only when one of the other four States also enacts it into law.

Too many investigations begin by retracing the steps of a previous one, often within the same agency. A good regional intelligence system can prevent this and also be a memory bank for other valuable data. All investigations uncover facts that may not be immediately useful in the case at hand, but which could be helpful for another investigation or agency. Much valuable information now stays locked away, and therefore is of no use to agencies in other States or often within the same State.

5. There is a need to increase local law enforcement capabilities against organized crime.

Local law enforcement officials generally do not have much information about the methods and practices of

organized crime and its control. But in addition to the lack of local expertise, there have been other obstacles to local law enforcement efforts. There is the political problem in which control of organized crime is delegated solely to law enforcement. This often results in pressures on law enforcement from the business world, from political leaders and from the public to do nothing. A part of this political situation is the corruption which has existed in certain counties and municipalities, and which undermines any serious efforts to cope with the problem of organized crime. Corruption destroys the security of valuable and necessary intelligence information.

Local law enforcement agencies also are understaffed. There is a short supply of expertise and equipment for controlling organized crime. Not enough general training on organized crime is provided for all law enforcement officers; insufficient intensive training is given to specialists. Specialists with skills in law, accounting, and intelligence analysis are rarely available or used in investigations.

Local police have small reserves of funds to support an informant system, and there are seldom enough funds to support undercover personnel and surveillance teams with the proper equipment.

PREVENTION OF ORGANIZED CRIME (Objective 4.2)

Preventing the further incursion and expansion of organized criminal activities is rendered all the more difficult because organized criminal groups offer goods and services that many people desire even though declared illegal. As the President's Commission on Law Enforcement and Administration of Justice indicated, "prevention fails unless citizens, individually and through organizations, devise solutions and encourage their elected representatives. . . . Above all, the endeavor to break the structure and power of organized crime . . . , requires a commitment of the public far beyond that which now exists. Action must replace words; knowledge must replace fascination. Only when the American people and their governments develop the will can law enforcement and other agencies find the way."

It is crucially important that all citizens be made aware of how the costs of organized crime are passed on to them through higher taxes and larger bills for goods and services. The President's Crime Commission said on this point: "Organized crime affects the lives of millions of Americans, but because it desperately preserves its invisibility, many, perhaps most, Americans are not aware how they are affected, or even that they are affected at all." There is a need for taking preventive steps through public education, as one means of coping with this massive problem.

1. There is a need to educate and to employ non-law enforcement and quasi law enforcement agencies against organized crime.

Organized crime supplies illegal services for those who willingly engage in an activity of organized crime (e.g., gambling, narcotics), and to those who do not willingly

engage (e.g., infiltration of legitimate businesses and the use of force and violence to gain a monopoly). It is almost impossible to educate those who willingly engage, but there is a need to educate the others — e.g., there is a need to educate businessmen about and against the activities of organized crime in legitimate business. There is also a need to involve the general leadership of each community in the efforts against organized crime by making that leadership more knowledgeable, and by giving it a greater watchdog voice in the field.

There is also a need to bring into the effort against organized crime the inspective powers of local and State regulatory agencies that are generally used by law enforcement, such as Alcoholic Beverage Control, Sales Tax, State and local health departments, etc.

2. There is a need for greater enforcement efforts to prevent organized criminal elements from infiltrating and controlling legitimate businesses.

It is commonly recognized that the ownership and control of many businesses are falling into the hands of organized crime, and that such businesses are often characterized by price fixing, market allocation, concerted refusals to deal, and efforts to monopolize.

The 1970 New Jersey Anti-Trust Act prohibits restraints of trade which are secured through monopolistic practices, but to date no visible results have accrued from vigorous enforcement of this Act. Little has yet been done to attack the infiltration of legitimate businesses by criminal elements.

REDUCTION OF RIOTS AND CIVIL DISORDERS (Goal 5.0)

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

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

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

PREVENTION OF RIOTS AND CIVIL DISORDERS (Objective 5.1)

Much of the cause of riots and civil disorders lies beyond the scope of the Omnibus Crime Control Program. For example, a special grand jury investigating disharmony and social unrest in the City of Camden, particularly during May and June, 1968, indicated that major problems in that City include a lack of adequate housing for low-income families, a lack of understanding and communication between City officials and non-Whites, and the need for legislation requiring that relocation services be made available to all persons displaced by highway projects.

The following are some of the major needs and problems in the State that can be attacked through criminal justice improvements.

1. There is a need to improve public attitudes toward the police and public respect for the police.

Essential to all effective crime prevention and control efforts is a respect on the part of the general public for the policeman and his work. The citizen must feel confident that the police department is there to protect him, and must, as a result of his confidence, have no hesitation in cooperating with and assisting police officers. Yet, there is substantial evidence that the policeman is distrusted and even disdained by some. Very often the members of minority groups harbor much of this distrust. For example, in a survey of the non-White community in the City of Plainfield in 1968, 75 percent of the sample felt that police brutality was either a major or important factor in riots and civil disorders.

Municipal police officers in the State were the victims of 1887 cases of assault during the year 1969, an increase of 37 percent in such occurrences since 1968. Since 1967, assaults on police officers have increased by 41 percent, confronting law enforcement in New Jersey with a serious problem which has grown to major proportions. A growing disrespect for the police, whatever its cause, must be considered as a basic underlying factor contributing to the selection of policemen as targets for criminal assaults.

The attached chart shows the number of police officers assaulted in 1969 by municipal population. The six cities over 100,000 population had the highest rate of assaults, 20.9 per 100 officers.

2. There is a need to create an agency or agencies to arbitrate disputes before disorders arise.

As a result of its study, the Governor's Select Commission on Civil Disorder cited as a cause of the civil disorders a general disaffection and disappointment over specific issues and a serious lack of communication between the established authority and the Black community. This lack of communication results in part from the fact that there is no central complaint bureau which could investigate and solve problems when they originate. There is a need for disputing groups to have the opportunity to discuss grievances.

3. There is a need to establish local information and rumor clearance channels.

Frequently, a civil disorder starts with distorted or even unrecognizable versions of an incident, spread by word of mouth through the community, and feeding upon previously charged feelings and tensions. There is a need for established channels for providing accurate information to disprove or at least contend false rumors that can otherwise lead to civil disorders. To be most effective, such channels should include both official and community aspects.

CONTROL OF RIOTS AND CIVIL DISORDERS (Objective 5.2)

Although it is recognized that prevention of civil disorders through alleviating and correcting the problems and conditions that foster them is the best overall answer to the problem, at the same time, it is also recognized that steps must be taken to improve law enforcement capabilities for coping with disorders when they occur. The importance of control is indicated by recent court decisions awarding riot damages to businesses damaged during flareups.

On one side, these decisions afford businessmen protection from financial ruin, and may thus help to slow down the exodus of business capital from riot-potential neighborhoods. Without private investments, many of these neighborhoods will deteriorate hopelessly into bigger and worse slums.

The other aspect of these decisions, however, is that municipalities cannot gamble on simply containing rioters to a small area, sacrificing some business establishments in the process. Police and city officials are forced to quickly breakup crowds that threaten to riot. Otherwise, a community may be faced with heavy financial claims from property owners. In the City of Plainfield, for example, claims related to one riot alone amounted to more than \$250,000.

Adding to this problem is the refusal of insurance companies to provide coverage for businesses located in what are considered potential riot areas. This leaves the financial responsibility almost entirely on property owners, who must then try to pass it on to the municipality. New Jersey law, however, limits to \$10,000 the maximum claim against a municipality on any riot losses that cannot be covered by insurance.

It is obvious that the capability to control riots and civil disorders must be improved, not only to protect people from death or injury, but also to prevent the destruction of property.

1. There is a need to expand the command communications capability among law enforcement agencies and decision-making agencies with regard to civil disorders.

The State Law Enforcement Planning Agency is implementing phase two of "Project Alert", designed to place in the possession of cities around the State, radio transceivers, operable on a single frequency, so that inter-

**1969 FULL TIME MUNICIPAL POLICE OFFICERS ASSAULTED IN LINE OF DUTY
BY POPULATION GROUP**

POPULATION GROUPS	TOTAL ASSAULTS	RATE OF ASSAULTS PER 100 OFFICERS	ASSAULTS WITH INJURY	RATE OF ASSAULTS PER 100 OFFICERS WITH INJURY
GROUP I Municipalities over 100,000	738	20.9	354	10.0
GROUP II Municipalities 50,000 to 100,000	239	12.6	133	7.0
GROUP III Municipalities 25,000 to 50,000	313	11.3	159	5.7
GROUP IV Municipalities 15,000 to 25,000	201	12.6	93	5.9
GROUP V Municipalities 5,000 to 15,000	277	9.5	76	2.6
GROUP VI Municipalities 2,000 to 5,000	75	11.3	16	2.4
GROUP VII Municipalities under 2,000	44	19.9	19	8.6
TOTAL	1,887	13.9	850	6.3

jurisdictional communication at a disorder site becomes possible on a common, clear channel. There is a need to expand the scope of the system beyond the allocations to the present 33 cities and to build "Project Alert" into a Statewide communications and information system designed to identify situations of high tension and disorder potential and permit planning and execution of prevention or monitoring strategies. A closed-circuit communication system, for example, could link major decision-making and enforcement agencies for coordination of information and operational efforts.

2. There is a need to continue the implementation of the Special Services Bureau within the Division of State Police. This Bureau is to provide technical assistance to all requesting agencies, both State and local, in the areas of civil disorders, riots, campus and school disorders, and related emergency situations.

Most units of State and local government have been operating independently and without coordination with regard to civil disorders. Certain departments have task forces, each having the same or similar functions, but without knowledge of the other's goals and objectives. The Special Services Bureau is designed to operate in liaison with local agencies, coordinated through the 21 county prosecutors, and in liaison with the pertinent State agencies.

In addition to involving governmental units, suitable programs should be developed for the participation of citizens and citizens' groups. Training programs should be developed to assist local and regional groups in both prevention and control activities.

3. There is a need for all colleges and universities throughout the State to review carefully their plans for intervention by civil authorities during periods of campus

unrest or disorders, and to establish ground rules for such intervention which are thoroughly understood by all concerned.

New Jersey has experienced more or less serious campus unrest during recent years. Although the occurrences have not been of the magnitude of some disorders elsewhere, they should be taken as indications that the potential for serious disorder exists here.

The President's Commission on Campus Unrest has pinpointed a number of problems concerning the use of law enforcement on the campus. Particularly relevant to New Jersey is the Commission's statement that they seriously doubt the awareness of universities and law enforcement authorities of the need to prepare themselves for the use of police or the National Guard in situations of campus disorder. Further, the Commission said:

... our investigations indicate that on many campuses that have not yet experienced disorder (and on some that have) university administrators have made no useful preparations for the possibility of disorder. . . . They are derelict in their responsibilities to the university community and to society at large. No less than the police, universities that are unprepared to cope with serious campus disturbances are properly held accountable when tragic consequences follow.

Although it may be regrettable that circumstances make necessary the possibility of having to call upon civil authorities to assist the university community in maintaining order, nevertheless, it is a fact of modern university life that the possibility of violent disruption cannot be discounted.

PROFILES OF NEW JERSEY'S MAJOR CITIES

MAJOR CITIES IN NEW JERSEY

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

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

With local comprehensive planning sub-grants, each major city in New Jersey has developed its own assessment of present and future needs, and problems and priorities existing in their local jurisdictions in the major subject areas covered in the New Jersey Plan for Criminal Justice. The results of these assessments are contained in this section, "Profiles of New Jersey's Major Cities", and are solely the product of local criminal justice planning efforts.

CAMDEN

The City of Camden is the major city in Camden County with a population of 117,230. The population size has remained unchanged since 1960 but the percentage of non-White population has increased while the White population has decreased. Camden presently has a non-White population of 28.8% which is second only to Newark among the major cities. The number of adults over the age of 25 who have completed less than nine years of education is 37,736 (56%). Only Trenton among the major cities, has this high a rate of adults completing less than nine years of education. The percentage of housing units classified as substandard is 20.1% (7,698), which is relatively low among the major cities. Median family income is quite low in relation to the other major cities. The median family income in 1969 is \$5,471; the lowest median family income among the major cities is Newark which is only \$17 lower at \$5,757. Camden also has a very high proportion of families earning less than \$3,000 per year with 18.4% (5,421) below that figure.

For non-White families the percentage is typically much higher with 29.7% (1,776) earning less than \$3,000 per year. The unemployment rate is not as high as other

major cities. For the entire work force it is 5% and for non-Whites 8.2%. By comparing the very low median income of Camden families with the relatively low unemployment rate there is some evidence that employed workers in Camden receive relatively low wages. One factor that may account for this is Camden's proximity to the Philadelphia labor market area. A high proportion of Camden residents work in Philadelphia where there are a large number of low wage, marginal industries such as needle trades, food services, and other service industries. In the absence of a labor force survey this can only be a supposition; however, this same phenomenon of low wages is also seen in Newark where over 50% of the indigenous labor force commutes to other urban centers, primarily New York, where low wage, marginal employment is available.

Camden is one of the few cities in New Jersey to show a reduction in index crimes from 1967 to 1968. The decrease was of significant size; from 4,986 to 4,251 and the decrease covered all of the major crime categories except larceny which increased from 2,325 to 2,873. There was a sharp decrease in all of the serious crime classifications.

In 1969, however, the total crime index increased sharply from 4,251 to 5,116. The greatest increases occurred in breaking and entering (1,462 to 2,101 or 43.7 percent) and auto theft (1,501 to 1,727). There were 7,862 actual Part I Offenses reported or known to the police in 1969.

Actual Offenses Reported or Known to Police (1969)

Homicide	
Murder	23
Manslaughter	4
Forcible Rape	
Rape by Force	20
Assault to Rape — Attempts	15
Robbery	
Armed — Any Weapon	104
Strong-arm — No Weapon	241
Assault	
Gun	40
Knife or Cutting Weapon	94
Other Dangerous Weapon	36
Hands, Fists, Feet, etc., Atrocious	33
Other Assaults, Not Atrocious	1108
Breaking and Entering	
Forcible Entry	1937
Unlawful Entry — No Force	35
Attempted Forcible Entry	129
Larceny — Theft	
\$200 and over in Value	191
\$50 to \$200 in Value	491
Under \$50 in Value	1635
Auto Theft	1726
TOTAL	7,862

1. The high number of breaking and entering and auto theft offenses indicate that:

a. *There is a need for public education programs in Camden, particularly for home owners, small businessmen, and car owners, on how to "harden" such crime targets as homes, businesses and automobiles.*

Such programs should inform the citizenry of appropriate methods for preventing these types of property crimes.

b. *There is need for a resource allocation study of the police department to recommend a more efficient and effective allocation of police resources in high crime areas.*

c. *There is a need to determine the feasibility of utilizing specialized and sophisticated surveillance equipment to better protect crime targets.*

2. As in other major police departments in the State, the Camden Police Department lacks a formal in-service training program for its personnel. Other than the standard recruit training program mandated by law, only occasional in-service training is conducted. Some courses outside the department are attended by specialized personnel. The increasing complexities of police work, especially in dealing with community problems, makes formal in-service training imperative for all major police departments. This problem is compounded in Camden by the 26 per cent increase in operating personnel in the Camden Department in 1969.

a. *There is a need for formal in-service training programs for all recruit and veteran personnel in the police department. Courses on such topics as social problems, human relations, juvenile delinquency control and other current issues should be offered.*

b. *There is a need for the administrators of the police department to implement full-time training, and to accept it as an integral function of police operations.*

c. *There is a need to offer incentive pay for policemen who obtain college credits toward degrees.*

d. *There is a need for Camden to assess its future manpower needs in light of current and projected police operations.*

e. *There is a need to extend the probationary period for new policemen from 90 days to 6 - 12 months in order that recruits are more satisfactorily observed and rated.*

f. *There is a need for more thorough background investigation and examination of police candidates.*

3. Arrest rates for juveniles in Camden are increasing at a rapid rate. In 1967 there were 1,074, in 1968 - 1,185, and in 1969 - 1,627. The latter represents an increase over the previous year of 27.6%.

The classification of juvenile arrests in 1969 is shown in the following table:

Juvenile Arrests by Offense (1969)	
Classification of Offenses	Total Under 18
Murder	1
Manslaughter	0
Forcible Rape	0
Robbery	43

Atrocious Assault	24
Breaking and Entering	167
Larceny-Theft (except Auto Theft)	112
Auto Theft	215
Other Assaults	142
Arson	5
Forgery and Counterfeiting	0
Fraud	0
Embezzlement	0
Stolen Property; Buying, Receiving, Possessing	37
Malicious Mischief	68
Weapons; Carrying, Possessing, etc.	17
Prostitution and Commercialized Vice	0
Sex Offenses (Except Forcible Rape and Prostitution)	75
Narcotic Drug Laws	14
Opium or Cocaine and Their Derivatives (Morphine, Heroin, Codeine)	0
Marijuana	14
Synthetic Narcotics-Manufactured Narcotics which Can Cause True Drug Addiction (Demerol, Methadones)	0
Other Dangerous Non-Narcotic Drugs (Barbiturates, Benzedrine)	0
Gambling	0
Bookmaking (Horse and Sport Book) Numbers and Lottery	0
All Other Gambling	0
Offenses Against Family and Children	0
Driving Under the Influence	0
Liquor Laws	2
Drunkness	25
Disorderly Conduct	388
Failure to Give Good Account	8
All Other Offenses (Except Traffic)	136
Suspicion	0
Curfew and Loitering Law Violations	64
Runaways	84
TOTAL	1,627

Arrest data indicate that the police department is handling a large number of juveniles, and that this number can be expected to increase yearly. There is also a practice in Camden of referring all juveniles to the Juvenile Court, thus clogging the Juvenile Court with cases that might be handled in other than an official manner. *There is a need for an alternative dispositional system for handling juveniles in the City of Camden. Also, court referral by the police should be restricted to those cases involving serious criminal conduct or repeated misconduct of a more than trivial nature.*

Juveniles between the ages of 16 - 18 have no separate detention facility. Though detention of juveniles is primarily a County problem, a considerable number of juveniles from the city are housed, when detention is necessary, in the County Jail, allegedly separated from adult prisoners. Male juvenile prisoners are simply placed in separate areas of the adult section of the County Jail.

There is a need for either a separate detention facility for juveniles between the ages of 16 — 18, or for a separate juvenile wing of the proposed new County Jail.

4. Records kept by the Camden Police Department are dispersed throughout the various functional units in the department and are manually filed and retrieved. *There is a need to examine the records-keeping system with a view toward planning for centralization and mechanical processing of police department records.*

There is an internal operational problem in the police department's Identification Unit concerning outdated methods and procedures which have a restrictive effect on the operations of this Unit. *There is a need for the Department to increase the formal training of its technical personnel in the Identification Unit. Members of this Unit should be enrolled in courses involving fingerprinting (taking of prints, classification, and development, lifting and preservation of latent prints), police photography (crime scene and photograph development), and evidence (collecting and processing for the crime laboratory).*

5. During 1968 Camden had numerous sporadic incidents with racial overtones. Included among these were incidents of firebombings, skirmishes with the police during a series of civil rights demonstrations, student sit-ins at high schools, housing demonstrations, and a publicized debate between the police administration and Negro and civil rights organizations, culminating in a State grand jury investigation.

There is a problem of social alienation of major proportions in Camden which threatens the quality of life in that community. The problem cuts across racial lines and involves the entire spectrum of socio-economic ills facing other cities with considerably larger populations. The response of police in this setting is of major import in helping to maintain order in the community, and at the same time responding to the needs of the residents in a prompt and just manner. To accomplish these objectives a number of needs must be met in the area of improving police-community relations.

a. *There is a need in the Camden Police Department to develop and enunciate policies and policy guidelines that give police personnel specific guidance for situations requiring exercise of police discretion.*

b. *There is a need for the police department to review its policies and procedures concerning recruitment of minority-group officers. They should be recruited, deployed and promoted fairly.*

c. *There is a need for each police precinct in a minority-group neighborhood to have a citizens' advisory committee that meets regularly with police officials to work out solutions to problems between the police and the community.*

d. *The Police Department needs to implement programs of interest that will educate the community about the law enforcement and criminal justice system.*

e. *There is a need for a "Rumor Clearance Center," operating 24 hours per day, located in the Police Department, to dispel rumors and provide information*

on an official basis, both to the public and the department.

f. *There is a need for additional police personnel, chiefly from minority groups and trouble-prone neighborhoods, to staff Camden's proposed Community Service Officers' Program. Staffing of the Community Service Officers' Program will enable the Police Department to provide inner-city residents with advice on community problems. These officers should be inhabitants of the inner-city, deployed to rectify existing problems, injustices, and dissatisfaction throughout the City.*

As law enforcement planning continues in Camden, other specific needs and problems will be identified and appropriate program solutions developed.

CITY OF ELIZABETH — A PROFILE

Elizabeth, the county seat of Union County, is a city with a heterogeneous ethnic population projected at 118,670 for the year 1970. According to demographic features prepared by the City Planning Department, Elizabeth will be the only major New Jersey Municipality to have demonstrated a substantial increase in population (107,698) over the 1960 Census. The non-white segment of the community has been estimated at 15% of the total population or approximately 17,800 persons. The Spanish-Speaking population of Elizabeth, has been assessed as 12% of the total population or approximately 14,200. Of the Spanish-Speaking Segment a substantial portion has its origin in Cuba. Elizabeth, in fact, contains one of the largest communities of people of Cuban origin. At present, there exists two Spanish newspapers and many commercial establishments operated by people of Cuban origin. For these reasons, Spanish, as a secondary language, has taken on new importance for agencies of the City Administration.

The City of Elizabeth is a commercial-industrial-residential community with a land area of 11.70 square miles. A great amount of transient daily traffic traverses the avenues of transportation through the city.

Located between Philadelphia, Pa., and New York, N.Y., it is a corridor for rail, water and highway traffic that connects these two metropolitan areas. Crossing the city is U.S. Route Number 1, The New Jersey Turnpike, The Penn-Central Railroad and the Baltimore and Ohio Railroad. Elizabeth also contains the Arthur Kill, a waterway which annually handles a shipping tonnage greater than that of the Panama Canal. In addition, Newark Airport, which is presently building a new series of passenger terminals, (mainly within Elizabeth) poses an added burden to road capacity. There are 25 major truck terminals in the city and bus service is provided by both Public Service and Trailways System. There are two major utilities within the City; they are the Public Service Electric and Gas Company and the Elizabeth Town Gas Company. The Goethals Bridge, a Port of New York and New Jersey Authority installation provides a direct access to New York City via Staten

Island and Verrazano Bridge. Port Elizabeth, also an installation run by the Port of New York and New Jersey Authority, is the center for the largest containerized shipping operation in the world. Elizabeth also houses the many Union County Buildings, such as the Court, Jail, etc.

The City has a large industrial complex which comprises firms that are engaged in a variety of tasks, among which are: Production of machinery, petroleum, chemicals, toys, food products, paper, wearing apparel, etc.

The many retail shopping outlets do an estimated gross annual business in excess of 200 million dollars. In addition, Elizabeth contains the many commercial and professional entities required to service the general population.

The residential areas of the city are widely dispersed. There presently exists 40,000 housing units in the City. Of these, some 5,000 or 12.5% are considered substandard. Accordingly, one out of every 8 families resides in a substandard unit. There is a proliferation of multiple dwelling buildings within the city with particular concentration in the North sector of same.

Family income factors (based upon 1960 census data) demonstrate that the median family had an annual income of \$6,429. While this is substantially lower than the average for Union County, it is relatively higher than other major cities in New Jersey. Elizabeth also had a lower percentage (12.5) in the \$3,000 or less per annum family income bracket. Compiled on 1960 population data, this was 3,599 families. 26.1% (690) of these were non-white families. The city wide rate of unemployment was 5.2% while the non-white rate was 9.6%.

This demonstrates that while the overall population shares a better economic position than that of most New Jersey cities, the non-white population is comparable to that of the other cities.

The major problems faced by the city are those associated with continually growing urban ills. Those that have particular application to the City of Elizabeth are:

1. A rising crime index.
2. An increasing demand for additional services by City Agencies.
3. An ever increasing traffic problem to:
 - a. Transient traffic to and from employment.
 - b. Transient traffic between the New York and Philadelphia metropolitan areas.
 - c. Commercial traffic to and from enterprises within the city.
 - d. Commercial traffic travelling through the city.
 - e. The use of installations such as: Goethals Bridge, Newark Airport, New Jersey Turnpike, etc.
 - f. The use of transportation for commutation purposes, i.e., railroads.
 - g. Traffic from persons making use of retail and commercial services.
 - h. An increase in multiple dwelling buildings.
4. An aura of social unrest-prevalent in many major cities.

Associated with these problems are the many needs of the Police Department for undertaking its share in combating these trends. To some needs there are proposed solutions — many of which are being fully or partially implemented through existing programs, or pending programs. To other needs there are proposed solutions not presently supported by any programs. Lastly there are those needs to which no one, to date, has offered adequate programs.

A RISING CRIME INDEX

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

In 1969, the total crime index increased to 4,528. Robberies decreased from 239 to 192, but there were substantial increases in assaults (949 to 1,023) and in auto theft (1,138 to 1,325). The latter represents a 17% increase.

The offense data for 1969 complaints is shown in the following table:

Actual Offenses Reported Or Known To Police (1969)

Homicide	
Murder	7
Manslaughter	9
Forcible Rape	
Rape by Force	26
Assault to Rape — Attempts	12
Robbery	
Armed — Any Weapon	101
Strong-Arm — No Weapon	91
Assault	
Gun	43
Knife or Cutting Instrument	117
Other Dangerous Weapon	73
Hands, fists, feet, etc.	
Atrocious	66
Other Assaults, Not Atrocious	724
Breaking and Entering	
Forcible Entry	1,293
Unlawful Entry — No force	297
Attempted Forcible Entry	292
Larceny — Theft	
\$200 and over in value	269
\$50 to \$200 in value	513
Under \$50 in value	1,666
TOTAL	6,923

The most serious needs and problems in Elizabeth can be categorized into the areas of preventing crime, upgrading personnel, reducing juvenile delinquency,

improving detection and apprehension, and educating the public to the need for their involvement in combating crime.

1. The number of breaking and entering offenses continues to be high and is increasing (1,832 to 1,882, from 1968 to 1969). These offenses and the high number of auto thefts indicate that crimes against property continue to be a particular problem in the City of Elizabeth.

Need

There is a need for a comprehensive study of breaking and entering offense patterns. This should be based on hour — location — information.

Programs

Such a program is now being considered wherein breaking and entering offenses will be compiled, mapped and charted according to time and location. Men and equipment will then be deployed according to the findings of the study.

a. Project 24 - Subgrant A-12

Under this program the Electrical Bureau of the Elizabeth Police Department will purchase electronic detection equipment. Same will be deployed in areas of high breaking and entering incidence to detect the commission of this crime.

Need

There is a need for public education programs for citizens on how to "harden" such crime targets as automobiles, residences and business establishments.

Programs

The Elizabeth Police Department provides speakers to organizations on such topics as the prevention of burglaries, etc. The intent, presently, is to increase the role of the speakers by creating a Speakers Bureau which will exert greater emphasis on public contact.

a. Project 34 — Subgrant A-18

Under this program, the Planning Unit of the Elizabeth Police Department will prepare speaking formats, provide visual aids and train speakers to appear before the public. In addition, this Unit will design brochures to be distributed to the public on various areas of the crime problem.

2. Other than the State mandatory recruit training and specialized courses attended outside the department, the Police Department of Elizabeth at the present time, has no on-going formalized in-service training program. Training that is carried on consists of standard "hardware" type training.

Need

There is a need for regular informal in-service training for all uniformed policemen on such topics as narcotic education and prevention, social psychology, juvenile delinquency control and prevention, etc.

Program

Presently under study is a reorganizational plan which allows for daily in-service training sessions utilizing the IACP Training Keys.

Need

There is a need to increase the general level of education of department members. College level courses should be in the area of the humanities.

Programs

Over 50 members of the Department are now attending college. Many of them are majoring in Liberal Arts and attending under a LEEP grant.

In 1970 the total authorized uniformed personnel figure was 300, but actual personnel numbered only 271. The Police Chief has stated that over the last eight years the department has averaged 30 policemen below that authorized by City Council.

In order to combat the problem of recruiting personnel to the police department, a number of approaches need to be tried:

Need

There is a need for a review of recruitment standards. This should be done to see if the police system cannot only attract more candidates but also better candidates. Standards may have to be raised rather than lowered.

Program

A program to accomplish this end might better be handled by a state agency or several police departments working on a combined basis.

Need

There is a need for the review of municipal residency requirements.

Program

If residency requirements are to be waived some procedure should be set forth to provide a practical distance that an individual can live outside the City and still be able to fulfill recall responsibility.

Need

The need exists for a salary that is commensurate with the salaries of surrounding community police departments. In addition, there exists the need for a pay incentive program based on job related training and college credits earned.

Program

Although there have been salary increases that make the Elizabeth Police Department pay scale similar to surrounding communities, this still remains a problem. Collective bargaining, however, seems to be a partial answer to this need. A program for pay incentive based on job related schooling and college attendance has been submitted to the City Administration for the year 1970.

Need

There is a need to implement a police cadet program to provide potential policemen from the young and minority group population.

Program

At present the Elizabeth Police Department has two police cadets. Envisioned for the future is a corp of approximately 10 cadets.

3. Elizabeth's problems regarding crime are not unique for a City of its size. However, criminal offenses by

children and young adults have risen disproportionately. In 1969, 2,912 juveniles were arrested compared to 1,951 in 1968 — an increase of 33%; 2,116 of these were handled within the police department and released; 760 were referred to juvenile court; 19 were referred to welfare agencies; 10 were referred to other police agencies; and 7 were referred to criminal or adult court.

The classification of juvenile arrests in 1969 is shown in the following table:

Juvenile Arrests by Offense (1969)	
<i>Classification of Offenses</i>	<i>Total Under 18</i>
Murder	2
Manslaughter	0
Forcible Rape	3
Robbery	64
Atrocious Assault	50
Breaking and Entering	201
Larceny — Theft (Except Auto Theft)	421
Auto Theft	92
Other Assaults	392
Arson	0
Forgery and Counterfeiting	0
Fraud	6
Embezzlement	0
Stolen Property; Buying, Receiving, Possessing	36
Malicious Mischief	269
Weapons; Carrying, Possessing, etc.	22
Prostitution and Commercialized Vice	1
Sex Offenses (Except Forcible Rape and Prostitution)	29
Narcotic Drug Laws	55
Opium or Cocaine and Their Derivatives (Morphine, Heroin, Codeine)	18
Marijuana	16
Synthetic Narcotics — Manufactured Narcotics Which Can Cause Drug Addiction (Demerol, Methadones)	11
Other Dangerous Non-Narcotic Drugs (Barbiturates, Benzedrine)	10
Gambling	7
Bookmaking (Horse and Sport Book)	0
Numbers and Lottery	0
All other Gambling	7
Offenses Against Family and Children	0
Driving Under the Influence	0
Liquor Laws	63
Drunkenness	0
Disorderly Conduct	842
Failure to Give Good Account	0
All Other Offenses (Except Traffic)	309
Suspicion	0
Curfew and Loitering Law Violations	6
Run-Aways	41
TOTAL	2,912

The disproportionate increase in juvenile delinquency in Elizabeth, combined with the lack of dispositional

alternatives presently available to the police department indicates a problem of major proportions.

Need

There is a need for a new method of handling juvenile offenders on the street other than referral to the Juvenile Aid Bureau.

Need

There is a need to create a procedure whereby Juvenile Court referrals are less frequent. Those cases that are sent to the Juvenile Court should then be acted upon with greater stringency. The City should investigate the possibilities of a formal non-adjudicative dispositional system as an alternative to both unofficial and official handling of juveniles.

Need

There is a need to study juvenile law with the possible return to the common law ages of reason and responsibility.

Need

There is a need for establishment of formalized police policy guidelines for handling of juveniles, and a department-wide training program based on those guidelines and implemented by the Juvenile Aid Bureau.

Need

There is a need for juvenile delinquency prevention programs to be undertaken by the city of Elizabeth incorporating projects located in the school system with a logical continuum extending to the out-of-school world.

4. In 1969 a study was done of the narcotics problem in Union County. Since the City of Elizabeth is the major population and crime center in the County, it is felt that the results of this study are relevant to the assessment of needs and problems specific to the City.

The study identified the following problems in the area of Narcotics:

- a. Law enforcement investigation of suspected narcotics users and sellers is seriously hampered by inadequate laboratory facilities within the county for analysis of suspected narcotics. The only available government laboratory is run under the auspices of the State Police in Trenton.
- b. There is a serious lack of adequate and appropriate education and training of law enforcement officers in the area of narcotics.
- c. There is a serious lack of medical facilities and medical assistance available to law enforcement agencies for the treatment of narcotic offenders at the time of arrest.
- d. There is little comprehensive understanding of the narcotic problem by municipal prosecutors and municipal and county judicial officials.
- e. Present legislation is inadequate and has done little to curtail this serious problem.
- f. Because of lack of funds, available personnel, and organization, there is an absence of a county-wide, uniform reporting system on known and suspected narcotic offenders.

- g. There is a lack of adequate rehabilitation facilities.
- h. The narcotics traffic is generally controlled by members of organized crime, many of whom operate within the County of Union.
- i. Approximately 85% of all major crimes committed in the county are directly or indirectly associated with narcotics. There were 526 arrests for violations of the narcotic drug laws in Elizabeth in 1969.

In light of these problems; the following specific needs have been identified:

Need

Establish a centrally located county laboratory where qualified personnel will be available on a full-time or a part-time basis to run tests on suspected narcotics. These personnel should be certified to testify in court at no cost to the municipality.

Need

Make available centrally located equipment to the law enforcement agencies within the county for the purpose of surveillance, narcotic detection, etc. Such equipment should consist of photographic equipment, electronic equipment, unmarked vehicles, etc.

Need

Organize a task force to be available to any Chief of Police within Union County, upon his request, to augment his own personnel by supplying personnel for surveillance and undercover work. This force would organize and maintain a records and information center on all known and suspected narcotic offenders and would work under the authority of the County Prosecutor.

Program

A program for a Union County narcotic strike force has been suggested to the Union County Prosecutor's Office by the Elizabeth Police Department. This operation is to be enacted shortly.

Need

There is a need to expand the Narcotic Squad and Confidential Squad (organized crime detection) and improve their operations.

Program

A study has been conducted on interagency narcotic raids and mass procedures.

AN INCREASING DEMAND FOR ADDITIONAL SERVICES BY ALL CITY AGENCIES

The Elizabeth Police Department has been forced to bear the burden of an ever increasing number of tasks. Not only has this load increased due to rising crimes and incidents but also owing to functions assigned that really should not be the responsibility of a police department. It becomes increasingly necessary to research two avenues:

1. Increased efficiency of functions and manpower.
2. Elimination of functions not belonging to the police service.

Increased Efficiency:

Need

There is the need for continual review and planning to improve reporting forms and procedures.

Program

Department forms were recently revised to improve the gathering of information and decrease the time needed to complete them in the field.

Need

There is a need to study response time by vehicles in the field and methods of reducing same.

Program

Under Program 3.2.4 new methods of organization and scheduling have been discussed whereby additional manpower would be utilized during times of high crime incidence.

Need

There is a need to have all report and record systems computerized to decrease man hours on clerical work and allow for more expedient crime data to the field.

Need

There is a need for study of the court and Grand Jury processes to regulate the appearance of the police officers in order to eliminate time loss from field duty and overtime costs.

Need

There is a need for man power allocation to provide personnel at times and places of high crime incidence.

Need

There is a need for a night court Magistrate for traffic cases since approximately 20% of Municipal Court time is devoted to this function. This would also expedite the arraignment of criminal violators.

Elimination of Functions

Need

There is a need to eliminate school guards and the filling of their posts by policemen as a function of the Police Department.

Program

A study was conducted which demonstrated the amount of patrol time lost to school guard posts by policemen. Recommendations were made that this service be provided through the Board of Education or a private agency.

Need

There is a need to relieve uniformed personnel of the heavy clerical caseload so that they may spend more time in the field.

An Ever Increasing Traffic Problem

Need

There is a need for a Traffic Engineering Unit apart from the Police Department. This would relieve Traffic personnel so that they may spend more time in the field on enforcement problems.

Program

A Traffic Engineering Unit could compose a comprehensive traffic plan for the City and eliminate many of the problems that have created a major problem on the streets and highways of Elizabeth.

AN AURA OF SOCIAL UNREST

5. Although the City of Elizabeth has not had any major riots or civil disorders, there are problems between the police and the community, as reflected in the fact that 110 police officers were assaulted in line of duty during the year 1969. These 110 officers represent 41% of the 271 officers in the department. This figure is higher than that for any of the six Major cities in the State. Elizabeth has two primary needs in the area of improving police-community relations:

Need

There is a need for policemen to acquire a sensitiveness to the problems and issues which will confront them. For this reason all members should be issued IACP Training Keys followed by training sessions.

Need

There is a need to develop a procedure for handling non-criminal community service problems which are not, but have become the responsibility of the Police Department.

Need

There is a need for greater citizen involvement in the community relations program of the police department. This could be met by the formation of a citizens' advisory committee which would be broadly representative of the community as a whole, to meet regularly with police officials to work out solutions to problems of conflict between the police and the community.

Need

There is a need to increase the number of minority-group officers in the police department. Although Elizabeth has a Negro population of approximately 15% and a Puerto Rican population of approximately 10% there are few Negroes (10 in 1967) and no Puerto Ricans in the Elizabeth Police Department.

JERSEY CITY

The most important needs for updating or improving the performance capability of the Jersey City Police Department in order that the residents of the community can best be served and the war on crime more successfully carried on, is broken down into nine categories. Many of these subjects are interrelated and can be identified with the major areas to be surveyed and improved. Of course, the expense of carrying on the normal police function, all of which has varying degrees of importance, is and will continue to be met by the City of Jersey City; however, the cost of police service has increased to a great extent, and the burden of remaining

within a realistic figure, when asking the taxpayers to approve the police budget becomes increasingly difficult. Also, the greatest need for updating and improving the law enforcement pattern stems from areas where the least amount of taxes emanates, causing objection to be voiced by some groups when money is being sought to pay the expense of safeguarding the community.

It is for this reason that the unrelenting effort against crime, which is desperately needed, can only be accomplished through financial assistance from the state and federal levels.

It is noteworthy to consider the fact also, that in some instances a large grant for a singular or multi-purposed approach can accomplish a great deal more than several smaller grants. This is not to be construed to mean that small grants are not applicable for some purposes.

The specific categories where improvement is most desirable are as follows:

The Deterrence of Crimes of Violence.

1. Hold-ups, forcible rapes, street robberies (purse thefts, assaults, etc.).
2. Burglaries (commercial and residential) (sometimes violence occurs though no violence was anticipated by the perpetrator).
3. Apprehension of narcotic pushers and users. (Many of the previously mentioned crimes are committed by narcotic addicts to support a drug habit).

The above enumerated crimes omit crimes of passion and the Part II offenses for the obvious reasons of intent and severity.

Community Relations

Since Jersey City suffered its first incidence of civil disorders in 1964, there has been the ever-present atmosphere that it could happen again if the social inequalities are not recognized and improved. While the social ills for the most part are not a police function, however, the task of preventing and/or terminating destructive outbreaks is a first order of police business. It is for this important reason that great emphasis must be placed on the necessity of funding a well organized, trained and capable Community Relations Unit as an integral arm of the police organization. Jersey City has done this on a scale limited by a restrictive budget. The operation has been successful to a certain extent, but more effective programming can only be realized with federal and state assistance.

Since 1964, we have had no major outbreaks. However, in June, 1970, we suffered fire bombings and acts of violence as a result of social unrest and some outside influence in the Spanish-speaking community of the city. The damage could have been much greater had it not been for the rapid mobilization of the police department backed up by a well organized fire department. However, a major factor in reducing the tensions was the immediate willingness by the Mayor and elected public officials to meet with the Puerto Rican leaders, and the assurance that corrective measures would be

taken to remedy any justified complaints. The Community Relations Unit is expanding its program to place more focus on this area of the city.

Since 1964, greater recognition has been accorded to the black community. However, this does not mean that another outbreak is not possible. It should indicate that a valid effort has been made to the extent that those organizations bent on anarchy and disruption, have not been able to recruit sufficient support to launch another major outbreak. Hopefully, it will remain in this state of suspension and the city fathers and the Community Relations Unit of the Police Department will continue to recognize the needs of the black community and promote those programs that will eliminate the prejudices that lead to violence and destruction. Improvements can and will be made by the Community Relations Unit when the funds already sought are forthcoming. In this manner the frictions that still exist will gradually diminish.

Recently a police sponsored program, funded by state and federal monies, was started. It is known as the "Teen Post" and the purpose is to improve the police-juvenile relationship. The location of the Teen Post is the C.Y.O. Building, 380 Bergen Avenue, Jersey City, which is in the heart of one section of the black community.

Although the "Teen Post" was intended to serve the juvenile segment of the community, it has expanded its efforts to include adult participation. From recent evaluations, the program is a remarkable success and hopefully one or more "Teen Posts" can be opened in other areas of the city.

Additionally, an "Officer Friendly" program was started, within the school system by the police department. Its purpose is to further improve the police image within the community, especially with regard to our youthful citizens.

Hopefully, these and other efforts will have a desirable effect in gaining public support for the police effort.

Juvenile Delinquency

An area that can not be overlooked, where added programs and approaches are sorely needed, is the juvenile delinquency problem. Great emphasis is currently being accorded this problem from the standpoint of increasing the patrol and thereby reducing the possibility of successfully perpetrating an offense. It is also felt that much of the success of a juvenile delinquency program depends upon the correction and rehabilitation aspects with emphasis placed on the pathological and sociological problems of the individual. Education and job training, along with job availability, play important roles, but strictly from the police standpoint prevention through increased patrol is the best approach a police department can attempt. Our youth bureau works very closely with the Juvenile Courts, the Juvenile Board, and the Board of Education in an effort to lubricate the wheels of correction and rehabilitation. We welcome any valid suggestions that, as a police unit of government, we can achieve greater accomplishments in the field of juvenile delinquency.

Should criticism be deserved because of this attitude, valid recommendations are solicited and shall be treated importantly.

Community Involvement

There is an undeniable need for more participation on the part of the citizens if the police effort is to substantially improve. If better cooperation is to be achieved, meaningful dialogue must be attempted in order to open the line of communication between the police and the people of the community. This especially applies in minority group sections where much criticism and unfavorable propaganda has been leveled against the police. A clearer definition of the purpose of the criminal justice system must be advanced and the lines of responsibility and mutual advantage clearly stated. Greater community cooperation must achieve substantial gains in the efforts to suppress crime and apprehend offenders.

In order to foster this objective, much emphasis must be placed on educating the people on the importance to the community of having a good police department, what the police department means to them, identifying the responsibilities of the police function as opposed to other municipal agencies, the shortcomings of which are often blamed on the police department. By promoting better understanding and soliciting greater cooperation only beneficial results can ensue. An approach to accomplish this objective was submitted in a discretionary grant application entitled, "Improved Patrol and Police-Community Action." Properly administered, this approach could have far-reaching effects in improving the police image and minimizing the efforts of subversive, anarchistic revolutionary groups at work within our community. It also will serve as an opportunity to learn in what areas police-community relationships can be improved.

Another approach in educating the public and at the same time in hardening the crime target areas could be in the form of a motion picture to be shown in the local theaters, or on television, to all civic, social, and religious groups. This film would depict all the known precautions such as: (1) installing good locks; (2) leaving a light on when the house is vacant; (3) utilizing the neighborhood "buddy system"; (4) calling the police whenever any suspicious persons(s) are in the area; etc.

Hopefully, this means of educating the public would stimulate community involvement and reduce the crime incident rate.

Patrol

The problem of controlling the crime problem has become increasingly difficult over the last decade. Crimes of violence are no exception. During the year 1969, not one month passed without at least one murder being committed, and during the month of June, 1969, nine murders were reported. Many of the murders were associated with the commission of a crime that resulted in the loss of life. Armed robbery ranks foremost of the crimes of violence or where violence might have resulted

from the initial intent. Many of the armed robberies occurred on the street or at least within sight of the street. The same applies to aggravated assaults, committed during 1969. Many women, some of them elderly, were injured when they attempted to hold on to their pocketbooks while resisting the efforts of a youth intent on stealing a pocketbook. These allegations, offered to indicate the need for more street patrol, are substantiated in the monthly reports of offenses known to police. Undoubtedly, there are instances of pocketbook robberies that are never reported.

The point being made here is that there is a valid need for more preventative patrol and quicker response time when serious crimes are reported. The Jersey City Police Department maintains a well-staffed motor patrol (marked cars) unit which works out of the individual precincts. However, these teams respond to handle all types of complaints and for the most part are "off the air": at the scene of a fire, an auto accident, some form of minor disaster, at the hospital picking up injury reports, in a home in response to a family dispute, report writing, etc. This leaves only minimal time to devote to routine preventative patrol. Resorting to the old technique of foot patrol on a precinct-wide basis would not be feasible because of the cost factor. The City of Jersey City could not afford to pay the salaries of enough policemen to adequately patrol even the high crime areas. There too, the cost to the City for one policeman is \$14,000 annually when the amount paid for fringe benefits and pension are included. It is for this reason that any and all resources must be considered in an effort to increase the efficiency and performance capability of the foot patrolman in order to stem the rising tide of criminal activity. Research was made for this purpose, and a plan was devised to utilize "motor scooters" for increased mobility and updated "radio communications" for direction, control, and back-up when needed. Hopefully, this approach will increase the foot coverage more than ten-fold and have the desired effect of preventing crime and apprehending offenders. Of course, the degree of success that can be anticipated from this innovation will depend largely upon the direction of the superiors who will supervise the plan, and the ability to interpret a change in location of the "crime target areas." If a given area designated as a crime target area is saturated with mobile policemen, it can be assumed that the perpetrator, whether he be a juvenile or adult, will seek more advantageous areas to infiltrate.

Questions should be directed to the thought of "inclement weather" when motor scooters cannot be used. Statistics indicate that during severe weather, less people take to the streets, and the motor scooter patrolmen could be supplied with available autos or patrol on foot. Also, criminal activity is minimized during foul weather. A more detailed description of this approach can be found in the grant application entitled, "Improved Patrol and Police-Community Action."

Narcotics and Drug Abuse

The Jersey City Police Department addresses great importance to the subject of "Narcotics and Drug Abuse." Not only is this a Health and Welfare problem, but it has a direct bearing on the crime statistics of our city. As has been briefly stated earlier in this narrative, there is a direct correlation between the increased use of narcotics and the increase in the crime rate. Many persons, juveniles, adolescents and adults alike, resort to crimes of violence and larcenies to finance a "habit." Our department has a very active and highly successful "Narco Squad" consisting of thirteen men. In charge of this squad is a captain assisted by a lieutenant. While it is the responsibility of every policeman of all ranks to be constantly alert for narcotics offenses, the bulk of the responsibility rests with the Narcotics Squad, who possess the expertise in this specialized field. Our records indicate that from September to December 1969, a total of 260 adult arrests were made involving narcotic offenses. In addition, there were 44 juvenile arrests. From January to September 1970, a total of 768 adults and 115 juveniles were arrested making an annual total of 1,187 arrests. Added to the work involved in making the arrests, the same officers then must spend the necessary amount of time in court to prosecute the arrests. This is a heavy work-load and in order to supplement the effort, a program of allocating resources was instituted and funded by the police department. A grant application has been submitted to purchase sophisticated electronic equipment to aid in this very important area of law enforcement, but as yet has not been approved.

Undoubtedly, the preponderance of narcotic activity has not been dealt with, and the resources of the Jersey City Police Department has been tapped to the limit, therefore, a great need exists for federal and state cooperation as well as financial assistance in order to adequately accept the responsibility demanded of law enforcement units faced with the task of suppressing the narcotic problem. Lives are lost, people are injured, and great financial losses of personal property can be directly attributed to narcotic and drug abuse activity. Not enough stress can be placed on this problem, which warrants top priority when administering police responsibility.

The Courts

As previously stated in this narrative, there is a very pressing need for increased patrol in order to deter the opportunity to successfully commit a crime. The more difficult we make it for those who would resort to criminal activity, the better our chances are of reducing the amount of crime being committed. Also, by increasing our patrol efficiency, we provide better response time and a greater opportunity to apprehend the offenders.

Under the present court procedures, whenever an arrest is made a court appearance is required of the arresting officer(s) and if the offense be indictable, a

prosecutor's report is necessary as well as an appearance before the Grand Jury and then Superior Court as well. This admittedly is very necessary under the present court system but is also very time consuming; in waiting for the cases to commence, postponements, etc. It is realistic to assume that some research could be attempted to modify the present court procedures and avoid some of the wasted time, and the word, "wasted" is being used advisedly. If this could be accomplished, our men could devote more time to patrol and certainly encourage additional arrests if the monotonous time spent hanging around a courtroom corridor could be minimized. This would especially hold true for the men working the 12 midnight to 8 a.m. tour of duty and also the fourth platoon men (8 p.m. to 4 a.m.). It would not be remiss to suspect that some arrests, perhaps juvenile and less serious Part I offenses are not being processed in order to avoid a 9 a.m. court appearance with the strong possibility that the arresting officer(s) will not get home until 12 noon or later.

Some exploration has been accorded a plan to use written affidavits in lieu of a municipal court appearance when the offense is not indictable. This could serve as a starting point in a program that would keep more policemen on the streets and encourage greater adherence to the statutory laws demanding arrest.

Undoubtedly, this matter should be addressed to the New Jersey State Attorney General. However any cooperation, especially in the nature of the sample-printed forms, which we have obtained, would be enthusiastically offered. If some relief could be forthcoming, every police department and law enforcement agency in the state would benefit, and the amount of money being paid out for overtime would be greatly reduced.

While focused on the courts, it might be well to mention some of the opinions expressed by line officers during a cross section survey made for the purpose of preparing this narrative.

It is the opinion of many officers involved in narcotic and other serious arrests, that it is all too easy for the prisoner to be right back out on the street after an arrest is made. Are the judges too lenient? Is it insufficient jail facilities? Is there some limitation, stipulated by the higher courts, which must be adhered to when setting bail? These are the questions that must be considered when establishing the ground rules if the Criminal Justice System is to function at peak performance. If rehabilitation or correction can best be accomplished by tempering mercy with justice, by all means this policy should be sustained, but all too often it appears that easing the requirements for release from incarceration only leads to recidivism and an extra burden for the entire criminal justice system. This holds especially true for juvenile and narcotics offenders, where correction is so vitally important. Perhaps some relief could be directed to this problem without funding, i.e. simply by holding conferences and establishing sterner policy toward second offenders. However, if more judges are

required to expedite the disposition of serious offenses, then the matter should be considered when establishing the priorities for additional grants. While this is not a police problem, it must be considered important to the police effort.

In-Service Training

To validate the opinion that the mental and physical resources of the modern policeman should be developed to the maximum extent, one need only consider the vast changes that have occurred in the judicial process which resulted from recent decisions stipulated by the United States Supreme Court. Frequently, new interpretations are handed down, new laws are enacted, new restrictions imposed on law enforcement techniques with the result that the policeman of today must be constantly made aware of the changes affecting his work, if he is to do his job well.

The best approach to this continual learning process is an in-service training program available to every member of the department, on a compulsory basis. Such subjects to be taught could be: (A) Criminal law; (B) Court procedures; (C) Court demeanor; (D) Rules of arrest; (E) Rules of evidence; (F) Service of warrants, etc., just to name a few. Some side effects that can be anticipated from in-service training would be improved discipline, better esprit de corps, and greater self confidence.

When considering this approach, it is important to determine when the personnel shall report for training. It would be more advisable to have the men work an extra tour of duty for which they would be compensated. As a result the patrol strength of the department would not be reduced. Such a program could also be conducted on a county-wide basis so as to minimize the time lost in traveling greater distances to acquire this knowledge. Much more determination must attend this effort, but the fact is evident that an in-service training program is a priority issue.

Resources Allocation

Certain areas of Jersey City are plagued by specific, serious crimes which have caused a sharp increase in the crime rate. To cite an example, the Greenville section of the 4th and 5th precincts, have a greater than average occurrence of purse thefts, assaults, and robberies. At the other side of the city, the 6th precinct, the number of house burglaries has reached serious proportions. The problem now is to direct special effort towards eliminating, or at least reducing, the amount of crime and yet not delete our strength from other sources.

The most feasible plan for combating this crime pattern, and at the same time endeavor to promote greater safety on our city streets, would consist of selecting a pool of some 100 men of proven ability and then from this group draw 7 to 10 men daily to work the high crime areas during the peak hours in plain clothes with suitable communications in whatever manner considered most effective. Hopefully, apprehensions would be made and the amount of crime reduced. These

men would work on one or both of their furlough days, as they wished, and of course, be compensated for the time.

Consequently, we would have the best men doing the most important work without reducing the normal required police strength. The plan would be costly, but it must be considered a worthwhile investment to make the streets of our city safe for our citizens.

SUMMARY

To sum up what is contained in this narrative, the law enforcement effort of the Jersey City Police Department is being carried on to the fullest extent and restricted only by budgetary limitations.

The responsibility for combating serious crime and making our streets safe is fully recognized by the governing body and especially by the top police officials. New, young policemen are constantly being added to our department in order to increase our patrol strength. This is both costly and time consuming.

Special emphasis is being accorded education, advanced technical instruction, mobility, sophisticated equipment, improved communications, better efficiency, training and retraining in all aspects of police work, management, planning, community relations, community involvement, automation, data processing, criminal identification; although not disregarding such fields as corrections, incarceration, psychological testing and related professional contributions, when planning the approach to further increase our capabilities.

Two suggestions, most respectfully offered, would be: (1) the establishment of a research center that would seek out new products and determine their value to the law enforcement effort. Much time is lost in attempting to research new devices, especially in the field of electronics, and then determining the service problems that very often accompany the early stages of innovation. (2) monthly conferences conducted by the State Law Enforcement Planning Agency where experiences can be related, solutions made known and a general exchange of ideas made possible. This conceivably could improve the planning function of all departments and at least serve as a source of communication between the federal, state and local levels.

NEWARK

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

More than half (51%) of Newark's population over the age of 25 have completed less than nine years of school. This represents 122,659 of the adult population

of Newark. Almost one-third of the housing units in Newark are classified as sub-standard (32.6% or 43,975 housing units) and this number is increasing rapidly.

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

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

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

In 1969, there were 38,631 Part I Offenses reported or known to the police, excluding false and baseless complaints. This represents a 12.6% decrease when compared to a 1968 total of 44,178. Some possible reasons for the decrease will be presented. The offense data for 1969 complaints is shown in the following table:

Actual Offenses Reported or Known to Police (1969)

Homicide	
Murder	101
Manslaughter	43
Forcible Rape	
Rape by Force	193
Assault to Rape — Attempts	41
Robbery	
Armed — Any Weapon	2,135
Strong-arm — No Weapon	1,753
Assault	
Gun	407
Knife or Cutting Instrument	826
Other Dangerous Weapon	655
Hands, Fists, Feet, etc., Atrocious	325
Other Assaults, not Atrocious	2,348
Breaking and Entering	
Forcible Entry	9,699
Unlawful Entry — No Force	803
Attempted Forcible Entry	382
Larceny — Theft	
\$200 and over in Value	1,960
\$50 to \$200 in Value	3,866
Under \$50 in Value	5,749
Auto Theft	7,345
TOTAL	38,631

The City of Newark has a number of serious needs and problems. These fall generally into the areas of upgrading personnel, preventing crime, reducing juvenile delinquency, improving detection and apprehension, improving court conditions and legal services, improving police-community relations, and research and development.

1. As of December 31, 1969, there were 12 vacancies among uniformed personnel in the Newark Police Department. Nine of these 12 vacancies were in the position of patrolman. There were 17 vacancies in the position of housing guard patrolman and 30 vacancies in the position of court attendant. The largest number of vacancies were among civilian personnel, where there were 75. In addition, of the 389 civilian employees, 225 were only temporary employees.

Although the number of uniformed personnel and civilians has increased over the years, the increase in the police force cannot possibly meet the new demands upon the department, even though the increased costs are far more than the city can afford. Patrol activity is not great enough to offer effective deterrence, and investigation of the increasing number of crimes is limited by inadequate numbers of detective personnel.

In addition, a large number of officers are necessarily assigned to traffic duty, especially during peak travel hours, causing an additional drain on personnel. *There is a need for personnel reallocation which will relieve police officers of activities that less highly trained personnel could accomplish, and that will increase the number of men actively involved in patrol and investigation.*

The Police Department has been striving to recruit more minority group personnel, but efforts in this area have been only partially successful. Much of the recruitment problem seems to stem from the approaches to recruiting. Few candidates for the police department are qualified under existing State Civil Service standards. Unfortunately, although recognizing this problem, the State has not developed viable alternatives to the existing recruitment approach.

The regular training program operated by the Police Department has shortcomings which have an impact on the image and effectiveness of policemen, and on the citizens' attitudes. Although the complex social and psychological problems of urban police work are emphasized more than in the past, the traditional aspects of police functions continue to receive the greatest emphasis. The fact that the Newark police must function in a community with serious economic, social and racial problems in which residents of all races and cultural groups are extremely sensitive to police operations, creates a pressing *need for policemen to acquire a thorough understanding of the community and of the sensitive problems and issues which will confront them. There is also a need to extend the three month probationary period for new patrolmen to a minimum of one year.*

Although some policemen participate in short police seminars or police science courses, at present only 22

officers have attained associate or baccalaureate degrees. *There is a need for an effective, comprehensive and continuing in-service training program to insure maximum professional development.*

None of the youth service agencies in the City of Newark have training programs geared to meet the variety of training needs of professionals, volunteers and youth workers who are involved in juvenile delinquency prevention and control programs in the inner city. There is no centralized training program for professionals, nor are there specialized training programs for persons who have not obtained high levels of training or education, such as paraprofessionals.

There is a need for centralized training for personnel working with youth and for training programs for non-professional and paraprofessionals geared to prepare trainees for employment in the broad field of human services.

Within the adjudication system, professional personnel for court-related services are badly needed. Without these services, the most appropriate form of disposition is difficult to select. *Judges need staff specialists to evaluate cases, conduct presentence investigations, and develop detailed social, criminal, and psychological files on each defendant. Investigators are also needed to verify the details of the complainants' charge in many instances where conflicting and confusing testimony is presented.*

2. The narcotics problem in the City of Newark has reached staggering proportions, with the city ranking fourth in the nation in narcotics violations. In 1969, the largest single type of crime for which adult arrests occurred involved violation of the narcotic drug laws. In addition to having one of the nation's busiest airports and a growing waterfront which harbors ships from all parts of the world, the city is in close proximity to the City of New York and the New York Waterfront. Illicit narcotics traffic in those areas, and the widespread crime attributable to drug addicts spills over into Newark. It has been estimated that approximately 50% of the crime committed in Newark can be attributed to narcotics. *There is a need for drug and narcotics prevention and education programs at all levels, and reaching all segments of the population. There is also a need to expand and improve the enforcement capabilities of the Narcotics Bureau of the Newark Police Department.*

Another problem in Newark is that private citizens, particularly youths, are not sufficiently well acquainted with the operations of the law enforcement and criminal justice system. This fact is detrimental to the effectiveness of the operation of the system in regard to crime prevention and control. To be effective, prevention and control efforts must have the full understanding and cooperation of all citizens. The responsibilities of private citizens and the variety of ways in which they can support the criminal justice system at many points, must be presented in such a way that true understanding and cooperation can be achieved. *There is a need to increase public knowledge and understanding of the criminal justice system, and to increase public support for and*

cooperation with the operations and services of the system.

3. There were 5,751 persons under 18 years of age arrested in Newark in 1969. This is an increase of 12.6 per cent over the 5,106 juvenile arrests in 1968. The classification of juvenile arrests in 1969 is shown in the following table:

Juvenile Arrests by Offense (1969)

Classification of Offenses	Total Under 18
Murder	9
Manslaughter	0
Forcible Rape	35
Robbery	292
Atrocious Assault	153
Breaking and Entering	701
Larceny - Theft (except Auto Theft)	1,263
Auto Theft	195
Other Assaults	557
Arson	21
Forgery and Counterfeiting	3
Fraud	15
Embezzlement	2
Stolen Property; Buying, Receiving, Possessing	551
Malicious Mischief	380
Weapons; Carrying, Possessing, etc.	86
Prostitution and Commercialized Vice	15
Sex Offenses (Except Forcible Rape and Prostitution)	110
Narcotic Drug Laws	279
Opium or Cocaine and Their Derivatives (Morphine, Heroin, Codeine)	117
Marijuana	87
Synthetic Narcotics-Manufactured Narcotics Which Can Cause True Drug Addiction (Demerol, Methadones)	1
Other Dangerous Non-Narcotic Drugs (Barbiturates, Benzedrine)	74
Gambling	16
Bookmaking (Horse and Sport Book)	0
Numbers and Lottery	2
All Other Gambling	14
Offenses Against Family and Children	0
Driving Under the Influence	1
Liquor Laws	34
Drunkenness	27
Disorderly Conduct	341
Failure to Give Good Account	0
All Other Offenses (Except Traffic)	113
Suspicion	202
Curfew and Loitering Law Violations	188
Run-Aways	162
TOTAL	5,751

The proportion of all major crimes attributable to juveniles has increased steadily during the 1960's. Of the 4,894 youths appearing in Essex County Juvenile Court from September, 1967, to August, 1968, 74% were residents of Newark, which constitutes only 40% of the

county population. Other court indicators suggest an environment in the city which helps breed delinquent behavior. High population mobility produces a yearly pupil turnover rate in the city schools of 42%.

Services to youth, and particularly to delinquent youth in Newark, are generally inadequate to the level of need, are not sufficiently or closely related to the community, are poorly coordinated, and are often so over-utilized that their value is greatly diminished. Preventive services, detention facilities, legal services, the courts and probation and parole are overwhelmed by the sheer volume of juveniles coming into contact with them. *There is a need for alternatives to the traditional juvenile justice system; community leaders and public officials agree that such badly needed alternatives are almost nonexistent.*

With regard to the process of justice and the interrelationships between the agencies relating to the juvenile justice system, there is considerable evidence that since the Gault decision in 1967, the burdens on the system have been significantly increased. While improving the overall quality of the justice process, Gault appears to have increased the gap between the magnitude of juvenile delinquency and the resources available to the juvenile courts. For example, there has been an increased delay between initial referral and court appearance for a significant number and proportion of juveniles. In 1966-67, 36% of all referrals were disposed of in less than thirty days and 52% within 60 days. In 1967-68, only 18% were disposed of in less than 30 days, and only 27% in less than 60 days. After Gault, the percentage of cases pending at year's end increased from 14% to 35%.

Clearly, if this important court decision is to be truly beneficial to juveniles who become involved with the justice system, *there is a need for the system to respond with new methods of processing cases which are referred to it, and to develop new techniques and resources for handling juvenile problems outside the system.*

4. There were 21,969 total arrests in 1969 as compared to 17,882 in 1968, an increase of 22.8%. A major cause of the decrease in reported offenses, indicated earlier, and the increase in arrests, according to city officials, is the creation of a mobile Tactical Force in the Newark Police Department in February of 1969.

Although the Tactical Force seemed to produce a significant improvement in local crime control capability in Newark, the lack of a direct, rapid and continuous communications link to every tactical policeman has limited the potential of this force. *There is a need to overcome serious deficiencies in existing police communications, and to further improve the operating capability of the Tactical Force.*

The Police Department presently lacks the resources to apply computer technology to either its planning and research activities or to record maintenance. The volume of police records is far too great for effective use of the simple electronic data processing equipment being currently utilized. *There is need for a computer system to streamline the records and reporting operation in the*

police department and make possible the utilization of the vast store of data on a daily basis by operating units.

The police planning and research function is also severely hampered by the lack of a data retrieval and processing capability. This situation could also be improved by the utilization of a computer system.

Other needs in the area of improving the detection and apprehension capabilities of the Newark Police Department are: *improving police operations and administration through expansion of motor and foot patrols; expansion of the detective force; and, provision of a modern centralized police headquarters equipped with technological improvements for reporting, records maintenance, communication, and general coordination of police activity.*

5. The general condition in Newark's Municipal Court, Essex County Courts and detention facilities adversely affect most city residents arrested and charged. Approximately 25,000 non-traffic cases come before the Court each year. Although two additional judges have been appointed since 1965, the non-traffic caseload has increased by approximately 7,000. The actual time spent on a typical case in 1967 ranged from two to twelve minutes.

County court conditions are similar to the municipal workload. The county level of the judicial system is important to the City of Newark because of the large number of juvenile offenders referred to the county courts, and because all serious cases involving drugs, violent crime and other major offenses are handled there.

Faced with a rapidly increasing caseload during the last decade, the various courts have been unable to maintain a level of services adequate to the demands placed upon them. Lack of funds and facilities for additional personnel and services has been a major constraint.

Delays in hearing and disposing of cases often occur because of the failure of a complainant, witness or attorney to be present when his case is called. *There is need for an automated case processing system to schedule court cases and regulate the appearance of complainants, policemen, witnesses and attorneys.*

Inadequate bail practices have caused serious hardships for defendants and their families. Defendants who cannot post bail are held in the Essex County Jail after their first appearance in Municipal Court. The average prisoner waits in this jail two weeks until trial in county or city court. At any given time approximately 150 prisoners are being detained there awaiting trial. *There is need for widespread implementation of release on recognizance and for other procedural changes, such as expansion of the Newark Defendant's Employment Project, to minimize or eliminate the inequities of existing bail bond practices.*

The limitation, by law, of public legal service by the public defender to indictable offenses continues a pattern of inequity. *Legal services need to be made available to any defendant charged with an offense which can result in incarceration.*

6. Relations between police officers and private citizens are too often typified by antagonisms which inhibit effective law enforcement service to the community. The antipathy between police and community in Newark has been extensively documented in major reports and studies during the past few years, but the development of programs to remedy this situation has been hampered by inadequate resources in terms of money, personnel, and staff capability.

The problem of police-community relations is compounded by several characteristics of Newark's population. The high rate of population mobility evident in the city reduces the continuity of individual officer's contacts with residents, and reduces the familiarity of each with the other. The serious social and economic problems confronting the city produce personal and community problems with which the police are inadequately prepared to deal. The polarization in general attitudes existing among racial, ethnic and neighborhood groups in the city has an adverse effect upon the delivery of police service.

If the police department is to handle the kinds of problems which constantly confront its personnel, it needs to have a flexible capability to deal with the full range of complaints, from criminal acts to housing code violations.

If relations between police officers and private citizens are to be improved, the following needs must be met:

a. *The need to provide an improved police capability for the delivery of services to residents through direct assistance on some problems and referral to other agencies of other problems and complaints.*

b. *The need to increase the relevancy of police-community relations work to the overall operating procedures of the police department.*

c. *The need to develop an effective vehicle for handling all community service problems which are, or become the responsibility of the police department.*

d. *The need to increase public understanding of and involvement in law enforcement.*

e. *The need to create and expand precinct councils and educational programs involving Newark residents directly in police planning and police discussions.*

f. *The need to increase the visibility and centralization of receiving and processing complaints.*

Another serious causative factor in community relations problems is the relatively small number of minority group policemen currently on the police force. The police department estimates that approximately 184 of the total force are black and four are Puerto Rican, a total of approximately 15% of the force. Given the racial composition in the city and the growing group consciousness of the black and Puerto Rican populations, *there is a need to increase minority group representation in the police department.*

7. Current police and court statistics are inadequate. Detailed materials can be compiled only by referring to several sources — police records, court docket books, and the files of the county probation department or county and State correctional institutions. It is

impossible to compile comprehensive data on the processing and treatment of persons throughout the law enforcement and criminal justice system. *There is a need to provide data of this type if meaningful correlations are to be made among the many personal, social, criminal and treatment variables which policy-makers must analyze in designing more effective services throughout the system.*

CRIME IN NEWARK

Despite a relatively small dip in 1969, the amount of crime in Newark has risen steadily in recent years, and a further increase is projected for 1970. The city's population changed little between 1959 and 1969, but the number of serious crimes has increased two-and-one-half times, from 12,000 to 30,000.

Increases occurred in all categories of serious crime, although by far the greatest increase was in the number of robberies, which jumped over this ten year period from 748 reported cases to 3,388. Other large increases, although considerably below that for robbery, were in auto theft and murder. Robbery and auto theft are economically motivated, and part of the increased number of murders may well have occurred in the course of robberies. The dramatic increase in at least the first two of these offenses seems to reflect one basic cause of crime — unemployment and underemployment.

The recitation of the crime statistics utilized above has serious shortcomings because of the deficiencies inherent in existing data on crime. The major crime rates included in F.B.I. reports can be especially misleading, particularly in the case of Newark. The irregular boundaries of the city and its high population density are two of the dominant local characteristics which severely reduce the comparability of such rates to other cities.

Another measure of the extent of crime in the city can be found in the responses of residents to survey questions over the years. In every recent survey conducted in the core neighborhood of Newark, residents have chosen crime or personal safety as either the first or second major problem. When asked to volunteer their opinion as to the most important issues, residents most frequently express such phrases as "Need more policemen . . . , need more street lighting . . . afraid to walk the streets."

In a December, 1965 opinion survey, crime and police protection was the most often volunteered city issue. The following table shows the particular concerns of respondents who volunteered this as the most important problem.

<i>Crime and Police Protection</i>	<i>All Voters — 38%</i>
Need more patrolmen, lighting on streets, afraid to walk on them	14
Need more police to lower crime rate	13
Need better handling of dope addicts and pushers	5
Need more youth centers and programs to prevent crime	3

Stricter law enforcement, curfews needed	2
Control juvenile delinquency, make parents more responsible	1

In comparison with ten other United States cities of comparable size, Newark's crime rate far exceeds that of all except Oakland, California. Newark's crime rate of 7,529 offenses per 100,000 population is far above the next highest rate, Kansas City's 5,905 (Oakland's rate is 8,131.) Similarly, Newark's crime rate is easily the highest among seven major cities in the State of New Jersey. The rate of 5,538 in the second highest city, Trenton, is well below Newark's 7,429.

The increase in Newark's crime rate is reflected in each of the city's five police precincts. However, data for the years 1961 through 1969 show differences among precincts in the extent to which they share the general increase of crime in Newark. The second and fifth precincts show the greatest increase of criminal activity; on the other hand, a particularly small increase occurred in the first precinct.

A variety of factors enter into these differences between precincts. Although shifts in the population of each precinct undoubtedly constitute one such factor, major importance must be assigned to differences in economic and social conditions — unemployment, education, geographic mobility and the other elements which have been discussed previously.

The crimes discussed thus far involve a direct physical attack on person or property. There are, however, several other categories of crime which also have a great impact on the welfare of the citizens of Newark.

Fraud perpetrated on consumers over a long period, for example, could have as significant an economic impact on a typical victim as a single instance of burglary. By contributing to the economically depressed condition which prevails through much of the city, such fraud may well add to the incidence of robbery and other crimes based upon economic need.

Discrimination in employment and housing are prohibited under State law as violations of basic human rights. In addition, they contribute to unemployment, excessive charges for rent and economic hardship, which ultimately, like consumer fraud, result in an increased incidence of economically motivated crime.

Drug pushing is in some ways similar to consumer fraud and discrimination. By creating an expense which addicts find too large to be met through conventional employment (which the effects of drugs make an addict unable to hold in any case), it forces them to adopt illegal alternatives to obtain money for their drugs. Usually these alternatives take the form of breaking and entering, robbery, or similar crimes. It is generally estimated that between one-half and two-thirds of such offenses are committed by addicts. Thus, many people are indirect victims of drug pushers, although by far the most destructive effects are suffered by pushers' direct victims — the addicts.

Another class of crimes are failures to observe the safety codes established by various government agencies.

PERCENTAGE OF ALL ARRESTS FOR PART I OFFENSES REFERRED TO JUVENILE COURT, 1967-1969

Part I Offense	Percentage		
	1967	1968	1969
Murder & Non-negligent Manslaughter	3.8	2.8	8.7
Forcible Rape	22.8	11.0	27.7
Robbery	34.4	34.5	21.6
Aggravated Assault	9.8	13.4	13.5
Burglary; breaking and entering	41.8	44.6	48.0
Larceny, \$50.00 and over	45.8	43.0	42.3
Auto Theft	52.1	50.7	45.4
Totals	37.8	37.2	36.8

These violations can have a seriously detrimental effect on the community. Housing code violations, for example, increase the danger from fire and other hazards, and consequently could constitute as great a threat to physical safety as an instance of assault or even murder.

In short, a full appreciation of the crime situation in Newark requires consideration not only of the well-known crimes aimed directly at person or property, but also of crimes whose danger is less obvious but which can do serious and often long-range damage to the welfare of the community.

PATERSON

Paterson, in the County of Passaic, has a population of 152,209 based on a 1969 estimate made by the Paterson Planning Board. Our area in total is 8.5 square miles and through statistics produced by the Department of Commerce and published in the Abstract of the United States, we are listed as the second most densely populated city in the country.

The non-white population in Paterson is 27.8% of the total, according to a 1969 census.

Of the total adult population, 33.4% have completed less than eight years of school.

Of the housing units in the City of Paterson, 22.1%, or 48,371, are classified as sub-standard units.

The median family income, based on the 1969 estimate is \$5,541 — and 18.4% earn less than \$3000 per year. For non-whites 21.6% earn less than \$3000 per year.

The unemployment rate is 5.4% for the total population and 6.2% for non-whites.

Paterson experienced a substantial increase in index crimes, or Part I crimes, from 1968 to 1969. The total Part I crimes for 1968 were 4,323 which increased to 5,897 in 1969. The most significant increases were in Armed Robbery which went from 255 in 1968 to 456 in 1969. Assaults went from 154 in 1968 to 213 in 1969. Rapes showed a 71% increase in 1969 over the 1968 figure — while the national average increase for the same crime was 16%. In larceny over \$50, the increase was an alarming 63%.

In total, crime has increased by 41% in 1969 over 1968, and the only crime of Part I offenses that showed a decrease was that of criminal homicide.

Actual Offenses Reported or Known To Police (1969)

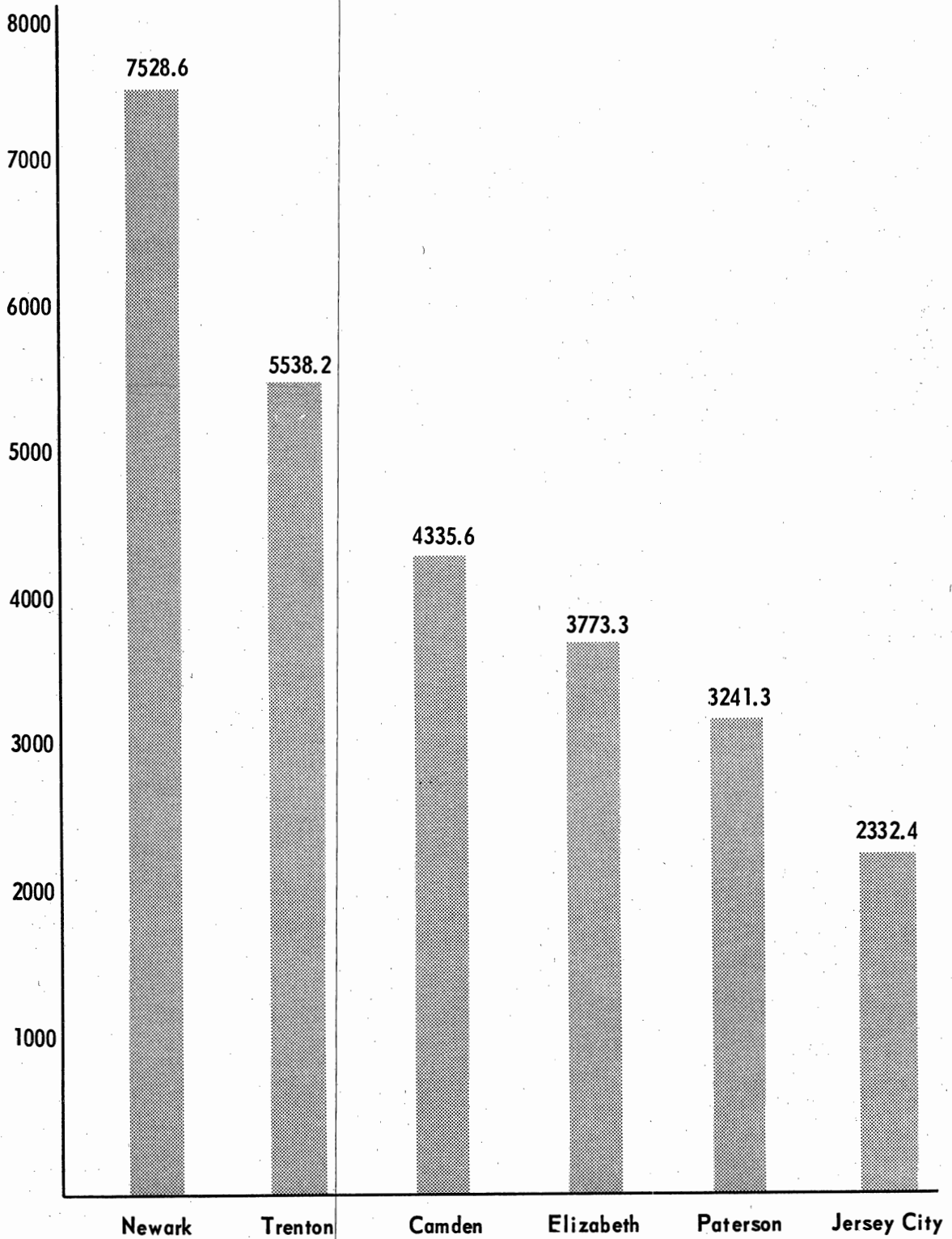
Homicide	
Murder	18
Manslaughter	8
Rape	
Rape by Force	8
Assault to Rape Attempts	4
Statutory Rape	12
Robbery	
Armed, with Weapon or Strong-arm — no weapon	456
Assaults	
With Weapons, Manually, and Non-Atrocious	213
Breaking and Entry	
Forcible Entry; Unlawful Entry; No Force; Attempted	2079
Forcible Entry	
Larceny (Theft)	
Over \$50 in value	478
Under \$50 in value	1051
Auto Theft	1570
TOTAL	5897

Paterson's major needs and problems can be categorized under upgrading personnel, preventing crime, reducing juvenile delinquency, improving the detection and apprehension of criminals, and improving police-community relations.

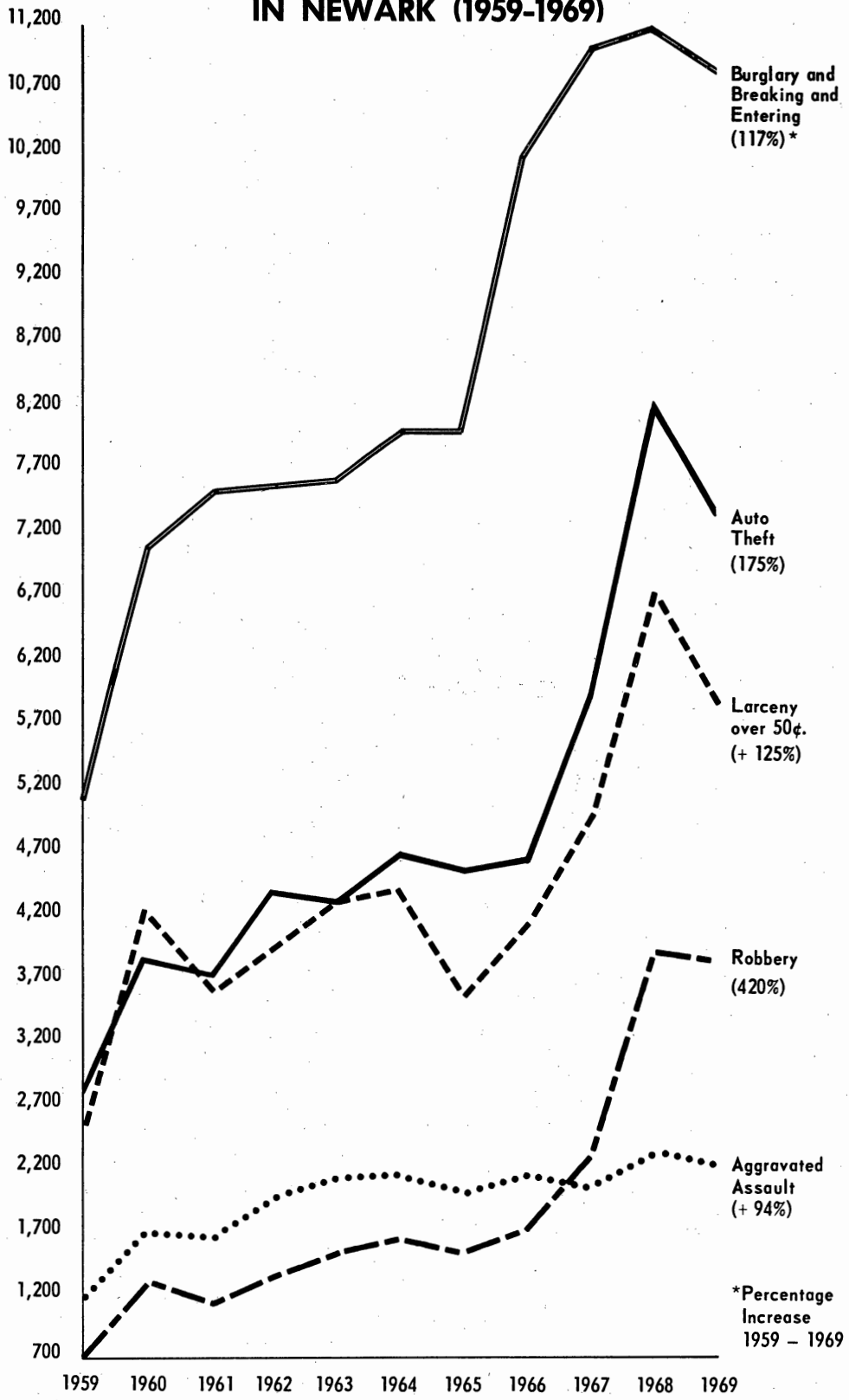
1. Due to some of the more recent opinions by the United States Supreme Court, and the Supreme Court of the State of N.J., and as a result of some of the updating of the criminal statutes and the criminal justice system in the State of New Jersey on the whole, the Paterson Police Department, as other major police departments in the State, have an increased need for competent legal guidance. A legal adviser could be used

Crime Rate in Six Major New Jersey Cities, 1969

(Index rate per 100,000)

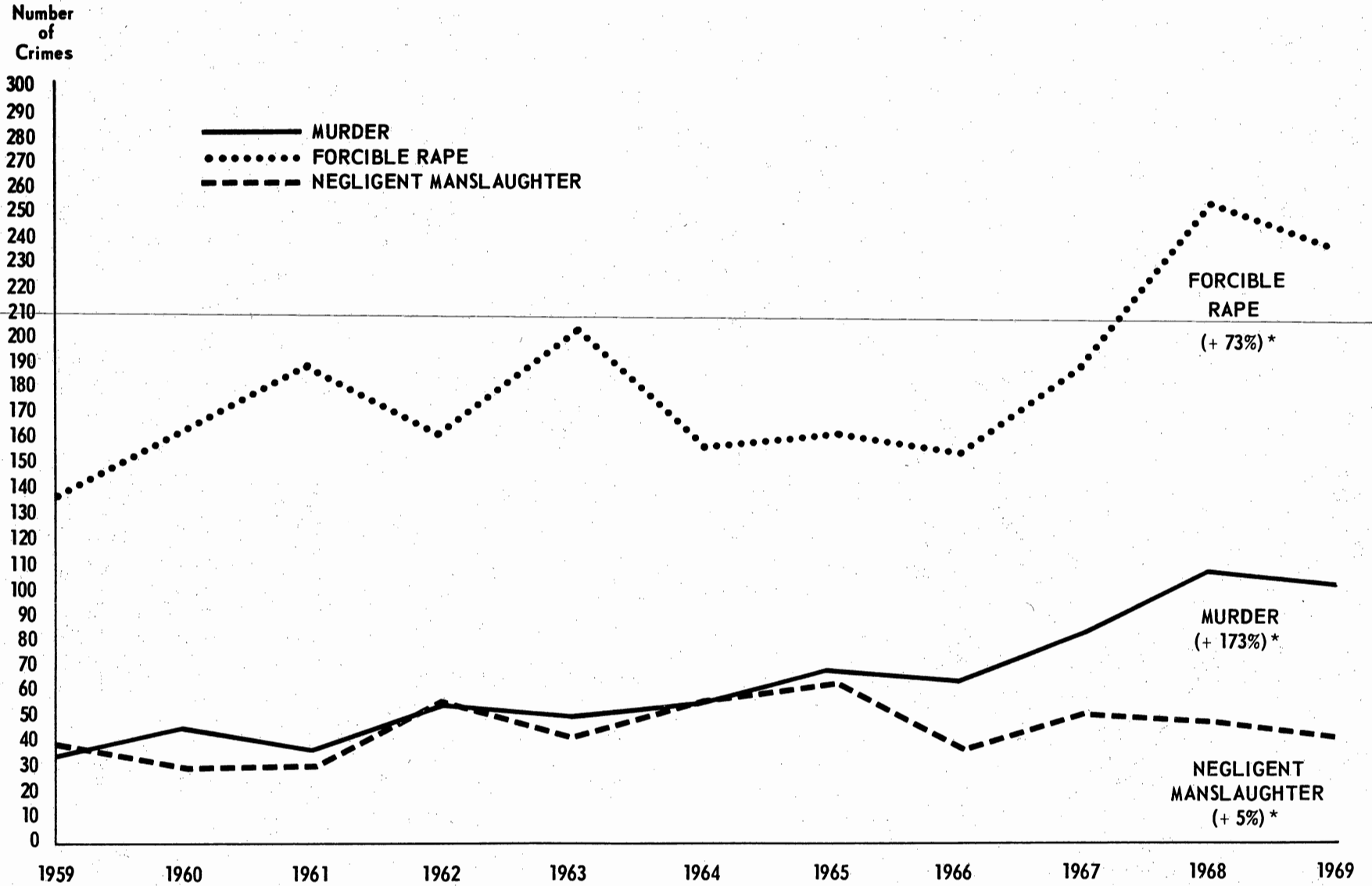


CRIMES BY TYPE IN NEWARK (1959-1969)



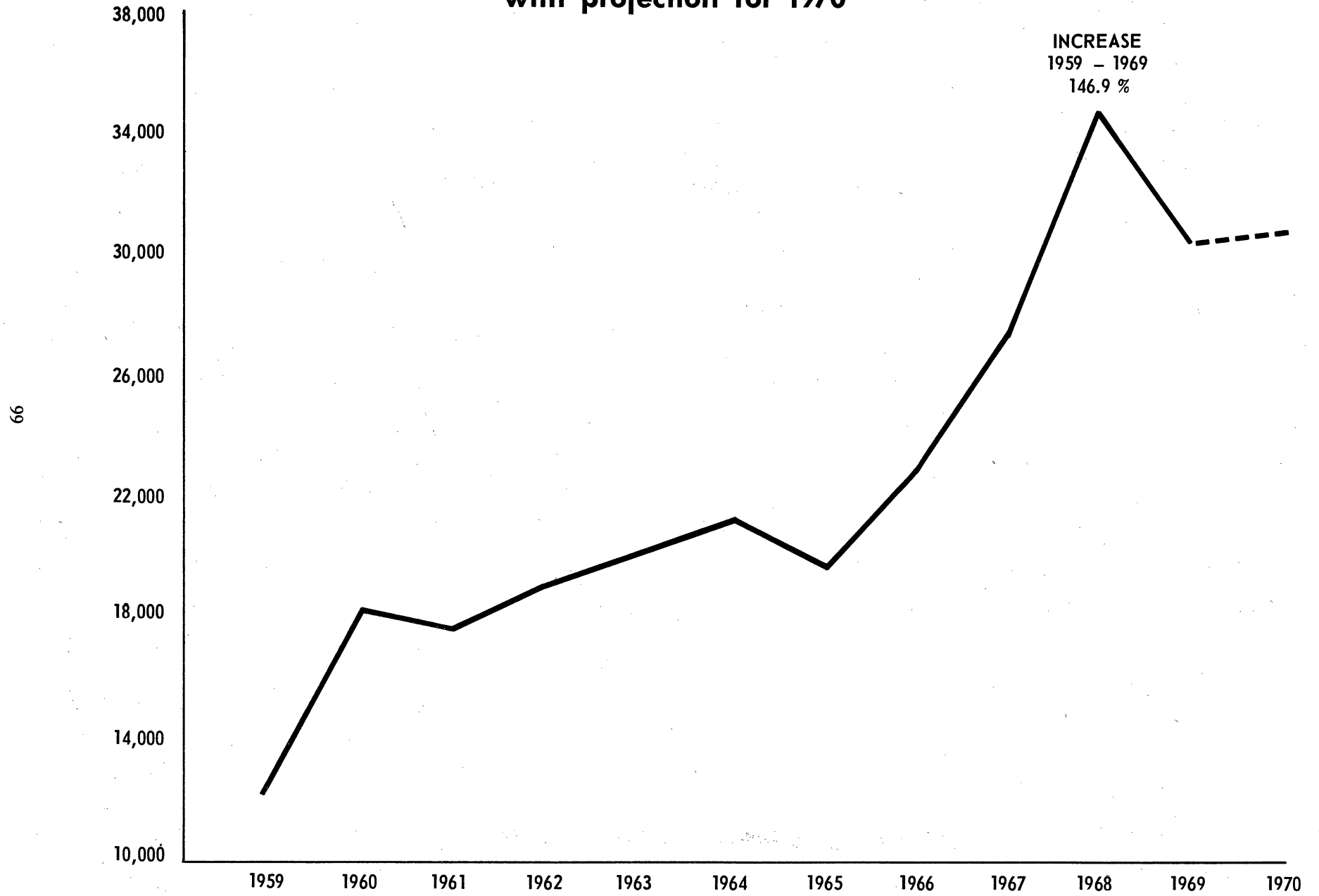
Crimes by Type in Newark (1959-1969)

86



*Percentage increase in ten year period.

Crime Index, Newark, 1959-1969 with projection for 1970



to research judicial guidelines and rules governing some of the police procedures. It has often been necessary, in recent years, for the police to refer to young promising counsellors-at-law in order to assure that complaints that are being made by them are formed within the standards set by recent court decisions. Our Department is young, apt and aggressive in law enforcement and justice, and with proper technical tools could better serve the public.

2. Between 1968 and 1969 an increase in the population of known narcotic offenders in the City of Paterson soared 45.5%. The arrests for drug violations were two less persons in 1969 than in 1968. The explanation for this is in the extensive use of referral to after-care and to clinical assistance. Extended efforts have been made in the major problem area of "hard drugs". We have increased personnel from six to thirteen in the Narcotics Squad, and have recently applied for a federal grant to arm these men with more modern detection and apprehension devices. Law enforcement agencies, such as ours, are limited by economics. And although public concern in this area has been more intense in the past few years, the efforts of the investigators involved in this particular area are more demanding with more legal technicalities involved. We will attempt, in the very near future, to unify community education and prevention programs to reach all the various segments of the population, increase their awareness of the drug abuse problem, enable them to identify their specific problem on a personal and community basis, and involve the community to the point of assisting local law enforcement in uncovering the source of supply.

Statistics indicate juvenile involvement in narcotics increased almost 100% in 1969 over 1968. The need to communicate with the juveniles, in relation to drug programs, and to initiate a program at pre-social activities acceptable to the community on a whole is evident and may be associated with our Community Relations effort.

3. A critical area in the City of Paterson concerns juvenile problems and police juvenile relationship. There were 2485 juveniles referred to the Youth Guidance Bureau in 1969. The breakdown of juvenile offenses in 1969 is shown on the following table.

**Cases Handled by the Youth Guidance Bureau
For the Year - 1969**

Number of Juveniles referred to Youth Guidance Bureau	2485
Number of Male Juveniles	2110
Number of Female Juveniles	375
Number of White Juveniles	941
Number of Negro Juveniles	1544
Petitions to Court	647

**Statistical Report of Cases Handled
For the Year - 1969**

Murder	1
Death by Automobile	2

Robbery	91
Breaking, Entry & Larceny	187
Auto Theft	208
Assaults	294
Arson	13
Weapons	10
Sex Offenses	84
Narcotics	61
Glue Sniffing	82
Offenses Against Family	149
Drunkenness	36
Disorderly Person	919
Larceny	348
Juveniles Committed to County Jail	113
Juveniles Committed to Shelter	204

Over 300 juveniles required immediate incarceration because of the seriousness of their offenses.

The juveniles, faced with unemployment, little money, parental neglect, and general apathy, easily fall into patterns of delinquent and criminal conduct. Because of the gap, and lack of communication between law enforcement and the juvenile community, often the first contact the juvenile has with the police is when he is apprehended or arrested. Although efforts are made through juvenile programs in the area of sports and a few basic community projects, no tangible effort is made to have communication lines open between the juvenile community and the police. Our police-community relations have extended their effort to the adult community, but because of their work-load they often overlook the juvenile community.

The absence of positive contact between juveniles and the police often stands out in our impacted or unattached areas.

4. As stated previously — an application has been made for equipment to update the detection and apprehension capability of not only the Narcotics Bureau but the Intelligence Unit of the Detective Bureau. The more modern and sophisticated the surveillance equipment in communications the more effective it will be, since it will almost double the capability of the present investigators. Our street crimes, many of them violent in nature, denote the need for additional foot patrolmen. The cost of this would be difficult to meet due to economic factors brought about by the drop in ratables, i.e. a new peripheral highway and the extension of Route 80, the relocation of industrial complexes and the Urban Renewal effort that is being undertaken in reference to housing.

Through a Planning Board that was established in 1969 by this Department, a mobilization plan was developed that used selective enforcement devices, that allocated manpower according to the demands and need for public service. Economic conditions have placed this mobilization plan in a study area and an effort will be made in the forthcoming months to implement, in an unfolding manner, some of the changes needed to institute this program.

5. Paterson has a history of police community relations problems, that are highlighted with civil arrests dating back as early as 1964, and are reflected in overt hostility between the police and some segments of the black and Puerto Rican communities. Although this is not unique of the volatile conditions that exist in other cities across the country, we have had repeated civil disorders in the predominantly black and Puerto Rican neighborhoods during the past years. On several occasions open conflict between black and Puerto Rican communities has occurred.

The Police Department has a serious commitment to community relations. We have established store fronts and have extended ourselves in the area of community needs. There is a need to sufficiently train and orient all personnel in public attitude, community affairs, and their communicating with the public in their efforts to serve them. There is a need to create an understanding of the problems of the community and the divergent ways of life, and through this effort to enlist voluntary total community support for law enforcement and justice.

The Paterson Law Enforcement Planning Unit continues to assess both the problems of the City and the police service, and through objective and constructive changes will endeavor to identify more specifically the ever-changing needs of the community.

CITY OF TRENTON

Trenton is the Capitol of New Jersey, the County Seat, and the major city in the County of Mercer. It has a population of 102,211 (1) living in an area of 7.50 (2) square miles. There are 250,000 persons living in the Greater Trenton area. It is estimated also that over 100,000 persons, who live outside Trenton, move in and out of the city daily because it is the State Capitol as well as the Mercer County Seat. There are an average of 13,628 persons per square mile residing in the city. The statistical breakdown (3) on the racial composition of the city is 64.2% Caucasian, 35.3% Black and .5% other. There is, also, a substantial Puerto Rican population.

There are 35,700 adults, over the age of 25, whose education is less than 9th grade. This represents 35% (4) of the city's population. There are 25,260 (5) housing units in Trenton. Of this total 42% (6) (10,906) were in good condition, 54% (7) (13,650) were in fair condition, and 3% (8) (704) were in poor condition. The median family income for Trentonians was \$7,224.00 (9). Of the 25,511 (10) families in Trenton, 18.08% (4,617) (11) families had incomes at the poverty level of \$3,000.00 or below. The unemployment rate for the year 1969 was 5,100 (12) of which 60.1% (13) were non-white, 30.2% (14) were white, and 7% (15) were other.

Like most other cities in these United States, the number of crimes reported to the police in Trenton continues to rise. The number of index crimes rose from 4,889 in 1967 to 5,534 in 1968. A major factor in this rise was the increase in robberies from 222, to 327. The other crime categories that showed increases were breaking

and entering, which increased from 2,033 to 2,507 and non-felonious assaults, which increased from 1,015 to 1,317. There was a decline in auto thefts from 1,431 to 1,152.

In 1969 the crime index in Trenton increased to 5,649. Robberies again showed a marked increase, from 512 to 724, with strong-arm robberies up from 327 to 522. Breaking and entering, however, dropped from 2,507 to 2,360. Auto theft continued to decline from 1,152 to 1,048.

The decline in auto thefts, during this period, can be ascribed to the following factors: (a) the imposition of a curfew on all juveniles under the age of 18 years, from 10:00 PM until 6:00 AM, and (b) the attention by patrols to areas frequented by juveniles, which had been a primary target for stolen autos. There resulted a noticeable decrease of recovered autos from areas where stolen cars generally were dropped off by the suspected juvenile thieves.

The following information is based on the first eight months of 1969, compared to the first eight months of 1970.

The number of crimes, reported to the police in Trenton, has gone up. The number of index crimes rose from 3,683 for the first eight months of 1969, to 4,828 index crimes for the first eight months of 1970, an increase of 1,145 crimes. A major factor in this rise can be attributed to the increase of breaking and entering, which climbed from 1,622 to 2,267, an increase was in the area of larceny, where larceny of \$200.00 or more increased by 146, and larceny of \$50.00 to \$200.00 increased by 269.

Among the declines, the most notable area was in armed robberies, which decreased by 28, and manslaughter which declined by 9. Auto thefts increased by 100 for the first eight months of 1970.

Legend

- 1 1970 U.S. Census (preliminary field count) (office business economics)
- 2 Mercer County Clerk's Office
- 3 1968 U.S. Special Census, 1970 figures are not available
- 4 U.S. Department of Commerce 1969 Survey
- 5-8 U.S. Public Health Service 1967 Survey
- 9 U.S. Special Census
- 10-11 1968 Special Survey of the Planning Division of Trenton Police Department
- 12-15 U.S. Department of Labor 1969 Survey
- 16 New Jersey Uniformed Crime Report

Actual Offenses Reported to the Police for the First Eight Months of 1970

Homicide	
Murder	15
Manslaughter	2
Total	17
Forcible Rape	
Rape by force	23

Assault to rape, Att.	11
Total	34
Robbery	
Armed — any weapon	107
Strong arm — no weapon	303
Total	410
Assault	
Gun	39
Knife or cutting instruments	56
Other dangerous weapon	14
Hands, fists, feet, etc.	28
Other assaults	1,004
Total	1,141
B.E.&L.	
Forcible entry	1,877
Unlawful entry no force	257
Att. forced entry	133
Total	2,267
Larceny	
\$200 and over, in value	298
\$50-\$100 in value	857
Under \$50 in value	1,041
Total	2,196
Auto Thefts	
Total	808
Total Crime for the First Eight Months of 1970	6,873

TRENTON POLICE DEPARTMENT

Responsibilities

The Trenton Police Department, like all police departments, deals with the actions and the behavior of the public. It is charged also with the responsibility of providing continuous protection and services to people in many and vastly varied areas.

Like most municipal police departments, it has accepted these responsibilities under the handicap of trying to provide also these increasing services with approximately the same manpower and resources it had thirty years ago. This has had the obvious effect of overburdening available personnel, and by reason of this overburdening, limiting the quality of service provided.

The Trenton Police Department of thirty years ago was concerned primarily with criminal apprehension, detention and conviction. Today, it is charged with the added responsibilities of staffing the following units:

Effective Communications Department

Community Relations Squad

Juvenile Bureau

Narcotics Bureau

Safety Patrol and Crossing Guard Unit for Student Protection

Church and Industrial Traffic Control for Pedestrians

Increased Traffic Division (Because of vastly increased traffic)

Special Services Unit (Control of vice, liquor, gun registration, etc.

Emergency Ambulance Service

These and still additional services, demanded by a portion of the public, have taken manpower from the patrol division. As a result, few foot patrolmen are available and the force is now almost entirely mobile.

The responsibilities of the Trenton Police Department are:

The preservation of the public peace and order

The prevention and detection of crime

The apprehension of offenders

The protection of persons and property under the laws of the State of New Jersey

The enforcement of the laws of the State and the Ordinances of the City of Trenton

The performing of a multitude of tasks relating to public welfare and safety

City of Trenton Police Department

Resources

1. Chief of Police
2. Deputy Police Chiefs
7. Captains
1. Acting Captain
23. Lieutenants
18. Sergeants
30. Detective I
10. Detective II
12. Plainclothesmen
200. Patrolmen
1. Policewoman
1. Police Cadet
1. Police Matron
1. Acting Administrative Clerk
16. Civilian Clerks
3. Civilian Clerk Investigators
3. Traffic Enforcement Officers
1. Administrative Intern
11. Garage Attendants
8. Janitors

350 Total Strength of the Trenton Police Department

Of the total strength, 306 members are sworn police officers, 1 is a police cadet, 25 members are civilian, and 19 members are sub-professional.

Distribution of Personnel

Office of the Chief — 1. Chief, 1. Deputy Chief, 1. Acting Deputy Chief, 1. Captain, 1. Acting Captain, 3. Lieutenants, 2. Detectives, and 3. Civilian Clerks

Training School — 1. Lieutenant, 1. Patrolman

Planning Division — 1. Captain, 1. Lieutenant, 1. Detective, 1. Civilian Clerk, and 1. Administrative Intern

Special Services — 1. Lieutenant, 12. Plainclothesmen

Communications — 1. Lieutenant, 10. Detectives Grade 2 (Radio Dispatchers)

Community Relations — 1. Lieutenant, 3. Detectives

Juvenile Bureau — 1. Captain, 1. Lieutenant, 4. Detectives, 3. Clerk-Investigators, 1. Civilian Clerk

Detective Bureau — 1. Captain, 1. Policewoman, 3. Civilian Clerks, 6. Sergeants, 18. Detectives, 3. Patrolmen

COMPARING 1970 CRIME FIGURES WITH THE 1969
CRIME FIGURES FOR THE FIRST EIGHT MONTHS

	1970	1969	Increase	Decrease
MURDER	15	14	+1	
MANSLAUGHTER	2	11		- 9
FORCIBLE RAPE				
Rape by force	23	22	+1	
Assault to rape	11	9	+2	
Total	34	31	+3	
ROBBERY				
Armed-any weapon	107	135		-28
Strong-arm	303	294	+9	
Total	410	429		-19
ASSAULT				
Gun	39	28	+11	
Knife or cutting instrument	56	51	+5	
Other dangerous weapon	14	16		- 2
Hands, fists, feet, etc.	28	33		- 5
Other assaults	1,004	914	+90	
Total	1,141	1,042	+99	
BREAKING & ENTERING				
Forcible entry	1,877	1,341	+536	
Unlawful entry	257	177	+80	
Attempted forced entry	133	103	+30	
Total	2,267	1,621	+646	
LARCENY				
\$200 and over, in value	298	152	+146	
\$50-\$200 in value	857	588	+269	
Under \$50 in value	1,041	896	+145	
Total	2,196	1,636	+560	
AUTO THEFT	808	708	+100	
TOTAL CRIME	6,873	5,492		
TOTAL INCREASE			1,418	

This is a 25.8% increase in crime over the eight month period

Traffic Bureau — 1. Captain, 1. Lieutenant, 2. Sergeants, 1. Detective, 29. Patrolmen, 3. Traffic Enforcement Officers, 1. Civilian Clerk

Precinct #1 — 1. Captain, 4. Lieutenants, 5. Sergeants, 69. Patrolmen, 2. Civilian Clerks, 1. Police Matron

Precinct #2 — 1. Captain, 5. Lieutenants, 5. Sergeants, 71. Patrolmen, 2. Civilian Clerks

Unassigned Patrolmen — 27 Recent graduates from the Trenton Police Academy

**ACTIVITIES OF THE DIVISIONS
OF THE POLICE DEPARTMENT**

The Trenton Police Department has 150 miles of public road to patrol and 12 miles of public alleys to

patrol. During the first nine months of 1970, there were a total of 3,400 arrests made in the City of Trenton. Of these 2,038 arrests were made in the 1st District and the remaining 1,362 arrests were made in the 2nd District. Throughout the City of Trenton, for this period, there were 30,789 traffic summonses issued by the Police Department.

I. Patrol Division

Assigned to the patrol division are 168 sworn police officers. These members have the responsibility of performing the following tasks:

- Patrolling and observing
- Controlling the public
- Servicing the public

- Answering calls
- Disposing of minor complaints
- Investigating crimes
- Collecting and preserving physical evidence
- Arresting offenders
- Preparing reports
- Testifying in court

II. Juvenile Division

Assigned to the juvenile division are 10 persons of whom 6 are sworn police officers and the other 4 are civilians. These persons have the responsibility of performing the following tasks:

- Completing follow-up investigations of specific types of complaints against children
- Screening of all reports involving police contacts with juveniles
- Adjusting cases to serve the best interests of the community and the juvenile
- Processing the juveniles who are a threat both to themselves and to the community
- Working with the detective division in major cases committed by juveniles
- Prevention and repression of delinquent behavior by youths

III. Detective Division

Assigned to the detective division are 35 persons, of whom 31 are sworn police officers, 1 is a police woman and 3 civilian clerks. These persons have the responsibility of performing the following tasks:

- Investigations — Crimes against the person, property and society
- Arresting violators
- Collecting and preserving physical evidence
- Maintaining criminal records
- Preparing reports
- Processing criminals
- Testifying in court

IV. Traffic Division

Assigned to the traffic division are 38 persons, of whom 31 are sworn police officers, 3 are traffic enforcement officers and 1 civilian clerk. These members have the responsibility of performing the following tasks:

- Controlling traffic (Pedestrian) (Vehicular)
- Enforcing traffic laws
- Investigating traffic accidents
- Arresting violators
- Issuing summonses

**JUVENILE ARRESTS COMPARING THE FIRST NINE MONTHS OF 1970
OPPOSED TO THE FIRST NINE MONTHS OF 1969**

	1970	1969	Increase	Decrease
MURDER	2	1	+1	
MANSLAUGHTER	1	1		
FORCIBLE RAPE	0	3		-3
ROBBERY	52	51	+1	
ATROCIOUS ASSAULT	24	7	+17	
BREAKING & ENTERING	186	131	+55	
LARCENY	245	269		-24
OTHER ASSAULTS	168	115	+53	
AUTO THEFT	51	44	+7	
ARSON	4	0	+4	
FORGERY & COUNTERFEIT	1	1		
STOLEN PROPERTY	74	41	+33	
MALICIOUS MISCHIEF	99	93	+6	
WEAPONS (carrying, possessing, etc.)	20	13	+7	
SEX OFFENSES (except forcible rape & prostitution)	93	63	+30	
NARCOTIC DRUG LAWS	47	17	+30	
LIQUOR LAWS	2	0	+2	
DRUNKENNESS	6	20		-14
DISORDERLY CONDUCT	336	200	+136	
ALL OTHER OFFENSES	221	309		-88
CURFEW	199	256		-57
SUSPICION	314	274	+40	
RUNAWAYS	106	70	+36	
TOTAL	2,251	1,976	+458	-186

Total increase in juvenile arrests for the first nine months of 1970 is 272 (14%).

- Setting up traffic safety programs
- Writing reports
- Testifying in court
- Recommending changes in traffic control to expedite the traffic flow

V. Community Relations Division

Assigned to the community relations unit are four sworn police officers. These members have the responsibility of performing the following tasks:

- Creating a good rapport with the community
- Acting as liaison between the police department and the community
- Establishing youth programs
- Investigating explosive situations involving the community
- Performing other tasks as directed

VI. Communications Division

Assigned to the communications division are 11 sworn police officers. These members have the responsibility of performing the following tasks:

- Monitoring all calls that are incoming to the radio room
- Dispatching police personnel to assignments
- Accepting all incoming teletypes
- Dispatching all out-going teletypes
- Insuring that the proper teletypes are kept
- Communicating with N.C.I.C.
- Getting motor vehicle look-ups
- Other duties as directed

VII. Special Services Division

Assigned to the special services division are 13 sworn police officers. These members have the responsibility of performing the following tasks:

- Investigating all complaints concerning narcotics, gambling, organized crime and prostitution
- Arresting violators
- Conducting surveillances
- Preparing reports
- Testifying in court

VIII. Planning Division

Assigned to the planning division are 3 sworn police officers, 1 civilian clerk and 1 administrative intern. These persons have the responsibility of performing the following tasks:

- Providing a basis for the systematic improvement of law enforcement and criminal justice
- Planning, research and evaluation
- Assisting in the development of meaningful proposals for funding under the Omnibus Crime Control and Safe Streets Act, the National Highway Safety Bureau and other Federal State and Private Funding Agencies

IX. Training Division

Assigned to the training division are 2 sworn police officers. These persons have the responsibility of performing the following tasks:

- Conducting a State approved Police Training Academy

- Provide basic training for all recruits, both for Trenton as well as other municipalities
- Providing yearly firearms training for all members of the department
- Providing in-service training

PROGRESS OF THE TRENTON POLICE DEPARTMENT

Since 1969, progress has been made in certain areas of the department.

Recruitment

On December 31, 1969, the department had 267 sworn police officers. For the first nine months of 1970, there was an increase through recruitment of 53 men. During this same period the department lost 14 men through termination of employment, sickness, and retirement.

Thus, for the first nine months of this year, the department has increased its manpower strength, from *267 sworn police officers in December 1969 to 306 sworn police officers in October 1970*, which decreased the total shortage of personnel.

The authorized strength of the department at present is 340 sworn police officers. With its present manpower strength of 306 sworn police officers, *it is 34 men short of the authorized strength.*

In view of the past problems of recruitment, the record of the last nine months have shown success in recruitment.

In-Service Training

Very little progress has been shown in this area. All sworn police officers undergo four hours of firearms instruction to qualify annually as required by the New Jersey State Civil Service Commission.

A slight gain in this area has been a 40 hour in-service program dealing with traffic related functions and first-aid. There were 32 sworn police officers that attended this in-service training program on their own time for which they were reimbursed.

Closed Circuit Television has been acquired and is in the process of being installed. A program using this equipment has been developed that will provide roll call training for the Patrol Division of the department.

Community Relations

During the past nine months, the Department, with the support and aid of United Progress Incorporated, initiated a Police Trainee Program, and at present 7 students are enrolled. The purpose of the program, is designed to direct disadvantaged persons towards a police career. At the same time, the program is attempting to enlighten the public as to the function and the role of the police department within the community.

The Community Relations Unit gives at least four speeches and lectures a month to the various ethnic groups in the community. Much of its time also is spent attending conferences and seminars to explain the police role in the community. The Unit's Staff tries to organize social activities for the young people of the community,

and in doing so, indicate the police department's interest in the community.

TRAFFIC SAFETY

In the area of Traffic Safety, the Trenton Police Department has one man assigned who devotes an average of 6 hours a day to the following duties:

1. Conducting regular assembly programs at the City's 36 public and parochial schools to discuss safety and show safety films to the faculty and entire student body.
2. Attend regular meetings with members of School Safety Patrols.
3. Deliver lectures on Pedestrian Safety and the showing of safety films to Parent Teachers Associations, Civic and Fraternal Organizations, Senior Citizens Groups and Organizations such as Boy Scouts and Girl Scouts, etc.
4. Attend regular meetings with School Principals, Patrol Advisors and P.T.A. Presidents of each school to discuss Pedestrian Safety.
5. Supervise the Green Pennant Safety Program in 18 parochial schools, distributing Green Pennant literature for students, school faculty and parents and presenting awards at the end of the school year.
6. Prepare and conduct a traffic safety program in conjunction with local newspapers and radio stations, designed to inform the public of pedestrian and vehicular traffic hazards and safe pedestrian and driving practices.
7. Prepare and conduct traffic and safety displays for City Hall and the New Jersey State Fair in an effort to make the public more informed of pedestrian and vehicular traffic and safe pedestrian practices.

K-9 Corps

The K-9 Corps of the Police Department presents programs to adult groups and schools. Although its main objective is to show the effectiveness of the K-9 Corps in Police work, it provides also a service in community relations to project a better police image to the public.

Public Relations

The methods of conveying the police role to the public and of the police learning the public's attitudes are intangibles. Therefore, there is no accurate measurement of their effectiveness. It can be said however, that the Police Department will continue to strive for better police-community relations. Efforts for the past nine months have indicated some progress.

A public relations officer is assigned to originating and engaging in programs of mutual interest to the public and Police Department. He attends and speaks before student assemblies, church groups, fraternal, business and civic associations in an effort to create a better understanding and relationship between the public and the police.

Special Services Division

The Police Department within the past nine months has established a Special Services Division to centralize special criminal activities. Previously, the specialized

crime units operated in the two Precincts without central authority.

The centralizing of these units under one command, answering directly to the Chief of Police, has provided greater control and caused a concerted effort that has eliminated duplication.

Internal Investigating Division

The Office of the Chief of Police has been enlarged by creating an Internal Investigating Officer, whose responsibility is to investigate all internal problems. Previously, this responsibility fell upon the line commanders, who now may focus their attentions entirely on their respective functions, namely line operations.

ESTABLISHMENT AND FUNCTION OF LAW ENFORCEMENT PLANNING UNIT

Prior to October 1, 1969, the Trenton Department of Public Safety had no full time staff working in the areas of planning, research, and evaluation. Activity in these vital areas occurred on a haphazard basis, with the workload falling either upon police officers who had other full time responsibilities or upon staff from other city departments, such as Model Cities and the Business Administrator's Office.

Under these circumstances, it was not possible for the Department to conduct systematic planning activities even in such vital areas as police deployment, police administration, and police community relations. Until the department was provided with an adequate planning capability, the efforts of the city administration to improve the quality of law enforcement and criminal justice in Trenton did not have the support necessary to become effective.

To provide a basis for the systematic improvement of law enforcement and criminal justice in Trenton, a Police Planning Unit was established to develop planning, research, and evaluation capabilities in the development of meaningful proposals for funding under the Omnibus Crime Control and Safe Streets Act of 1968.

Activities of the Planning Unit include the following:

1. To establish a modern records-keeping system within the Trenton Department of Public Safety which will provide the City's Administration with information necessary for decision making.
2. To insure that the Trenton Department of Public Safety is aware of current developments in the professions of law enforcement and criminal justice.
3. To develop systems for evaluating the activities administered by the Trenton Department of Public Safety against the goals established for the Department by its Director.
4. To carry out planning projects in all areas of law enforcement and criminal justice as directed by the Administration of the Department of Public Safety, in particular, to conduct studies relevant to such problems as the improvement of methods and facilities to reduce crimes, the prevention, detection and control of

organized crime, riots and civil disorders, education, recruitment and training of law enforcement personnel, public education about crime control.

5. To help make available to the Business Administrator such items of information as may be required for decision-making with respect to city expenditures in the areas of law enforcement and criminal justice.

6. To provide liaison between the Chief of Police, the Director of Public Safety and all other city agencies carrying out planning that will effect criminal justice administration.

As aforementioned, one of the main functions of the Unit is to assist the City of Trenton in establishing a rational system of decision-making with respect to city police and expenditures in the areas of law enforcement and criminal justice. Thus, the Unit coordinates its activities with all city agencies working in these areas. The Unit is under the Chief of Police and the Director of Public Safety. It works closely also with the Business Administrator's Office which is responsible for overall coordination of administrative decision-making and expenditures within the city. It coordinates activities with the State Law Enforcement Planning Agency and the State plan developed by that agency, as well as with all other county and state agencies working in the areas of law enforcement and criminal justice.

Since its inception, three programs have been submitted to the New Jersey Highway Program Liaison Office and two projects to the State Law Enforcement Planning Agency all of which were approved and funded. Total cost of these projects amount to \$46,644.68 with Trenton's matching share being \$18,957.87 in cash or in-kind services. Thus, there has been a saving of \$27,686.81 to the City of Trenton.

The projects above mentioned provide for 40 hours of training in First Aid, Accident Investigation, Safe Driving Practices and Review of Motor Vehicle Laws for 33 patrolmen. Also, the acquiring of a fully equipped accident car, radar car and breathalyzer. The two projects funded by SLEPA on a 60/40 basis will give Trenton a Selective Recorder Network and a Closed Circuit Television for the Detective Division. The Recording Network will enable Detectives to dictate their reports from within the confines of the Detective Bureau from the street or at the scene of a crime. This should cut their office time by 25% to 35% and provide more time for actual criminal investigations.

The Unit has been instrumental also in formulating a working agreement between the city's four Rescue Squads and the Police Department that provides adequate and essential ambulance service to the community and its hospitals. The agreement is designed to enable police officers to devote more time to their primary function of crime prevention and control.

This Unit is also in the process of developing a new table of organization necessary for the Police Department, a better recruitment program and other projects that can be funded with the assistance of Federal and State Agencies.

It should be noted also that June 8, 1970, the Trenton Department of Public Safety, was awarded a continuation Comprehensive Law Enforcement Planning Grant under the Omnibus Crime Control and Safe Streets Act of 1968. This Federal Grant is for \$17,040.00 and was awarded by the New Jersey State Law Enforcement Planning Agency. The grant period is from July 1, 1970 to June 30, 1971.

Since July 1, 1970, the Trenton Police Planning Unit has submitted Action Grant Applications to SLEPA for Federal funding. The applications were for the following:

Implementation of 450 MHz Police Radio Network

This project has been approved by the SLEPA Governing Board to provide for a base station and eight mobile radio units for Trenton on an unused frequency assigned already to Trenton. It would augment the existing Police Radio Network and reduce the present strain on the lone existing frequency. It has a total cost of \$15,750.00 and the funding will be 60% Federal 40% Municipal basis.

Establishment of a Central Records Bureau

This project would make it possible for the Trenton Police Department to have a study made to determine its needs for manpower, mechanical processing equipment and training of personnel in its use prior to moving into the new Police Administration Building presently under construction. Total cost of the project \$27,533.94 would be with the city's share amounting to \$13,033.94, represented in Services in Kind.

Formation of a Full Time Narcotics Unit for Police Department

This project would create a special full time Narcotics Unit within the Police Department at no cost to the City of Trenton, other than salaries of squad members.

The Unit would consist of a Detective Sergeant and five Detective Patrolmen. The proposal as outlined provides for their training, transportation, office equipment and expenses for one year.

Total cost of the project would be \$82,088.37 with the city's share of \$65,201.40 being represented by the salaries of the squad members.

Trenton Community Relations Unit Expansion Program

This project would expand the activities of the Community Relations Squad and assist residents of the Model Neighborhood to obtain services and maintain communications and dialogue between them and the police.

It provides for engaging three civilian Community Relations Liaison Employees to work with the Community Relations Squad from a store front office in the Model Neighborhood but operable throughout the city. It further provides for a Secretary to work in this office. The cost of the rental for the office, utilities, office equipment and transportation are included in the proposal.

The total cost of the project would be \$61,199.89 of which \$35,394.95 in Federal funds have been requested

from SLEPA. Trenton's share of \$25,804.94 would be In-Kind Services represented by the salaries of the policemen involved.

On the date of September 15, 1970, final approval was received from the National Highway Safety Bureau on Trenton's application to establish a matching share credit of the cost of projects submitted to that agency during the grant period of July 1, 1970 to June 30, 1971 for Police Traffic Safety Programs. The amount of the credit granted is based upon the amount of money the City of Trenton will spend in stipulated categories to operate the Police Traffic Division during the grant period.

Also, the Police Planning Unit has drawn up a proposal for the Formation of a Traffic Safety Education Bureau for the Trenton Police Traffic Division and submitted it to the Chief of Police for Administrative approval. This unit would be staffed by two Traffic Safety Officers who would work full time with the 27,000 students enrolled in the 36 public and parochial schools of the city. The implementation of this program would serve to educate school children and the general public in pedestrian and vehicular safety with the aim of decreasing pedestrian motor vehicle accidents.

The proposal includes replacement salaries for the two Traffic Safety Officers, cost of training, travel and subsistence for the two men, and the cost of commodities and equipment to operate the program.

The total project cost would be \$31,244.30 and it is expected that a Police Traffic Services credit grant PT71-902-(001) can be used as the city's matching share of the project cost.

The Police Planning Unit is also in the process of drawing up a National Highway Safety Bureau proposal for the Formation of School Area Marking and Signing Program for the Trenton, N.J. Police Traffic Division.

At the present time, the marking of crosswalks and the signing of school areas at the 97 intersections of the city used by 27,000 students attending our 36 public and parochial schools is done by municipal employees of the Department of Public Works assigned to the Traffic Maintenance Shop of the Traffic and Lighting Division. It is responsible for the preparation, installation and maintenance of all pedestrian and vehicular signals, signs and markings for the city's 1605 intersections, bus stops, sweeper zones, hospital areas, prohibited parking areas, etc.. But, the heavy demands on the time and services of these men often results in the 97 school area intersections being poorly marked.

The proposed program would provide for the addition of two men to be added to the staff of the Traffic Maintenance Shop. Both would be assigned full time to the School Area Marking and Signing Program, thus providing a year round program in the vital areas of Pedestrian Safety in our school areas.

At the present time, the Police Traffic Division is experimenting in marking, two school area crosswalks with orange colored paint and adding a zebra striping style of crosswalk that is also orange in color. A different type of paint is being used at each crosswalk in

an effort to determine which paint will attract the most attention of the motorist, have the greatest durability, and be most economical to use.

The two paints being used in this experiment vary considerably in cost factor. Thus, it is not possible to project the cost of this project until it is determined which paint will be used.

When this proposal is finalized it will be submitted to the Chief of Police for Administrative approval. In the event it is submitted to the National Highway Safety Bureau, it is expected that the Police Traffic Services credit grant PT71-902-(001) can be used as the city's matching share of the project cost.

PROBLEMS AND NEEDS

The City of Trenton has a number of serious needs and problems in the area of law enforcement. They include the following:

1. The Trenton Police Department has a need for more manpower. It has been undermanned for a number of years, and has never been able to add new recruits fast enough to counter-balance the staff losses from resignations and retirements. Correspondingly, it has never obtained its authorized strength of 340. This manpower problem has affected all areas of police work. In fact, the need for more police officers is one point upon which police and all other elements of the community agree.

The problems of recruiting new personnel for the police department are attributed to statutory requirements, the overall decreasing status of police in the community, conditions of police employment, and salary levels. In addition, the increased inherent danger in police work, coupled with around the clock or shift work, has led to a decrease in the number and quality of applicants for police employment.

There is a need to evaluate the police pay scales, conditions of employment and incentives necessary to stimulate recruitment for the Trenton Police Department. There is also a need to develop incentives that will attract college oriented applicants to the police service, as well as more applicants from the Black and Puerto Rican sections of the population.

2. There is a need for a modernized Communications System for the Trenton area. At the present time, the Police Communications Division of the City of Trenton, is operating (simplex) on the frequency of 37.26 MHz as control for police activities for the City of Trenton and the adjacent municipalities of Hamilton Township, Ewing Township and Lawrence Township.

The existing frequency was adopted on June 1, 1936, with a base system and six mobile units. Since that time the other equipment and more mobile units have been added to the system, but the present facility was designed to handle a maximum load of 80 mobile units. Now the frequency is grossly overloaded. It is serving 172 mobile units, reflecting a 115% increase over the 80 mobile units deemed to be a maximum load for the existing system.

Dispatches totaled 64,094 in 1967; 69,234 in 1968; 72,547 in 1969; and 50,750 through the first nine months of 1970, reflecting an increase of 12% in the past three years.

The situation has resulted in a great deal of clogging of the police radio system. Frequently, this has resulted in delay in the transmission of messages, causing serious effects upon police response time.

Thus, there is a need for a modernized Communications System, designed to provide the present and future needs. This system should permit a greater control over police personnel and enable the police to respond more swiftly and effectively to the protection of the public.

3. A need for the centralization of police activities and the purchase of modern equipment for the police department. Presently, the Trenton Police Department is decentralized and quartered in antiquated buildings.

Police Headquarters is centrally located in the Trenton business district and houses the offices of the Police Chief, the two Deputy Chiefs of Police, Traffic Division, Detective Division which includes the Identification Bureau, First Precinct Command, Special Services Unit, Police Planning Unit, Police Training Academy and the Municipal Court.

A separate building in another section of the city houses the Second Precinct Command, Juvenile Aid Bureau, and the Offices of the Police Athletic League.

Police Communications are located in another building a short distance from Police Headquarters.

The Police Transportation and Automotive Repair Shop is in another building, adjacent to the Police Communications Building.

The Police Community Relations Unit is presently housed at Trenton Central High School, far removed from Police Headquarters.

All of these buildings are old structures, in poor repair and lack the space and modern equipment required for efficient police operations.

A new police administration building, designed to house all segments of the Police Department, as well as the Municipal Court, is presently under construction. The projected occupancy date is October 1, 1971. It must be completely equipped despite the shortage of municipal funds available presently for this purpose.

4. There is a need to develop in-service training. There is none on an annual basis, with the exception of four hours of firearms training per man per year. The primary reason for lack of in-service training is a shortage of manpower. Men simply cannot be spared from work to take extensive training programs.

5. While the need for the police administration building is critical, priority must be given also to the needs in the areas of the creation of a Central Records System and modernized Communications System.

The Trenton Police Department has no Central Records Division. This means that records are dispersed throughout the various functional units and are manually filed and retrieved. This is cumbersome,

results in delay in producing needed data promptly, and the data is sometimes inadequate.

A Central Records System equipped with mechanical processing of records would enable the police department to analyze past and present records in order to determine prime areas of need for police services and the manner, type and number of police personnel and equipment that should be deployed to those areas. Police beats and sectors could be changed according to the needs of the city, and patrol effectiveness increased through more efficient allocation of police resources.

6. There is a need for a change in police resources allocation through administrative procedures and better deployment to provide more effective police coverage. The reallocations should provide for limiting or eliminating the use of police officers for the performance of unskilled work, as well as administrative type work that manpower to the fullest advantage, a more equitable distribution of the workload would result and police service and effectiveness would be improved.

The police in Trenton are called upon to perform a number of non-law enforcement functions, such as, directing and controlling traffic, checking on dog and business licenses, and providing some ambulance service for the city. Many of these responsibilities could and should be performed by other municipal employees or social agencies. The fragmentation of service among law enforcement and community service functions of the police combined with the rising incidents of crime, has greatly reduced patrol effectiveness in the city.

There is also a need in the area of reallocation of police resources to provide for more foot patrols in high crime areas.

The shortage of police manpower frequently has forced the Trenton Police into heavy dependence upon motorized patrols. Although, this increases mobility, it prevents close scrutiny of events on the street. This makes apprehension in certain types of offenses more difficult. In addition, it prevents the police from forming close relationships with the people in various neighborhoods. This, in turn, may deny the police sources of information that could be helpful in preventing crime and apprehending offenders. It also adversely affects police-community relations.

Although some foot patrols are used, the men assigned to foot patrols are often of necessity assigned to fill in on motorized patrol or assigned to special duty as required.

7. There is a need to provide adequate case work for each young person served by the Trenton Police Department's Bureau of Juvenile Aid; to insure referral of juveniles to other agencies with follow-up by the bureau; and to begin the coordination of juvenile services looking toward the creation and implementation of a youth service bureau which will coordinate all youth services available in the City of Trenton.

The Bureau of Juvenile Aid currently has no capacity to provide pre-delinquency services. The Bureau can only investigate and prepare cases. During the first nine

months of 1970, of the 2,251 juvenile arrests, 889 cases were referred to the juvenile court or probation department, and 1,402 cases were handled by a staff of four detectives, three clerk-investigators, one civilian clerk, one detective lieutenant and one captain. This small staff thus was handling nearly 25% of the crime problems of the City of Trenton.

8. There is a need to improve police community relations in the City of Trenton. National surveys indicate, in all large cities, a significant number of people in the inner city areas and members of the minority groups fear and distrust the police. The Trenton Police Department recognizes that this condition exists within its area, as shown by sporadic incidents with racial overtones that occur often in the city. Sometimes incidents occur or develop when the police are called upon to perform a non-related police function. They are blamed when the service is not completed to the satisfaction of the complainant.

This occurs even though the police advise the proper authority of the complaint and the authority fails to take action for one reason or another. The police are blamed for this inaction and Police Community Relations are damaged.

In order to develop better police community relations, several approaches must be taken:

9. Financial assistance is needed by the Trenton Police Department for the training of special investigative personnel to permit the development of local information on organized crime operations within the City of Trenton in the areas of narcotics, gambling, and loan sharking, and to coordinate with the Organized Crime Unit of the State Department of Law and Public Safety.

It should be noted that members of at least two of the alleged Mafia, or Cosa Nostra, syndicate families reported to be part of the hierarchy of organized crime have either lived in or operated in the Trenton area. The leaders of these two families are either in Federal or State penal institutions at present, but the operations, naturally, continue under other leadership.

A need exists for funds to purchase modern and special equipment to assist in special surveillance work in connection with organized crime investigations and for use in high crime areas. This equipment may include special motor vehicles, such as, automobiles and trucks for surveillance work.

10. A need exists for monies to provide for the hiring of a municipal prosecutor for the Trenton Municipal Court, which is now full time, to provide adequate legal representation for the Trenton Police Officers who testify as witnesses. Under the present system, the municipal judge is required to examine witnesses himself and, frequently, to represent the arresting officer during cases when he is being examined by a lawyer for the defendant.

There is a need to examine the present Bail System in the Municipal Court in Trenton.

There is a need for an interview room at the Trenton

Municipal Court, so that attorneys may consult privately with their clients. No such space is available at the present time during court hours.

11. There is a need for more Motor Vehicle equipment to be available to the Trenton Police Department in times of crisis. When such equipment is not available, manpower necessary to perform tasks is wasted because of the inability to transport this manpower to the areas where it is needed.

The Trenton Police Department has as its disposal, just enough motorized equipment to provide transportation for its daily operations. In the event of a crisis, there is no reserve to provide the additional vehicles needed to transport personnel called back to duty.

12. The Housing Authority of the City of Trenton has for the past ten years been seeking police protection for all of its projects. Lack of manpower within the Trenton Police Department has prevented it from providing such a service on a permanent basis.

The steady increase in vandalism, muggings, robberies, burglaries, etc., has been a constant source of worry to the tenants and very costly to the Authority. Many petitions have been signed by the Project residents proclaiming their need for some sort of protection, whether it be from the regular City police force or from private security guards.

Recently the managers of two Trenton Projects, namely the Miller Homes and the Donnelly Homes, met with Mayor Arthur J. Holland, and presented him with the latest petitions from residents requesting police protection. Submission of these petitions to the respective managers was prompted by a rash of muggings which have taken place in these Project areas. This fear of muggings was indicated publicly by an article which appeared in the October 28, 1970 issue of "The Trentonian". It stated in part "the Councilmen unanimously agreed to pass an emergency appropriation of \$25,000.00 to pay half the cost of hiring private security guards to police the City's public housing projects. Mayor Holland recommended the appropriation after meeting Miller Homes residents who complained of harrassment and said they feared muggers".

Trenton has a considerable number of elderly tenants residing in its Housing Projects. They claim that they are afraid to venture out at night because of fear of being mugged and/or robbed. Several muggings involving elderly tenants have occurred as they seem to be special prey for this type of criminal activity.

Extreme vandalism has occurred at all the Housing Projects, particularly at the Miller Homes. Numerous windows have been broken at the Josephson Apartments, the special Housing Project for the elderly, from stones thrown by youngsters.

Over the past couple of years, Trenton has found it necessary to broad-up vacant units they are occupied, to prevent vandals from breaking into them and causing

extensive damage as occurred before this procedure was adopted.

An estimate follows of the number of police that would be needed at each project between the hours of 5:00 PM and 1:00 AM to curb the aforementioned crime.

Project No.	Project Name and Address	Number of Police Needed
N.J. 5-1	Lincoln Homes 207 Old Rose Street	1
N.J. 5-2 & 7	Donnelly-Page Homes 875 New Willow Street	2
N.J. 5-3 & 5	Prospect-Campbell Homes 110 Prospect Village	1
N.J. 5-4	James Kerney Homes 5 Eisenhower Ave.	1
N.J. 5-6 & 8	Wilson-Haverstick Homes 5 Eisenhower Ave.	2
N.J. 5-9 & 11	Josephson-Abbott Apartments 237 Oakland Street	1
N.J. 5-10	Charles J. Miller Homes 125 Lincoln Avenue	1

TRENTON MUNICIPAL COURT

Staff

To handle all the judicial work in the Trenton Municipal Court, the city has one judge on a full-time schedule, and a small staff consisting of one Court Clerk (employed on a part-time basis) and assistant Court Clerk, and a Chief Traffic Violations Clerk whose staff includes nine secretaries. There are also three sworn police officers assigned to the court as attendants. Finally, there is a County Municipal Probation Officer who serves the thirteen Municipal Courts in Mercer County.

Facilities

At present; the Municipal Court is held in the First Precinct Station House. The Judge's Chambers, the Court Clerk's Office and the Court Room itself are all extremely crowded and in poor condition.

An outstanding problem is that the present Court facilities do not include an interview room for private discussions between defendants and their lawyers. If they wish to confer together about an upcoming case in an empty police office, if one can be found, or out on the sidewalk where there may be some privacy, has resulted in poor public relations and total confusion during court hours.

Because of lack of space near the police court, the Traffic Violations Bureau has been located in the City Hall Annex, seven city blocks away from the court room. The distance between the Court Violations Bureau occasionally has resulted in a loss of valuable time in the transferring of data and a possible loss in efficient communications.

Both of the aforementioned deficiencies should be corrected with the completion of the new Police Headquarters sometime next year. However, this building will permit the consolidation of the two police

precincts and facilitate court operations by providing interview rooms and a centralization of court operations with the Violations Bureau located adjacent to other court offices.

Caseload

In the period between September 1, 1968 and August 31, 1969, the Municipal Court of Trenton has heard about as many criminal cases (3,953) as all of the other twelve municipal courts in Mercer County combined (3,956). In other words, while having only 33-1/3% of the total population of Mercer County (309,410) and 1/5th of the area, Trenton, (102,211) handles half of the cases with identified subjects in the entire county. Also, during this period, the Trenton Municipal Court sat for 1,050 hours in criminal cases as compared to the combined 571 hours of all the other townships and boroughs. Finally, the court referred to the County Grand Jury, Juvenile, Domestic Relations, etc. 1,322 cases during that 1968-1969 period as compared to 572 cases referred by all the other courts.

More recently in the period from September 1, 1969 to July 30, 1970, the Municipal Court of Trenton experienced an increase of 124 hours (1176) hours over the total workload for 1968-1969 (1052) hours for criminal cases alone. Furthermore, there was an additional 177 crimes of different types (4,130) over the total amount of the previous years (3,953).

The workload for the Traffic Violations Bureau is heavy. For a period of almost two years (September 1968 to July 1969) handled 12,195 traffic and 81,735 parking violations for a total of 103,940. This volume has led naturally to a huge backlog. Sometimes a violator neglects to pay his or her traffic fine before the expiration date. Then there is a delay of eight to nine weeks before the Bureau can collect enough information to bill the violator at his or her home address.

For the years of 1968 and 1969, 26% of all traffic violations per week were not satisfied before the expiration date. This time lapse has permitted numerous loopholes through which many people can and have avoided payment of fines. The number of close-outs or uncollected fines for the past two years has reached a total of 29,759.

The present system has created a situation in which some people are able to "beat the system" and in addition, leads some violators to adopt an indifferent attitude toward all traffic laws. Progress may be achieved possible through the adoption of a Data Processing System. This system would allow the Bureau to operate efficiently with a continuing backlog of approximately three to four days in comparison with the two months lag time now occurring. Furthermore, Data Processing could close off most, if not all, of the loopholes that now exist by; (1) reducing the length of time between the date of violation and the date when the violator would receive his fine; (2) enable justice to be dispensed more promptly, and (3) finally act as a deterrent when violators recognize the fact that they cannot ignore a ticket without penalty.

Legal Counsel

The Municipal Court does not have either a municipal prosecutor or an assigned municipal public defender. The absence of both is a serious problem, and it affects the court's operations.

Under the present system, the judge is required to examine witnesses himself. Often, he has to represent also the arresting officer during the cross-examination by an attorney for the defendant.

Legal services are provided to Trenton residents by the Legal Aid Society of Mercer County and the State Office of the Public Defender, the former services the entire Mercer County area, and the latter the entire State of New Jersey. Both are understaffed and have a large backlog of cases. For example, the Legal Aid Society maintains four neighborhood offices and handles an average of 313 cases a month with a staff of six lawyers. This averages out to be about 52 cases per lawyer per month. For the most part, both these organizations are able to provide only routine legal service.

Bail

The bail system presently operating in Trenton is in need of change. The present system sometimes creates a situation in which the first or second offender who is unable to post bail, is kept in confinement prior to any determination being made of his guilt or innocence while a hardened criminal, who has bail money at hand, is released from jail.

For persons who cannot post cash bail, professional bondsmen provide the necessary monetary guarantee to the court at 10% interest. Occasionally, a suspect with a low income again turns to crime in an attempt to pay off his bondsman or lawyer.

There is a need to study the adequacy of the existing municipal court structure in Trenton and other parts of the State, and to investigate the extent to which the structure of the court influences the disposition of the cases. A procedure might be instituted that would provide for the release of suspects on their own recognizance, based on personal reliability rather than strictly monetary considerations as is done now in the U.S. District Court System. For example, a man could be released, pending his trial, if he has steady employment and/or family obligations. Several years ago, there was an attempt to operate such a program in Trenton, but due to lack of personnel, it never developed properly. After proper study this program might be reactivated in the future.

Police Manpower

At present, the activities of the Municipal Court show a tremendous increase over previous years. Unfortunately, while more complaints have been filed, more complaints processed, and more cases heard in court than in any previous year. The rules and regulations governing the administration process of the court in relation to all criminal cases has not been changed since it organized back in 1922. This has led to a seriously overworked staff. For example, forty years

ago, the court's workload was approximately ten cases per day plus additional administration duties that were not required in previous decades.

The present Departmental Table of Organization has failed to take into account this expanding volume. The result has been that people are forced to wait sometimes hours before they can register a complaint or have their case heard.

For the years the Trenton Police Department has been undermanned. One method of increasing the manpower of the department would be to replace the present three sworn police officers used presently as court attendants with civilians in the Municipal Court. The collective duties of these men consist of: (1) informing a defendant of court procedure; (2) assisting the judge in various ways; (3) collecting payment of fines when possible and finally (4) keeping order in court. It is believed that these duties could be performed by civilians. This would release the officers for duties connected more directly with police street work.

TRENTON MODEL CITIES LAW AND PUBLIC SAFETY PLANNING

Introduction

Trenton is a "first round" Model City that was funded by HUD in 1968 to prepare a comprehensive approach to the problems facing the 17,000 residents of the Model Neighborhood. Trenton received a First Year Action Grant in December of 1969 and is currently awaiting its Second Action Grant Award.

Planning Process

The Model Cities Planning Process differs from other types of planning in that problems are identified by neighborhood residents in public meetings. The Model Cities Policy Committee sets policy for the Model Cities program and is composed of 21 elected community residents and 10 professionals appointed from various organizations in Trenton.

The Law and Public Safety Planning is dealt with in weekly evening meetings by Human Resources Panel of the MCPC which is composed of 7 elected members and 18 appointed expanded panel members.

Throughout 1969 the Trenton Public Safety Director has been a member of the expanded panel. Human Resources includes Public Safety, Health, Welfare and Social Services.

The Education and Culture panel of the MCPC also deals with public safety projects that relate to the guidance of juveniles.

The panels of the MCPC and the MCPC itself approve plans developed by the City Demonstration Agency Staff with the panel.

Approved plans are then submitted by the Agency, to City Council and the Mayor for final approval. Both the Mayor and the Council have representatives on the MCPC.

Staff

The CDA has a full time Law and Public Safety Planner and a part time student intern in Public Safety

that do planning with the Human Resources panel.

The Model Cities Community Organization Staff has a Social Planner that advises the planner and the Human Resources Panel of community concerns relative to Public Safety.

The CDA has a Research Staff that collects and evaluates data for use in planning and evaluating. Also, the agency has 6 man evaluation teams that produces evaluations on programs planned by the agency.

The City Demonstration Agency does not operate programs, it is a planning and evaluative agency.

Programs In Operation

1. The First Priority Project of the Model Cities Program was a Narcotic Treatment Rehabilitation Prevention Project that is funded by HUD, Model Cities and LEAA through a discretionary Model Cities Grant.

2. The Public Services Coordinating Agency is an advisory program for Model Neighborhood residents in the areas of Housing, Health, Welfare and Social Services, and other agencies designed to serve residents. This project will be operational in December 1970.

3. The Juvenile Delinquency Prevention Program is funded by SLEPA and HUD-MODEL CITIES to provide comprehensive guidance to juveniles in Model Neighborhood Schools. The program is unique in that it has a street guidance component that follows cases beyond the school setting to offer alternatives to Drop-Outs and Juveniles with other problems.

4. Teen-Posts is a Model Cities Project operated by the House of Soul that provides Model Neighborhood youths with three drop in centers staffed by counselors and aides. It is going to be operational in November of 1970.

5. A Storefront Guidance Project was funded through Model Cities to C.L.E.A.N. Academy to operate a seminar program for youths. Among other programs operated in the summer of 1970 was a summer theatre musical production in Caldwell Park in Trenton.

Law and Public Safety

Other proposed projects in the second year Model Cities plan that affect public safety are:

- A. Community Residential Center for Work Releasees for residents released early from the State Prison System
- B. Public Safety Programs for Police and Community Residents
- C. Municipal Court Demonstration (Release on Recognizance, Summonses and Bail)
- D. Minority Recruitment for Law Enforcement Careers in Trenton Police Transition
- E. Minority Recruitment Police Commission
- F. Immediate Juvenile Diagnostic Services for Mercer County Child Guidance Center for Juveniles at time of detention
- G. Law and Public Safety System Study of Offenders
- H. Improvement of Police-Juvenile Relationships through expansion of the Bureau of Juvenile Aid whose present staff is too small to handle the workload.

Health

- A. Family Planning Project
- B. Community Mental Health
- C. Family Neighborhood Health Center
- D. Venereal Disease Program

Welfare and Social Services

- A. Big Brothers Project
- B. Group Home for Girls
- C. Welfare Study

The Planning Staff of the Trenton Model Cities Program has a close relationship with the Police Planning Unit. The obligations of each agency differ, however, as the Model Cities Program progresses, more services will be developed to alleviate problems, that to date have been left to the Police Department as the only 24 hours city service available to the residents of the community.

2. GENERAL STATEMENT OF PRIORITIES AND IMPROVEMENT PROGRAMS

REDUCTION OF JUVENILE DELINQUENCY (Goal 1.0)

The priority goal of the State of New Jersey is the reduction of juvenile delinquency through the prevention of delinquent behavior, through the rehabilitation of juvenile offenders, and through specific problem-oriented research which will attempt to determine, scientifically, what kinds of prevention programs and what kinds of rehabilitation programs work best with what kinds of pre-delinquents and delinquents.

OBJECTIVES

Juvenile delinquency is the legal term applied to youngsters who commit an act that is adjudged by a court to be contrary to the good of the individual or society. Because there are numerous acts that may be termed delinquent, many youths have at one time or another performed an act for which there existed the potential for arrest, if and when the necessary circumstances were present for detection and official intervention. Delinquency of a more persistent nature

evolves from a broad range of factors that relate to the individual youth's personality, home and neighborhood environment.

There are three primary objectives set forth relative to the goal of reducing juvenile delinquency. The first objective is the prevention of delinquent behavior (Objective 1.1). This objective is to be accomplished through promoting the development of programs that marshal all existing community resources, including the actual involvement of lay citizens, parents, teachers, and community leaders, in community-based programs of prevention and control. A top priority in this regard is the establishment of Youth Services Bureaus in every municipality in the State with a population of 50,000 or more (presently 22), and in other municipalities that have delinquency rates above the State average and/or can substantiate a need for a comprehensive Youth Services Bureau.

Another approach to this objective is the development of projects that will promote fair and consistent police handling of juvenile problems, and corresponding respect for the police and their role by juveniles. The goal here is to establish juvenile relations units, with adequate staffs and training, in each police department serving a municipality of 50,000 and over, and in other police departments that can substantiate a serious need to improve police-juvenile relationships; and to establish and implement formal policy guidelines for dealing with juveniles in all 440 organized municipal police departments.

The second objective is the rehabilitation of juvenile offenders (Objective 1.2). This is to be achieved by rehabilitating juvenile delinquents within a community setting wherever practical, using available agency resources, and through enhancing the likelihood of successfully rehabilitating delinquent youths by using diagnostic and remedial programs.

Readily available and comprehensive diagnostic services, for example, will be provided for each of the 21 county juvenile courts, and expanded and improved juvenile shelter facilities and programs will be provided for each of the 21 counties.

The action programs to be outlined will be central to the further development of an improved juvenile delinquency prevention and control system in New Jersey. These programs do not exhaust all the possibilities however. On-going planning and program development efforts by SLEPA, including specific problem-oriented research and experimental and demonstration projects in reducing juvenile delinquency under Objective 1.3, and studies currently being conducted through the Juvenile Delinquency Prevention and Control Act of 1968, will further explore and recommend direction for the State-wide prevention and control of delinquency.

Since comprehensive uniform crime reporting was instituted in New Jersey in 1967, the rate of increase in arrests for persons under 18 years of age was 17.2 percent between 1967 and 1968, and 18.9 percent between 1968 and 1969. During this same period of time,

the population in the State under 18 increased by less than one percent. The ultimate goal of reducing juvenile delinquency is to hold the rate of increase in juvenile arrests (controlling for an increase in the juvenile population) to approximately 18 percent in 1971, to reduce it by half in 1973 (to approximately 9 percent) and to reduce the rate of increase by half again in 1975 (to approximately 4 percent), again controlling for juvenile population increases.

IMPROVEMENTS PLANNED

In addition to the program approaches described in the Annual Action Programs (c-1, c-2, c-3, c-6, c-11, c-12 and j-4) five of which have begun with previous action funds, the following programs illustrate the direction, scope and general types of improvements planned over the multi-year period under this goal. The approaches are keyed to the functional categories outlined in the Federal guidelines by means of the approach number.

GROUP FOSTER HOMES FOR JUVENILES.

(Approach No. c-4)

Objective:

To provide home-like placements for juveniles who cannot be situated in normal foster home settings, and who should not be placed in correctional facilities.

In areas of high crime rates, juvenile detention facilities are seriously overcrowded, or non-existent. Too often, this results in juveniles being committed to correctional institutions rather than suitable homes, and the labeling process begins its downward spiral. Suitable home-like placements are difficult to find; even those community members interested in offering shelter give very low priority to socially disorganized juveniles.

Implementation:

Provide funds (to be matched by the grantee in accordance with law) on a developmental pilot project basis, to an agency experienced with group foster homes, for purposes of developing this concept. Group homes will be developed in 10 to 15 larger cities with high juvenile delinquency rates.

EMERGENCY SHELTERS FOR CHILDREN.

(Approach No. c-5)

Objective:

To encourage as an alternative to care in juvenile detention centers the development of shelters that will temporarily care for non-delinquent juveniles who are awaiting diagnostic or treatment service or domiciliary placement.

Non-delinquent juveniles having no domicile are frequently mixed with delinquent juveniles in juvenile detention centers simply because there is no other place for them. This can lead to the development of delinquent attitudes in the non-delinquent juveniles.

Implementation:

Provide incentive funds (to be matched by the grantee in accordance with law) for the creation of emergency

shelters for non-delinquent youth serving each of the 21 county juvenile courts.

NEIGHBORHOOD FAMILY HELP CENTERS.

(Approach No. c-9)

Objective:

To provide a single location, open at all times, where people with welfare-eligible problems may receive direct assistance or referral to agencies where help may be secured in order to alleviate conditions in the family conducive to the development of juvenile delinquency.

The efficient delivery of welfare service is a matter of concern to both agency administrators and citizen consumers. There is a need for a single location where people may go to receive either direct assistance or meaningful guidance to agencies that can help in the solution of problems.

The quality and nature of welfare services have a direct bearing upon many delinquency-prone juveniles.

Implementation:

Provide incentive funds (to be matched by the grantee in accordance with law) to a consortium of relevant agencies, or to an agency that can secure the relevant agencies, for staffing of a single center to provide a range of family advice and welfare service. SLEPA would provide organization and facility costs, and the relevant agencies would donate all staff services.

The ideal program coordinating all welfare services in a single facility would be a self-contained center with professional diagnostic and treatment services also available at the center location. Representatives from parole and probation, and a representative from each significant public welfare agency would be on hand at all times to counsel and advise. Professionals could be supplemented by sub-professional aides who would follow referrals through to their conclusion.

This approach should be implemented under State or local auspices as a cooperative inter-governmental, inter-agency effort, with the governmental services being provided by the cooperating agencies.

The goal is to establish neighborhood family service centers to supplement Youth Services Bureaus in 10 to 15 urban, high delinquency areas.

LEGISLATIVE REVIEW OF LAWS AFFECTING

JUVENILES. (Approach No. c-10)

Objective:

To provide for the review of the statutes relating to juveniles, and for the identification and drafting of revisions thereof in order to more effectively protect and assist juveniles without the means to meet their essential needs.

It has been suggested by professionals in child welfare, by a special committee studying juvenile needs and services in New Jersey, and by others interested in human welfare programs, that some laws in force designed to direct assistance to juveniles are either not sufficiently comprehensive, or because of their permissive wording, do not achieve their intended ends.

Implementation

Provide funds (to be matched by the grantee in accordance with law) to any New Jersey legislative commission having jurisdiction over juvenile law revision, or to another appropriate agency, in order to study and propose improvements in the statutes affecting the rights of juveniles.

Provide (as an alternative to the above) the staff services of SLEPA personnel to the same agencies for the same purposes.

IMPROVEMENT OF REMEDIAL EDUCATION PROGRAMS FOR JUVENILES. (Approach No. c-7)

Objective:

To provide modern methods and technology for the efficient and rapid improvement of the level of education of correctionally committed juveniles, and increase their chances of rehabilitation.

Most correctionally committed juveniles evidence some degree of educational deficiency. Removal of this deficiency would materially assist rehabilitation.

Implementation:

Provide funds (to be matched by the grantee in accordance with law) on a pilot project basis, for the educational improvement of correctionally committed juveniles through purchasing programmed learning machines and training grantee institutional staff in their use.

Programmed learning allows each individual to study at his own pace with a minimum of instructor supervision. It has proven to be an extremely effective means of rapidly raising the educational level of those tested to be deficient.

Expanded and improved remedial education programs will be provided in each of the 15 county juvenile shelters, and in each of the seven State correctional institutions housing juveniles under the age of 18.

COORDINATION OF SERVICES TO JUVENILES.

(Approach No. c-8)

Objective:

To provide a critical examination of youth programs with a view toward developing a means to effectively coordinate all activities in order to advance the prevention and control of juvenile delinquency.

Because services to youth are rendered by a variety of agencies, it has been widely suggested that a mechanism to coordinate all juvenile programs is necessary to the planning and development of innovative activities that will be responsive to the needs of youth.

Implementation:

Provide funds (to be matched by the grantee in accordance with law) for the study and creation of a means for the control and coordination of all Youth Services programs in New Jersey.

EXPERIMENTAL AND DEMONSTRATION PROJECTS IN REDUCING JUVENILE DELINQUENCY. (Approach No. j-7)

Objective:

To test and evaluate new methods and programs for preventing delinquent behavior and rehabilitating juvenile offenders. Small unique projects will be designed with a heavy emphasis on research and evaluation.

Implementation:

Contracts for experimental and demonstration projects will be arranged with qualified individuals, agencies or universities with the demonstrated capacity to design and operate such projects and provide good evaluative data.

As part of its ongoing responsibilities in this area, the State Law Enforcement Planning Agency will, in certain cases, design projects to be offered to appropriate local or State sponsors.

INCREASE THE EFFICIENCY AND EFFECTIVENESS OF THE CRIMINAL JUSTICE SYSTEM IN CRIME CONTROL (Goal 2.0)

Objectives

There are two primary objectives under this goal. Because of the broad scope of the goal and its subsidiary objectives, each overall objective is discussed individually in terms of general types of improvements planned. The first objective is to increase the risks and difficulty of committing crime through improved crime control (Objective 2.1). This objective focuses upon increasing the overall effectiveness of crime control and will be accomplished as follows:

- The protection of individuals and property by improved deterrence, i.e., by the improved ability of the criminal justice system to detect and apprehend those who commit crimes, and to do so in a manner that imparts an image of certainty to that process.
- The "hardening" of crime targets by making the objects or subjects upon which crime is perpetrated less vulnerable, e.g., better street lighting, or more sound credit card and check cashing requirements.
- The creation of a deterrent effect by the swiftness of incarceration of those who are in fact guilty of crimes.

These sub-objectives will be accomplished through such programs as increasing the police patrol presence in the high crime areas of the 20 to 25 largest cities, through adopting the 911 emergency number throughout the State and through providing the 67 municipal housing authorities with the services of special police personnel, improved lighting, and specialized surveillance equipment.

The second primary objective is to increase the operating efficiency of the criminal justice system (Objective 2.2). This objective is to be attained through a number of improvements in different subject areas.

Improvement of Selection and Training of Criminal Justice System Personnel.

The first improvement is a general upgrading of criminal justice personnel. Improvement of recruitment

practices is fundamental to the upgrading of personnel, because the quality of recruits by and large determines the quality of criminal justice services for a generation or more. Incentives are needed, particularly in the police, corrections and probation fields, where personnel needs are very pressing, for a more systematic and integrated recruitment effort.

Training, both academic and operational, is the second major factor that affects directly the quality of criminal justice system personnel. Academic training, both for remedial and improvement purposes, can be a powerful recruitment tool as well as a desired end in itself. Approaches toward academic training and toward operational training that apply to as many as possible of the branches of the criminal justice system will be encouraged wherever feasible. Mutual facilities for non-academic training, uniform policies toward academic training, and encouragement of the growth of a range of programs at educational institutions are examples.

Improvement of the Probability of Apprehension and Conviction of Offenders

A State-wide crime reporting system has been instituted in New Jersey in the last three years, as well as steps putting New Jersey among the leaders in the beginnings of modern computerized exchange of information between governmental agencies at all levels for detection and apprehension purposes. Upon such a nationally prominent base, improvements will be made, suitable to the complex needs of detection and apprehension in this, the most urbanized of States.

Sub-objectives include establishment of a modern Statewide communications and information storage, retrieval and dissemination system, and local and interjurisdictional communications systems that are rapid, simple, economical, and linked with the regional computer access centers. These systems will involve all municipal and county police departments, and all county sheriff departments.

A third sub-objective is the establishment of three regional crime laboratories located in different areas of the State.

The Courts, as the center of the adjudicative process, have a reciprocal effect upon prosecution, public defense and the criminal bar with regard to procedures, workloads and scheduling. There are managerial problems in each of the adjudicative agencies. In addition, there are overall problems in the system of adjudicative agencies based upon the aforesaid reciprocal effects the agencies have on one another.

All these agencies are heavily involved in paperwork, and particularly in paperwork that is intended to institute inter-agency action of some kind. Because of the inter-agency aspect of the adjudicative system, information and communications must move in a complicated flow pattern across agency lines. The adjudicative agencies are also involved in detailed scheduling problems.

Some sub-objectives here are to establish a criminal judicial information reporting system and a bail unit in the State Administrative Office of the Courts.

As in all such complex systems, the more peripheral problems must and are being attacked first, while the more structural problems are being studied and analyzed in detail. This is the general direction of developments in this area.

The subject of law reform is an important area for change because simpler, more consistent and integrated criminal laws are easier to administer by all concerned, and are easier to explain to the citizenry. In addition, the removal of criminal laws that are no longer strictly enforced, and the removal of unfair provisions of the criminal law, will profit the criminal justice system as a whole by increasing the request of the public for the law as an institution and for those who administer it.

Improvement of Relations Between the Criminal Justice System and the Community

The improvement of community relations is another important aspect of increasing the efficiency and effectiveness of the criminal justice system. For the present, priority will be given to the police aspect of the community relations problem.

If good police-community relations are to be established, it is vital that there be broad-based community involvement, planning and coordination. Community relations programs can be successful only in conjunction with programs that lead to a broad attack on the problem of law enforcement in urban areas.

It is vital that community relations programs have strong connections with both community-based and State projects. It is also vital that there be continuity in programs, and a careful evaluation of both successes and failures.

The general directions that are central to community relations improvements are:

- Establishment of cooperative efforts between the community and the police to improve law enforcement.
- Increase the number and improve the nature of informal contacts between the police and the community.
- Education of the police with regard to the nature of the differing subcultures in order to instill empathy for the citizen's viewpoint.
- Improvement of police understanding of the constitutional changes affecting law enforcement in order to build compliance.

Currently being pursued is a sub-objective to provide specially trained and staffed, full-time community relations units in each of the 68 major police departments serving cities of 25,000 and over population. These units will plan and supervise the departments' community-relations programs.

Implementation and Improvement of Research, Development and Evaluation.

In addition to the two primary objectives cited, research, development and evaluation is an objective in this area also (Objective 2.3). There are, and will continue to be, a number of program approaches having a strong or even exclusive research, development or evaluative aspect.

Improvements Planned

In addition to the funded program approaches in the Annual Action Program, several of which have been started with 1969 or 1970 funds, the following programs illustrate the direction, scope and general types of improvements planned over the multi-year period under this goal and objectives. The program approaches listed are keyed to the functional categories.

CITIZEN PREVENTIVE PATROLS TO REINFORCE THE URBAN POLICE. (Approach No. b-7)

Objective:

Enlist the active support and participation of citizens and groups of citizens living in 15 to 20 urban, high crime centers, in complementing police preventive patrols.

Implementation:

Provide funds (to be matched by the grantee in accordance with law) on a demonstration project basis, to test the feasibility and effectiveness of using trained volunteer citizen patrols, or auxiliary police, drawn from the immediate neighborhoods, in the reduction of street crimes. Such volunteers would assist the police by serving as additional eyes and ears for observation and reporting purposes.

CENTRALIZED ACADEMIES FOR PRE-SERVICE, IN-SERVICE, VOCATIONAL AND TECHNICAL TRAINING FOR CRIMINAL JUSTICE PERSONNEL. (Approach No. a-4)

Objective:

To provide pre-service, in-service, vocational and technical training for other branches of the criminal justice system on a centralized and consistent basis by creating academies similar to the New Jersey Municipal Police Training Academy.

Criminal justice system service, even of the simplest kind, is unlikely to be of a high quality unless the personnel receive specialized non-academic training.

The vocational, technical, and specialized areas of the various aspects of the criminal justice system should continue to be taught in the usual format prevalent in training academies, in-service programs, seminars and workshops.

Implementation:

Provide incentive funds (to be matched by the grantee in accordance with law) to study the feasibility of establishing a New Jersey Correctional Officers Training Academy, possibly at Sea Girt, under the jurisdiction of the State Division of Correction and Parole, sharing some facilities and possibly some instruction with the New Jersey Municipal Police Training Academy. Ultimately the Legislature would have to decide, on the basis of the feasibility study, whether or not to fund the actual establishment and maintenance of the new academy. SLEPA could, however, fund initial and revocable stages that nevertheless, go beyond a mere feasibility study, such as a pilot project at Sea Girt to test the workings of the

actual instructional and management situation that would be involved.

Provide incentive funds (to be matched by the grantee in accordance with the Law) for a feasibility study and preliminary steps toward the establishment of other academies at Sea Girt or another central facility for other branches of the criminal justice system.

Except for probation, which in New Jersey is considered part of the court system, these other branches of the criminal justice system are all principally staffed by law-trained personnel. Accordingly, these other agencies (courts, public defense, criminal bar, prosecution) may well prefer that a single New Jersey Criminal Adjudication Officers Academy be the vehicle for their pre-service, in-service, vocational, and technical training.

The law-trained branches of the criminal justice system may prefer their Academy to be located at a center for legal research, rather than at Sea Girt. In that instance, the cities of Newark and Camden, where Rutgers — the State University has its two law schools, could be appropriate.

The sponsor for the Criminal Adjudication Academy, could be the State Bar Association, the Institute of Continuing Legal Education at Rutgers — the State University, or some other appropriate agency.

In the absence of the successful creation of the New Jersey Criminal Adjudication Officers Academy, an alternative method of training the total criminal bar and bench (prosecution, public defense, private defense, courts) would be required. This is set forth in the program approach immediately following.

CRIMINAL ADJUDICATION OFFICERS TRAINING PROGRAM AND REFERENCE MATERIALS. (Approach No. a-5)

Objective:

The Institute for Continuing Legal Education at Rutgers — The State University presently conducts a 90-hour special course for attorneys of O.E.O.'s Legal Services Project (attorneys for the poor). This kind of program should be extended to personnel of the criminal adjudication system.

The Institute for Continuing Legal Education also publishes "Defending Persons Accused of Crime", which is a valuable reference. Such reference sources are needed for all aspects of the criminal adjudication system. Only a separate and centralized institute or association can research, publish, and keep up-to-date, the preferred, loose-leaf, core-reference materials for agencies that are themselves engrossed in daily work, and that are too small individually (such as the individual prosecutors' offices) to undertake the task themselves.

Present programs for providing pre-service, in-service, vocational, and technical training to Criminal Adjudication Officers (prosecution, courts, criminal bar, public defender) are fragmentary, or are strictly on-the-job training.

Implementation:

Provide incentive funds (to be matched by the grantee in accordance with law) to an Institute or Association for provision to the personnel of the agencies of criminal adjudication (courts, prosecution, public defender, criminal bar) of pre-service, in-service, vocational, and technical training, through courses, seminars, lectures, and the like that impart basic work skills, or information and discussion of the implications in changes in criminal and constitutional law and procedure.

Provide incentive funds (to be matched by the grantee in accordance with law) to an Institute or Association for provision of the appropriate published materials needed by the various aforesaid agencies of criminal adjudication for basic reference manuals.

The applicant for either or both of the above approaches could be the Institute for Continuing Legal Education at Rutgers, the State Bar Association, or some agency sponsored by the relevant public bodies in their stead.

DECENTRALIZED POLICE TRAINING FACILITIES. (Approach No. a-6)

Objective:

To provide improved training for police personnel on a decentralized basis.

There are 14 regional police academies in New Jersey. Also, the Police Training Commission has pioneered the mobile training unit concept. Complimentary to the centralized facilities at Sea Girt, the curricula, methods, and facilities of the regional and mobile training centers need to be improved.

Implementation:

Provide incentive funds (to be matched by the grantee in accordance with law) for selected improvements in curricula, methods and facilities at decentralized police training centers.

IMPROVEMENT OF LOCAL POLICE SALARIES. (Approach No. a-8)

Objective:

Providing secure and fair salaries for all policemen of the State can only be accomplished through State or Federal subsidization of increases in municipal budgets for that purpose. The State should assume more of this burden in the absence of Federal action, with due regard to the differing crime indices and the differing financial conditions of the various municipalities of the State.

Police salaries in New Jersey are inadequate on any scale especially when measured against the long hours, the dedication, and the physical courage that are involved in police duties.

Implementation:

Provide funds (to be matched by the grantee in accordance with law) for any studies, or surveys of police and community opinion on the subject of State subsidization of local police salaries, that would tend to clarify the issue.

The State Law Enforcement Planning Agency is severely hampered with regard to this problem for two reasons. One, the needs for police salary subsidization are many times the amount of money available to New Jersey under the Omnibus Crime Control and Safe Streets Act. Two, that Act precludes the subsidization of salaries, except when they are part of an innovative program incidentally involving some salary monies; and then only within narrow limits and for a limited duration before the salary obligation must revert to the grantee.

In the absence of Federal action, subsidization funds should be provided by the State. The involvement of SLEPA in that decision can be no more than that of an agency willing to fund any studies or surveys of police and community opinion that would clarify the issue as set forth above.

CRIMINAL JUSTICE SCHOOL AT RUTGERS — THE STATE UNIVERSITY. (APPROACH No. a-9)

Objective:

To provide an academic center of high quality for the academic training of operating criminal justice personnel, for those interested in entering the criminal justice system, and for those interested in it for academic or research purposes.

Such schools are in existence elsewhere, and it is clear that they can have a powerful effect upon the quality of personnel in, and coming into, the system. Such an institution can materially aid every other program approach set forth in this document. It can also have an integrating effect upon the whole system by acting to "fill in the gaps" that presently exist in the criminal justice system.

This is clearly a long range goal, and one that relates directly to the "Criminal Justice Institute" set forth herein.

Implementation:

To provide funds (to be matched by the grantee in accordance with law) for selected aspects in the development of a Criminal Justice School at Rutgers — the State University.

CRIMINAL JUSTICE AIDES. (Approach No. a-10)

Objective:

To provide new sub-professional categories of personnel that can assist regular personnel of the various criminal justice branches, and lead to a better division of labor as well as other benefits.

The Omnibus Crime Control Act uses the term "Community Service Officers" to support the concept of creation of a new profession in law enforcement. The broader term "Criminal Justice Aides" is used herein because much of criminal justice is conducted away from the community per se. New sub-professions are needed in nearly every branch of criminal justice (prevention, apprehension, adjudication, rehabilitation), not just police, although the need there is greatest.

Implementation:

Provide funds (to be matched by the grantee in accordance with law) for the development of specifications for, and the pilot testing of, new sub-professions in any of the branches of the criminal justice system.

Provide funds (to be matched by the grantee in accordance with law) for the recruiting, organization, training, and education of community service officers, to assist in any of the activities of criminal justice system personnel.

EXPANSION OF THE UNIFORM CRIME REPORTING SYSTEM. (Approach No. b-5)

Objective:

To provide for encouragement of an expanded uniform crime reporting system in New Jersey so as to allow for better analysis of crime.

The limitations of any crime statistics program are directly related to the degree of detail and the immediacy of the information collected. Program refinements are necessary in the New Jersey U.C.R. in order to increase overall system value. The inclusion of certain elements of victim-perpetrator mobility, for instance, would provide documentation of an important contributing factor in crime. Expansion of arrest information collected would, in the area of "repeater arrests," and recidivism, provide additional behavior data for analysis.

The ultimate objective in program expansion is the daily submission of offenses, arrests and related information of a statistical and intelligence nature. The data collected should be of such depth and immediacy as to satisfy operational and managerial police and other needs on the municipal, county, and State levels.

As a result of such an expansion in the information collected, there would be provided a base for special studies and analyses; i.e., socio-economic information in the areas of education, environment and economic status, as they relate to persons who are criminally involved, would be not only recognized, but measured in degree, and related to other variables.

In order for such an expansion to be carried out, there must be expenditure of funds and/or effort on the part of local agencies, for their development of the capacity to provide what the system would require of them. There are also research and development needs at the State level.

Implementation:

Provide incentive funds (to be matched in accordance with law) to units of local government for their entry into an expanded Uniform Crime Reporting System.

Program expansion would initially include the monthly collection of the following pertinent information concerning serious crime: Offenses by time and location of crime, weapon usage, victim information regarding injury, age, sex, race and, for reasons of mobility, residence; and arrests by age, sex, race, residence, and prior involvement by arrest. This

information would be submitted to adjusted Uniform Crime Reporting forms. Further expansion would include the Statewide adoption of a "Uniform Offense and Arrest Report" by all contributing law enforcement agencies.

UNIFORM INTERNAL MUNICIPAL POLICE RECORDS SYSTEMS. (Approach No. d-6)

Objective:

To improve police organization effectiveness by providing municipal police departments with improved forms and records keeping systems, including mechanical systems, which will provide rapid, accurate processing.

To allow for more complete and accurate administrative and institutional research into operations within police departments.

The efficiency of any organization, no matter what its purpose, ultimately rests on its management methods. Local police departments find it difficult to afford management consultants that can apply modern techniques to their particular operation. In the area of records keeping there is great potential for increasing the internal efficiency of the police, and the quickness with which they can respond to demands put upon them.

Implementation:

A number of projects are possible under this program approach. Among them is the development of a more efficient reporting method that would make it possible for investigating officers to remain on patrol while preparing reports.

Another possible project would involve the development of an area-centralized records system for a large number of municipal police departments. Such a central records system could reduce duplication of effort and place responsibility in one locality, thus facilitating the checking of criminal and traffic information throughout the area.

Another possible project would involve experiments with the microfilming of records.

Other worthy studies and projects are possible, and their suggestion would be welcomed.

SLEPA began the process of determining the internal police records needs in New Jersey departments by conducting, with fiscal 1969 planning funds, a systems analysis study of the information needs and records keeping problems of a medium size department (Bayonne), especially oriented toward increasing department efficiency in order to free manpower for law enforcement duties.

STATEWIDE UNIFORM CRIME DISPOSITION REPORTING SYSTEM. (Approach No. e-1)

Objective:

To conduct research into the ramifications of a uniform crime disposition reporting system at the state level and to provide for the long range acceptance of such a program at the local level.

The President's Commission on Law Enforcement and Administration of Justice stated, "The receipt and

analysis of crime statistics is a proper responsibility of the State". To carry this out, a State program should include all things necessary for the receipt and complete analysis of crime reports, mandatorily submitted by law enforcement agencies, and the submission of statistics to the F.B.I.

The State of New Jersey has carried out the first step in such a program by instituting a mandatory Uniform Crime Reporting System. The second logical step is to include court disposition into the system. When the second step is properly accomplished, New Jersey will have a comprehensive data bank, revealing what is happening in the criminal justice system. This data bank must, however, contain complete and accurate information if it is to serve the needs of the system in the areas of prevention, apprehension, detention, adjudication, corrections and rehabilitation. The information in it must be continuously updated to include current information concerning any offender's status at any stage in his movement through the criminal justice system.

Such information is vital if there is to be a Statewide information system, and it is equally vital in order to analyze the effects on an offender of precisely what happened to him in the system, i.e., the detailed effects on recidivism of all the methods of criminal justice, not just the rehabilitation agencies.

As a result of a year long study, a basic Uniform Court Disposition Reporting System was developed and introduced on a pilot basis in Mercer County on July 1, 1968, and became a Statewide system, on July 1, 1969.

This system established a standard judicial complaint form for all disorderly persons and criminal offenses. Other related forms were developed to aid the Court Clerks and County Prosecutors in meeting their statutory reporting obligations. These various forms provide the vehicle for reporting interim and final court dispositions to the State Bureau of Identification, which has the responsibility of maintaining the identification records data bank, and disseminating such information throughout the State and to the F.B.I.

The system needs to be advanced, step-by-step, in a multi-year phased program. It will involve informed participation by many local agencies.

Implementation:

Provide funds (to be matched by the grantee in accordance with law) for the education of local agencies about the Uniform Crime Disposition Reporting System, what it requires, and what its benefits are.

Provide funds (to be matched by the grantee in accordance with law) for research into selected ramifications and opportunities that occur as the system is advanced.

MANAGEMENT OF PROSECUTION INFORMATION AND RECORDS. (Approach No. e-4)

Objective:

To provide for modern methods of information management by the prosecutors' offices in order to

increase efficiency, reduce delays, and affect favorably the relationship of prosecution forms and procedures to court forms and procedures.

A prosecutor's office is a very busy place and the information control and records keeping problems are as bad as those already described with regard to the courts. They are different however, in that the court's problems revolve around the agencies that practice before it, while the prosecutor's office deals with ancillary "outside" functions such as investigation, and is as a result more open-ended.

Implementation:

Provide funds (to be matched by the grantee in accordance with law) for the design and implementation, on a pilot basis, of modern methods of information management for prosecutors' offices.

MANAGEMENT OF PUBLIC DEFENDER'S INFORMATION AND RECORDS. (Approach No. e-5)

Objective:

To provide a study of the public defender's office, including, but not limited to, information and records management.

The Public Defender's Office is only a little over three years old in New Jersey, and is still developing. For that reason, however, it is all the more important to establish a logical information and records management system for this branch of the adjudicative system at this time. The Public Defender's Office has several unique characteristics that would render its information problems different from that of the prosecutors' offices. In addition, the position of the Defender as the criminal attorney for the indigent, requires the conclusion that an increase in the efficiency of operations of the Public Defender's Office is especially important to criminal justice.

Moreover, with such a study of the Defender's Office there would be a data base from all three institutional adjudicative branches, so that better system-wide procedures would be fostered.

Because it is new and rapidly expanding, it would be very desirable to broaden the information and records study to include a study of other aspects of the operation of the Defender's Office relating to case loads, kinds of cases, financial data on defendants, and any other emergent problems of this relatively new institution.

Implementation:

Provide funds (to be matched by the grantee in accordance with law) for the study of the operations of the Public Defender's Office.

CRIMINAL LAW REFORM. (Approach No. e-7)

Objective:

To provide staff for one or both of the Committees on Law and Public Safety in order to materially aid the creative drafting and consideration of bills relating to criminal justice.

Basic new statutory policy (as distinct from recodification, including simplification, clarification, and modernization of existing law) is seldom provided by a law reform commission, and is instead almost always formulated by members of the legislature itself.

In New Jersey, the two houses of the Legislature have resolved themselves into subject-matter committees for the receipt, study, and initial screening of bills. The criminal justice field is within the jurisdiction of the Assembly and Senate Committees on Public Law and Safety.

While staff legislative services, including study and drafting of bills, is provided in the New Jersey Legislature, it is done by a single agency for all bills, the Law Revision and Legislative Services Commission. No standing Assembly or Senate Committees have separate staff of their own, not even a counsel.

Implementation:

Provide funds (to be matched by the grantee in accordance with law) for provision on a demonstration basis of at least one staff member to both of the Legislative Committees on Law and Public Safety.

BASIC EXPERIMENTS TO REDUCE DELAY IN CRIMINAL ADJUDICATION. (Approach No. e-8)

Objective:

To provide the means for reducing delay in the courts related to basic approaches in order to lead to swifter justice, be less disruptive of the defendants' life, have a deterrent effect on others, and increase respect for the system.

In Washington, D.C. a study of Court delay showed that the average court room time for guilty felony pleas was less than one hour, while the median time from initial appearance to disposition was four months.

The known facts about felony cases in Washington were placed in a computer, and the operation of the system was simulated. After a number of variables in the system were tested, it appeared that the addition of a second grand jury would result in a 25% reduction in the time required for the typical felony case to move from initial appearance to trial.

Delay in the courts is not only unfair to the defendant, but it also impedes the work of the adjudicative agencies themselves, including the courts.

Implementation:

Provide funds (to be matched by the grantee in accordance with law) for demonstration projects testing the effect on court delay of basic experiments, such as the provision of a second grand jury.

Provide funds (to be matched by the grantee in accordance with law) for a computer simulation of selected New Jersey courts, to allow the systematic generation of possibilities for such basic experiments.

FORMAL TRAINING PROGRAM TO CREATE POLICE LEGAL ADVISORS. (Approach No. i-1)

Objective:

To provide someone in each police department who can

act as a focus of dissemination and explanation of developing police law which is vital to individual justice and ultimately to good community relations.

The President's Commission on Law Enforcement and the Administration of Justice found that police legal services: "are inadequate at best and often non-existent. The fact is that with few exceptions State and municipal governments have not recognized the importance of staffing law enforcement agencies with law-trained personnel".

Particularly with the rapid change in constitutional law regarding both individual rights and criminal law and procedure, there is a need for a person of legal-police sophistication in every police department of a size adequate to support him. In large departments this can be a lawyer per se, or a law-trained police officer. In small departments this person can be an officer who has the intellectual capacity to understand the subtler legal concepts and relations. In any of these cases, he should be specially trained and kept up-to-date in the speciality of police law.

Implementation:

Provide funds (to be matched by the grantee in accordance with law) for projects that establish the position of Police Law Advisor within municipal police departments. The person so designated could be an experienced young lawyer, a retired lawyer, or a lawyer-policeman. Eventually all of these possibilities can be tried.

The grantee police departments should establish a close relationship with a law school that can monitor the project and provide technical assistance.

COMMUNITY RELATIONS TRAINING FOR CRIMINAL JUSTICE PERSONNEL. (Approach No. i-2)

Objective:

Increase the knowledge and understanding, on the part of criminal justice system personnel, of the culture, language, needs and problems of those members of the public (particularly minority groups) with whom they interact.

Implementation:

Provide funds (to be matched by the grantee in accordance with law) for projects providing police (or other criminal justice system personnel) education and training regarding relevant language, cultural, and other factors that would otherwise act as a barrier to mutual respect and cooperation.

One possible project under this approach would be the creation of a basic Spanish language and Puerto Rican culture training program for police personnel serving in areas where there is a significant Puerto Rican community.

Another possible project would provide in-service training for local police officers in the structure of local community organization and current community issues.

Another possible project would be to involve entire police departments, starting at the top, in intensive small group discussions led by trained psychologists or group

workers. Neighborhood residents could be asked to participate in these group sessions.

Another possible project would be the education of police officers in the basic facts of the Negro culture, particularly as it exists in the cities in an effort to build both empathy and understanding.

Another possible project would be the education of police officers about prominent figures in Negro history in the United States in a wide range of fields. The purpose of such training would be to attack the negative stereotypes of the Negro as personified particularly in the ghetto dweller.

INFORMAL POLICE-COMMUNITY CONTACTS AND WORKING COOPERATION. (Approach No. i-3)

Objective:

To de-polarize the role stereotypes that the community has of the police, and the police of the community; and to build mutual respect between the police and the community.

Implementation:

Provide funds (to be matched by the grantee in accordance with law) for projects that will bring the police and the community together outside their normal roles, i.e. law enforcer and law violator or potential law violator.

Provide funds (to be matched by the grantee in accordance with law) for the design and implementation of projects including pilot projects, that involve the police and community members, preferably community leaders, in useful mutual work activities.

URBAN COMMUNITY JUSTICE CENTERS AND SERVICE BUREAUS (Approach No. i-5)

Objective:

To improve the administration of justice, and favorably affect community attitudes by protecting the welfare and rights of the residents of 20-25 urban communities.

Implementation:

Provide funds (to be matched by the grantee in accordance with law) for projects designed to inform and counsel the poverty community regarding their legal rights, and for services related directly thereto.

One project contemplated in this program would combine the resources of law schools with specially trained legal aides drawn from slum neighborhoods. Housed in storefronts and employing ghetto youths as legal corpsmen, the services offered by this group would revolve around a 24-hour switchboard service to take requests for legal first-aid.

Another project would employ Police-Community Service Bureaus for rapid and efficient police referrals to social agencies. These central storefront offices would house a staff of counselor-advocates for social problems in the neighborhood, and might make use of indigenous civilian personnel, including Spanish-speaking persons in appropriate areas.

These centers could be linked with a proposed

Statewide Bureau of Community Conciliation to be used in the prevention and control of civil disorders.

A SYSTEMS ANALYSIS OF THE CRIMINAL JUSTICE SYSTEM FROM ARREST THROUGH SENTENCING OR ACQUITTAL. (Approach No. j-1)

Objective:

To provide research in the form of a systems analysis of the criminal justice system from arrest through sentencing or acquittal.

At any stage of the criminal process the status of the case and the status of the defendant should be information that is readily available. The data so provided should be sufficient to identify the defendant, insure that he has counsel, and schedule his case through the various stages of the criminal proceedings. It should contain the information required for release on recognizance evaluations or for bail purposes and should provide the information necessary for pre-sentence reports mandated by law or by the court for convenience.

The system should be capable of routinely handling all the tasks of indexing, filing, docketing, sorting, and retrieving of the papers necessary to disposition of the case, whether they be judicially initiated or prepared by other agencies, departments and offices involved with the criminal justice machinery.

The present uncoordinated system is not responsive to the needs of the court and the total criminal justice system.

Implementation:

Provide funds for a systems analysis of the criminal justice system from arrest through sentencing or acquittal in order to restructure the paperwork and flow of work and information, so that efficiency is introduced, backlogs are reduced, and better information and control are afforded.

In order to develop a responsive system, a quantitative analysis and description of the present system must first be made to determine in precise terms the needs of the system.

Information obtained by or for any of the branches of the criminal justice system, ought to be available to, and in a format usable by, the other branches. In addition to operational benefits, consistent records will eventually allow computerization with attendant access advantages, and will allow more detailed and possibly meaningful criminal statistics and crime analysis.

This program approach would build upon a systems study SLEPA has conducted with planning funds into the information flow in Mercer County from arrest through sentencing or acquittal.

DEVELOPMENT OF A DESIGN FOR A CRIMINAL JUSTICE INFORMATION SYSTEM.

(Approach No. j-2)

Objective:

To expand the projected statewide communications and information system beyond police to other criminal

justice agencies.

The police information system set forth in Program 2.2.1 will have storage capacity for inclusion of data from the adjudicative and rehabilitative agencies as well, and the experience with the Uniform Court Disposition system and a systems analysis of the criminal justice system (Approach j-1) should enable a design to be created for such inclusion.

Implementation:

Provide funds (to be matched by the grantee in accordance with law) for the initial design stages of a Statewide criminal justice information system.

CRIMINAL JUSTICE INSTITUTE. (Approach No. j-3)

Objective:

To provide an institution which can collect and analyze data pertaining to all aspects of the criminal justice system, train personnel in new, multi-disciplinary approaches, and act as the prime depository and dissemination source for research and development in criminal justice in New Jersey.

Implementation:

Planning will be undertaken in the first year with the assistance of universities, agencies and specialized consultants to determine the design, scope, and costs for a criminal justice institute.

EXPERIMENTAL AND DEMONSTRATION PROJECTS IN INCREASING THE EFFICIENCY AND EFFECTIVENESS OF THE CRIMINAL JUSTICE SYSTEM. (Approach No. j-10)

Objective:

To test and evaluate, on a pilot basis, new methods and programs in preventing crime through improved crime control, and in increasing the efficiency of the criminal justice system through improved system management.

Implementation:

Contracts for experimental programs will be arranged with individuals, agencies and universities with demonstrated capacity to design and operate such projects. There will be a heavy emphasis upon research and evaluation.

The purpose of these pilot projects is to test on a small scale, methods and programs which, if proven to be effective, can be used as a basis for larger scale action programs.

REDUCTION IN THE NEED AND DESIRE TO COMMIT CRIME-PREVENTION AND REHABILITATION

(Goal 3.0)

Objectives:

There are two overall objectives related to the achievement of this goal. The first objective is the "Reduction of Crime Through Preventive Measures" (Objective 3.1). The potential improvements in crime prevention become more obvious when a range of possible general approaches is laid out systematically. Some prevention-type programs have already been set

forth under Objective 2.1. The more specific program objectives here are:

- The creation of viable alternatives to criminal behavior. Para-professional employment programs employing ex-offenders is an example.
- The correction of social conditions that foster crime. Employment of additional housing inspectors for public housing projects is an example.
- The education of the public concerning the nature and purposes of the criminal justice system and the alternatives to criminal behavior.

At present New Jersey has the beginnings of what can become a meaningful crime prevention system. However, not enough effort has been made to date to discover and define clearly and systematically what areas of activity constitute crime prevention, and to lay out systematically a series of programs for each area.

On the State level, Governors, the Legislature, and several State departments and agencies have exhibited a deep interest in the problem, and have developed, instituted and funded programs concerned with some of the aspects of crime prevention. This good beginning needs step-by-step expansion and elaboration.

In addition to initiatives on the State level, New Jersey also has an extensive network of locally-based programs that can be integrated into a thorough overall prevention program. New Jersey has 19 operating "community action" programs, nine Federally-funded "Model Cities" programs, eight State-funded "Community Development" programs, and numerous private agency programs that have done work in crime prevention before the Federal and State Governments entered the field to any considerable degree.

In order to develop a comprehensive crime prevention program upon the base of the foregoing already existing activities, the State Law Enforcement Planning Agency expects to fund not only State and local governments, but also (on the basis of their contracting with units of general government, who must be the actual applicants) certain non-public agencies that have demonstrated competence and stability in the field.

The scope of the prevention program will be wide ranging, and will ultimately encompass each of the areas listed above. The general long term objective will be to favorably change the graph of crime incidence, i.e., to slow its increase, and hopefully, ultimately to stabilize and even reduce the crime rate. The short and intermediate range objectives will be to institute, unify, expand and multiply programs in each of the prevention areas. The subobjective is to establish crime prevention programs in each municipality in the State with a population over 25,000, and in each of the 21 counties as a responsibility of the County Prosecutor.

In the specific area of preventing narcotics and dangerous drug abuse, mass media campaigns against drug abuse directed to young people have been instituted and will be continued. Projects establishing narcotics program coordinators have been instituted, and the target is to establish such a coordinator in every municipality over 50,000 population, and in other

municipalities that have a narcotics arrest rate above the State average or can otherwise document a specific need in this area. Third, efforts are being made, and will continue, to increase the capabilities of local police in curbing drug traffic, and the target is to establish or expand special narcotics enforcement units in all cities with populations over 50,000, and/or with high narcotic arrest rates.

Objective 3.2, "Rehabilitation of Offenders" has a crime prevention aspect also in that the successful rehabilitation of offenders will lead to a reduction of the recidivism rate. A large number of offenses are committed by persons who have already been convicted of at least one prior offense, thus major efforts must be made toward reducing recidivism if the crime rate is to be reduced.

The following are general directions for developing increased effectiveness in corrections and rehabilitation in New Jersey:

- To reduce crime through rehabilitation of offenders at the earliest possible point of contact in the criminal justice system.
- To develop a range of correctional alternatives that promote treatment approaches as close to the community as security and individual circumstances will allow.
- To prepare offenders, while they are in the correctional system, with skills that will serve as an economic alternative to crime after they have been released.
- To seek more effective means of rehabilitating narcotic and alcoholic offenders.

As with the previous goals, there is an objective (Objective 3.3) to expand and improve research, development and evaluation in this area. This is to be done through both specific problem-oriented research and experimental and demonstration projects.

The 1969 index crime rate for New Jersey was 2410.3 victims for every 100,000 persons in the State. This rate represented an increase of one per cent over the 1968 rate of 2389.0, and an increase of 22 percent over the 1967 rate. The risk of becoming a crime victim in the State is rising at a rate which is disproportionate to the increase in population.

The crime rate in the six largest cities with populations in excess of 100,000 was 4721.3 in 1969, down from 5021.0 in 1968, a decrease of 5.9 percent. In the 16 cities with populations between 50,000 and 100,000, however, the index crime rate increased from 2640.3 to 2757.8.

The ultimate crime control or impact goals to be achieved by reducing the need and desire to commit crime, and by increasing the efficiency and effectiveness of the criminal justice system in crime control (Goal 2.0), are to continue and accelerate the decline in the index crime rate in the six largest cities, and to bring about a similar decrease in the index crime rate in the smaller cities as well. Initial progress toward these goals, at a rate of decrease of approximately six percent a year, would result in an index crime rate of approximately

4200 in the largest cities in 1971, and an index crime rate of approximately 2400 in the cities between 50,000 and 100,000 in 1971.

Improvements Planned

In addition to the programs funded in 1969 and 1970, and allocated funds for 1971, the program approaches that follow will be central to reducing the need and desire of persons to commit crime, but they do not exhaust all the possibilities. Rather, they are intended to provide a sound beginning. The program approaches are keyed to the Federal functional categories by means of the program approach number.

PUBLIC EDUCATION ABOUT THE NATURE AND PURPOSES OF THE CRIMINAL JUSTICE SYSTEM. (Approach No. b-4)

Objective:

To acquaint the public with the structure, purposes, and basic operation of the criminal justice system.

To encourage respect for the law as an institution and to impart knowledge of the consequences of various criminal law violations.

Implementation:

Provide incentive funds (to be matched by the grantee in accordance with law) for the provision of education about the criminal justice system, its operation, and the consequences of law violation.

Example projects include providing training and materials for school teachers; using criminal justice system personnel as guest-lecturers to high school students; adult-education programs; using Bar Association members as special lecturers; community seminars and workshops; audio-visual presentations; and public tours of criminal justice system facilities.

The desired results include improvement of the prevention of crimes, improvement of community acceptance of law enforcement personnel and institutions, and development and dissemination of model programs for use by other jurisdictions.

REHABILITATION FOR SHORT-TERM PRISONERS. (Approach No. f-1)

Objective:

To stimulate the development of projects in county correctional institutions that will focus a serious effort on rehabilitating convicted short-term offenders, and that will mobilize the assistance of community agencies as needed to assist individuals in custody awaiting adjudication.

Although more than 50,000 individuals pass through the county operated correctional facilities in New Jersey each year, there are no efforts made in most jurisdictions to reverse the behavior that brought the offender in conflict with the law.

Implementation:

Provide funds (to be matched by the grantee in accordance with law) to county correctional authorities

for projects having a clearly demonstrable rehabilitative value, or to develop such.

Initially, the types of projects involved will be those that can be implemented in the county jail system as it now exists. Activities can include the following: preparation of social histories on each person as he is placed in jail custody, with efforts made to assist the individual and his family with critical problems; provision of basic education opportunities to those in need, e.g., literacy training through high school equivalency; and the development of post-release assistance activities, particularly job placement.

These projects will be sponsored by the counties. It is anticipated that each county jail will need a Rehabilitation Director who will be responsible for the development of these rehabilitation activities. Additional staff can be retained depending upon the volume of commitments. Any grant project implementing this approach will have as a specific condition the approval of the qualifications of the Rehabilitation Director by SLEPA.

A longer range view of county correctional institution operations will include the broadening of the financial base of the institutions that house short-term offenders beyond that of the county. Such an approach will involve construction of regional facilities architecturally suited to modern programming of rehabilitation activities. The construction of one regional correctional institution serving multiple low-population counties will serve as a model for jail operations and as a training facility for county correctional personnel.

VOCATIONAL TRAINING FOR CONFINED OFFENDERS. (Approach No. f-3)

Objective:

To establish projects that will prepare offenders in correctional confinement for employment in skills that are in demand, and that command reasonable wages and offer career opportunity.

A common characteristic of the vast majority of young adults in correctional confinement is that of employment failure. In a society where acquisition of material goods is deemed a prime requisite for social status and self-respect, it is essential to acquire skills that may be used to legitimately compete for a degree of material success beyond mere survival.

There is a lack of vocational training in salable skills in virtually all of the State and county correctional institutions. Initial investment for the facilities, equipment and material to establish vocational training programs congruent with the demands of the industrial marketplace have been beyond the scope of available resources.

Implementation:

Provide funds (to be matched by the grantee in accordance with law) for a design, and in a subsequent year for pilot basis implementation, of modern vocational education facilities within selected

correctional institutions on each of the State and county levels.

Vocational training units in the State reformatory complex will accommodate approximately 1900 inmates. Such units in the State prison complex will provide vocational training for approximately 3,000 inmates.

VOCATIONAL TRAINING FOR RELEASED OFFENDERS. (Approach No. f-4)

Objective:

To provide post-release job counseling and post-release job training in order to take advantage of the motivational fact that delinquent personalities generally respond best to present needs.

Assuming the incomplete success of the present rehabilitation system in imparting actually salable skills to confined offenders, there arises the need to follow the released offender into the community to provide skill training at that stage.

Just as high school students frequently cannot study simply because it is required, so is it difficult for many offenders to learn skills under duress. The psychology is very much the same, and the analogy can be extended to the common stage when the newly graduated high school student or newly released offender suddenly knows what he should have known all along: he needs the very skills he spurned.

Implementation:

Provide funds (to be matched by the grantee in accordance with law) for the provision of job counseling and job training to newly released offenders. These services will be available through each of the local parole offices in the State.

JOINT INDUSTRY-CORRECTIONS TRAINING. (Approach No. f-5)

Objective:

To take advantage of the enormous training capacity of industry in order to impart salable skills to offenders.

Implementation:

Provide funds (to be matched by the grantee in accordance with law) for the development, on a pilot basis, of new joint industry-corrections approaches, especially for work-release offenders, but also with regard to bringing selected commercial industries into selected institutions for on-the-job training or lecture and illustration training.

Provide funds (to be matched by the grantee in accordance with law) for studies and pilot projects leading toward the location of selected industries adjacent to, or in common facilities with, certain correctional institutions for the purpose of bringing jobs and manpower together.

This training could eventually involve approximately 1000 inmates in the State reformatory complex and approximately 1500 inmates in the State prison complex.

EXPERIMENTAL AND DEMONSTRATION PROJECTS IN REDUCING THE NEED AND DESIRE TO COMMIT CRIME. (Approach No. j-11)

Objective:

To test and evaluate on a pilot-project basis, new methods and programs designed to instill prosocial attitudes and behavior in potential offenders and previous offenders.

Implementation:

Contracts for experimental programs will be arranged with individual researchers, research agencies, or colleges and universities with the demonstrated capacity for designing, testing and evaluating pilot-projects.

As needs and problems may dictate, the State Law Enforcement Planning Agency will design certain experimental or demonstration projects in this area to be tested and evaluated by an appropriate sponsor.

REDUCTION OF ORGANIZED CRIME (Goal 4.0)

Objectives

The first primary objective focused toward this goal is "Control of Organized Crime" (Objective 4.1). The basic structure of an efficient organized crime control program must include two components — the investigative personnel who gather the raw facts which are necessary for prosecution, and the legal personnel who structure those facts into cases which are ultimately presentable in court. For such a system to operate effectively, it is vitally necessary that police and prosecutors work closely together from the beginning of each investigation through the trial stage of the case.

State legislation in 1970 has provided new techniques to meet law enforcement responsibilities in controlling organized crime. These new legal steps include:

- A requirement that prosecutors and assistant prosecutors in the nine most populous counties devote full time to the duties of their office, and not engage in the practice of law or other gainful employment.
- Creation of a Division of the State Lottery in the Department of the Treasury, including a five-member State Lottery Commission.
- A New Jersey Anti-Trust Act prohibiting restraints of trade which are secured through monopolistic practices and which act or tend to act to decrease competition between and among persons engaged in commerce and trade.
- Establishment of a Division of Criminal Justice in the State Department of Law and Public Safety. All the functions, powers and duties of the State Attorney General relating or pertaining to the enforcement and prosecution of the criminal business of the State and of any county of the State are exercised through the Division of Criminal Justice.
- Provision that any person who directly or indirectly loans or agrees to loan any money or other property in an amount of \$1,000 or more at a rate exceeding the maximum rate permitted by law, but not exceeding 50 percent per annum, or the equivalent rates for a longer

or shorter period, is guilty of a misdemeanor; exceeding 50 percent per annum is guilty of a high misdemeanor.

Continued improvement calls for a strategy of coordination and programs for action, building upon these new tools and upon the others that have been provided in recent years. Important is the need for a greater commitment, at all levels, of specially-trained personnel and technical equipment which can begin to approach the resources available to organized crime.

The New Jersey program for controlling organized crime has been based on the concept that Statewide organized crime intelligence must form the basis for any control strategy. This intelligence must be available to operating agencies at all levels, which are actively engaged in combating organized crime. Information sharing efforts at every level results in priorities and effective action by the combined forces of the criminal justice system. The objective of the current organized crime programs is to provide the urgently needed strengthening of the organized crime control effort. This is being done by improving and expanding the information gathering capacity of the Intelligence Bureau of the New Jersey State Police and of the Waterfront Commission of New York Harbor. It is being done also by increasing the investigative-prosecutive capabilities of the Organized Crime Task Force Bureau and the Organized Crime Unit. Third, it is being done through the Organized Crime Training School, which provides a specialized training program for State and local law enforcement agencies. This school will continue to reach approximately 100-150 persons annually.

Additional efforts in controlling organized crime, to begin in 1971, will be undertaken by providing necessary resources to or through the new Division of Criminal Justice. These resources will aid in implementing and expanding the investigative and prosecutive capabilities of the Division and of the 21 county prosecutors in the area of organized crime. The initial focus will be to strengthen the relationship, both administratively and operationally, between the county prosecutors and the Division.

The second primary objective under this goal concerns the prevention of organized crime (Objective 4.2). This is to be accomplished through efforts at shocking and arousing a citizenry that has long been generally apathetic about syndicated crime. The public must be made acutely aware of the reality of the organized crime menace. Citizen organized crime councils or commissions can give reliable and determined community leadership to assessing local governmental efforts at controlling organized crime. They can also provide impartial public education, marshal public support for government agencies fighting organized crime, monitor judicial and law enforcement performance, organize public responses, enlist business cooperation against infiltration by organized crime, and hold hearings which can result in legislative proposals for combating organized crime.

Businessmen and private business associations in particular will be educated and stimulated into developing strategies for preventing and uncovering organized crime's illegal and unfair business tactics.

Research, development and evaluation is also an objective in this area. Specifically, funds will be committed to problem-oriented research as needs in this area are identified through the State's expanding organized crime programs. It is recognized that the program approaches already developed do not exhaust all the possibilities, and research efforts can lead to new program ideas for reducing organized crime.

Improvements Planned

The following program approaches set forth the pattern for the direction, scope and general types of improvements planned in this area. Programs will be changed and expanded, new programs will be added, and in some cases old programs may be deleted as the situation warrants.

EXPANDED COUNTY PROSECUTION OF ORGANIZED CRIME. (Approach No. g-2)

Objective:

To expand and improve the operations of selected county prosecutors' offices in the investigation and prosecution of organized crime, and to make all such operations compatible with the work of the Division of Criminal Justice in the State Department of Law and Public Safety.

Implementation:

Provide funds (to be matched by the grantee in accordance with law) to selected county prosecutors' offices for the recruitment and training of special investigative personnel and the development of special prosecutive capabilities in the area of organized crime.

Priority consideration will be given to the nine most populous counties having full time prosecutors.

INCREASING LOCAL CAPABILITY AGAINST ORGANIZED CRIME. (Approach No. g-5)

Objective:

To provide local level anti-organized crime capability.

Organized crime is a national, or at least a regional, phenomenon; but due to the nature and kinds of illegal activities engaged in, organized crime has a great impact upon particular local communities.

Implementation:

Provide funds (to be matched by the grantee in accordance with law) to major city police departments for the recruitment and training of special investigative personnel, the development of intelligence gathering, storage, and retrieval capability consistent and compatible with the Statewide intelligence unit, and the development of local programs for the dissemination of information about the nature and methods of organized crime.

Funding will be considered for applicants showing a documented need for help, demonstrated willingness to give the subject high priority, and the capacity both to sponsor and to cooperate in research and evaluation.

Phase one would include an evaluation of local needs, and a project design. Phase two would include organization and training of new units, and acquisition and installation of new facilities under the design. Phase three would include an on-going evaluation of the functioning of the projects, and dissemination of data and recommendations to other jurisdictions.

The desired result would be the improvement of local capability against organized crime in 6 to 10 major cities and development and dissemination of model programs for use by other jurisdictions.

NON-CRIMINAL ORGANIZED CRIME CONTROLS. (Approach g-6)

Objective:

To exploit information gathering powers that are beyond the access of police agencies by creating a means for coordinating the efforts of all such agencies at all levels of government.

Government at various levels in New Jersey has available regulations that can help to thwart the activities of Organized Crime, particularly as it involves the infiltration of legitimate business. By the use of regulatory powers, intelligence information as well as usable court room evidence may be obtained.

New Jersey, through its sales tax and health agencies, has regulations now in effect that provide State officials with inspection powers of legitimate businesses controlled by organized crime figures. The State liquor authorities, as well as the local liquor inspection forces, have rights of inspection of night clubs and taverns where organized crime is suspected of having an interest, or meeting, or where illicit activities are suspected of taking place.

Implementation:

Provide funds (to be matched by the grantee in accordance with law) for the organization and training of a coordinating unit centered in the State Police, for informing the various quasi-enforcement agencies of trends in organized crime activity, and for constantly monitoring information these agencies may gather.

BUSINESSMEN'S LECTURES ON ORGANIZED CRIME. (Approach No. g-3)

Objective:

To educate businessmen as to the methods of organized crime in taking over or exploiting legitimate businesses.

Implementation:

Provide funds (to be matched by the grantee in accordance with law) for preparation of lecture materials, and other dissemination materials, to be used in briefing sessions and other means of communication with businessmen, and particularly with small

businessmen in fields of business seemingly preferred by organized crime.

STATE ORGANIZED CRIME PREVENTION COUNCILS. (Approach No. g-4)

Objective:

To involve the broader community in the fight against organized crime, with the ancillary benefits of education of the state's leadership about this specialized field.

Implementation:

Provide funds (to be matched by the grantee in accordance with law) for the organization and training of State Organized Crime Prevention Councils, attached to the Organized Crime Unit in the State Department of Law and Public Safety.

REDUCTION OF RIOTS AND CIVIL DISORDERS (Goal 5.0)

Objectives

While the prevention and control of riots and civil disorders is required to be a high priority subject by the Omnibus Crime Control and Safe Streets Act, the Act unfortunately does not allow for an attack on the root social causes of riots and civil disorders. Directions for New Jersey in this area were set forth by the Governor's Select Commission on Civil Disorder in 1968. Some of this Commission's recommendations, such as the requirement for a Statewide master plan for the control of civil disorders, have been implemented. One recommendation, for common communications facilities for joint police operations, was implemented in 1969 with Omnibus Crime Control funds under Project "Alert".

The objectives within this goal, which relate both to the prevention and control of disorders, are directed toward implementing the recommendations of this Select Commission. The same is true of objectives and programs under other goals focused upon improving community relations, preventing crime, and improving the selection and training of law enforcement personnel.

Under Objective 5.1, "Prevention of Riots and Civil Disorders", there is a program approach to implement the recommendation that, "Cities with large Negro populations should establish year-around councils or task forces whose sole purpose would be to maintain effective communication between the people in disadvantaged areas and the authorities, and to deal with problems that give rise to tension and friction." These task forces will be operable on the local level.

At the State level, appropriate machinery will be established to:

- Work closely with community groups and municipal officials in potentially explosive areas, and to assist them in identifying problems.
- Keep the channels of communication open between groups with opposing interests.
- Work with all groups to maintain community stability and reduce racial tensions.

- Nurture a climate wherein disputes can be settled in a reasonable and orderly fashion.

- Attempt to bring about the peaceful arbitration of any disputes which may arise.

Under Objective 5.2, "Control of Riots and Civil Disorders", Project "Alert" will be expanded both materially and conceptually as a Statewide communications and information system specifically designed to facilitate planning and execution of prevention and monitoring strategies in controlling civil disorders. Expansion will include approximately 50 additional field site locations in different areas of the State.

A second program approach, the implementation of which has already commenced, is concerned with combining certain operational responsibilities related to riots and civil disorders, previously scattered among several State agencies, into a State-level Special Services Bureau. This Bureau is to act as a civil disorders technical assistance unit, providing assistance to local jurisdictions in preventing and responding to disorders. One of the functions of this Bureau will be to encourage and assist colleges and universities in New Jersey in reviewing and preparing contingency plans for the intervention of law enforcement authorities during campus disturbances or disorders.

The program approaches which follow will allow for progressive steps forward in this field, but as has been true in the other subject areas, there is a necessity for specific problem-oriented research which can pinpoint both problem areas and possible program solutions.

Improvements Planned

These program approaches indicate the direction, scope and general types of improvements planned. Special efforts have been made to develop programs which reflect a balance between prevention (primarily soft ware) approaches and control (primarily hardware) approaches. The research component allows for continuing program development over a multi-year period.

ARBITRATION AND FACT FINDING SERVICE ON CIVIL DISORDERS. (Approach No. h-1)

Objective:

To create an agency for the arbitration of community disputes before serious civil disorders result and thus induce the disputing groups to discuss grievances at a negotiating table.

Implementation:

Provide funds (to be matched by the grantee in accordance with law) for the establishment of a Public Arbitration and Fact Finding Service in the Department of Community Affairs, including training of the requisite personnel.

Although racial tensions seem to arise regularly in communities throughout New Jersey, there is presently in existence no formal mechanism for the arbitration or mediation of community disputes before serious

problems develop. It is possible that explosive community situations might be avoided or reduced if the disputing parties met first at a negotiating table and discussed their grievances, just as is done now in business and industry and government.

The Department of Community Affairs, in cooperation with the State Law Enforcement Planning Agency, would be able to establish an Arbitration and Fact Finding Service that could be of assistance to the State's community leaders in maintaining order. It could provide the public an opportunity also to register grievances and obtain redress from private agencies, as well as from municipal, county and State officials who might be involved in a particular complaint.

Such an arbitration office could assist community groups and local officials in identifying problems and potentially explosive areas; in keeping open lines of communication between opposing groups; in working with all groups to reduce racial tensions and maintain the stability of the community; in providing an area where disputes could be settled in an orderly fashion, and in attempting to solve peacefully by arbitration any disputes that might arise.

An arbitration agency of this type could provide information early to State and local government officials on rising community tensions so that steps might be taken promptly to correct these situations. If the community problems could not be corrected satisfactorily through the Arbitration and Fact Finding Service, an impartial outside mediator would be picked to handle arbitration of the dispute after a decision had been made by the Governor and Commissioner of the Department of Community Affairs that such an intervention was necessary, or upon request of both or all parties of the dispute. Upon resolution of the dispute, the mediator would be responsible for submitting to the Governor a full report containing his findings and any recommendations for further action.

ESTABLISHMENT OF LOCAL INFORMATION AND RUMOR CLEARANCE OFFICES. (Approach No. h-2)

Objective:

To provide a central source where correct information can be obtained in order to allay the rumors that help to cause mistrust in the time prior to civil disturbance.

Implementation:

Provide funds (to be matched by the grantee in accordance with law) for the establishment of Local Information and Rumor Clearance Offices in 20-25 cities having a high riot or civil disorder potential.

Lack of communication between the police and ghetto residents results in mistrust, and allows the spread of false rumors that provoke emotions and sometimes result in civil disorders. There should be established local information and rumor clearing offices where current and correct information can be obtained. These offices could be tied into the Special Services Bureau which can be used as a collection and dissemination center for

information relating to riots and civil disorders forwarded voluntarily to it by law enforcement and other agencies.

DEVELOPMENT OF A NEIGHBORHOOD ACTION TASK FORCE. (Approach No. h-3)

Objective:

To develop neighborhood action task forces, comprising community leaders, and training and constantly informing these leaders, in order to provide the means for forestalling incipient riots.

Respected community leaders who have a rapport with the community can, in the earliest stages, forestall civil disturbances if they know some relevant facts.

Implementation:

Provide funds (to be matched by the grantee in accordance with law) for a pilot program for the creation of Neighborhood Action Task Forces in 10 to 15 larger cities having significant ghetto areas.

A system of block representatives could be established in these ghetto areas to act as a liaison between the police and the residents of the area. The area leaders would be selected by the citizens within their districts, and through conferences and seminars could be made aware of the problems existing between the police and the community.

STATE SPECIAL SERVICES BUREAU. (Approach No. h-5)

Objective:

To implement a comprehensive and coordinated civil disorders technical assistance capability at the state level, in order to provide greater assistance to local jurisdictions in building local response capabilities to civil disorders,

riots, campus and school disorders, and related emergencies.

Implementation:

Provide funds (to be matched by the grantee in accordance with law) for continuing to implement the State Special Services Bureau, which combines in one unit all the operational responsibilities related to riots and civil disorders previously carried on by elements of the State Police Planning Bureau (riot control planning and research), the State Central Security Unit and the State Civil Defense Bureau.

SPECIFIC PROBLEM-ORIENTED RESEARCH IN REDUCING RIOTS AND CIVIL DISORDERS. (Approach No. j-8)

Objective:

To provide indepth research and analysis on specific problem areas concerning riots and civil disorders where new and different kinds of information are needed. The research envisioned will lead to program design recommendations.

Implementation:

Contracts will be arranged with individuals, agencies and universities having special competence in research, and demonstrated expertise in the specific subject area of the prevention and control of disorders.

In certain instances, SLEPA itself will carry out the research; in other instances, SLEPA will formulate research designs in response to specific needs and problems, and contract for the actual research studies; and in still other cases, contracts will be arranged for design formulation, data gathering, and data analysis and interpretation.

MULTI-YEAR PROJECTIONS OF FEDERAL EXPENDITURES

GOALS AND OBJECTIVES	1971	1972	1973	1974	1975	TOTAL
1.0 Reduction of Juvenile Delinquency	\$ 2,515,000	\$ 3,044,000	\$ 4,810,400	\$ 4,810,400	\$ 4,810,400	\$ 19,990,200
1.1 Prevention of Delinquent Behavior	1,800,000	1,408,000	2,252,800	2,252,800	2,252,800	9,966,400
1.2 Rehabilitation of Juvenile Offenders	640,000	1,536,000	2,457,600	2,457,600	2,457,600	9,548,800
1.3 Research, Development and Evaluation	75,000	100,000	100,000	100,000	100,000	475,000
2.0 Increase the Efficiency and Effectiveness of the Criminal Justice System in Crime Control	4,533,000	6,651,200	10,571,920	10,571,920	10,571,920	42,899,960
2.1 Increase in the Risks and Difficulty of Committing Crime (Crime Control)	1,200,000	1,920,000	3,072,000	3,072,000	3,072,000	12,336,000
2.2 Increase in the Operating Efficiency of the Criminal Justice System (System Management)	3,083,000	4,531,200	7,249,920	7,249,920	7,249,920	29,363,960
2.3 Research, Development and Evaluation	250,000	200,000	250,000	250,000	250,000	1,200,000
3.0 Reduction in the Need and Desire to Commit Crime (Prevention and Rehabilitation)	3,930,000	5,476,000	8,701,600	8,701,600	8,701,600	35,510,800
3.1 Reduction of Crime Through Preventive Measures	800,000	1,536,000	2,457,600	2,457,600	2,457,600	9,708,800
3.2 Rehabilitation of Offenders	2,880,000	3,840,000	6,144,000	6,144,000	6,144,000	25,152,000
3.3 Research, Development and Evaluation	250,000	100,000	100,000	100,000	100,000	650,000
4.0 Reduction of Organized Crime	742,000	1,106,000	1,739,600	1,739,600	1,739,600	7,066,800
4.1 Control of Organized Crime	686,000	896,000	1,433,600	1,433,600	1,433,600	5,882,800
4.2 Prevention of Organized Crime	-0-	160,000	256,000	256,000	256,000	928,000
4.3 Research, Development and Evaluation	56,000	50,000	50,000	50,000	50,000	256,000
5.0 Reduction of Riots and Civil Disorders	150,000	610,000	946,000	946,000	946,000	3,598,000
5.1 Prevention of Riots and Civil Disorders	-0-	160,000	256,000	256,000	256,000	928,000
5.2 Control of Riots and Civil Disorders	150,000	400,000	640,000	640,000	640,000	2,470,000
5.3 Research, Development and Evaluation	-0-	50,000	50,000	50,000	50,000	200,000
TOTALS	\$11,870,000	16,887,200	26,769,520	26,769,520	26,769,520	109,065,760

MULTI-YEAR PROJECTIONS OF STATE AND LOCAL EXPENDITURES

GOALS AND OBJECTIVES	1971	1972	1973	1974	1975	TOTAL
1.0 Reduction of Juvenile Delinquency	\$ 838,333	\$ 1,014,667	\$ 1,603,467	\$1,603,467	\$1,603,467	\$ 6,663,401
1.1 Prevention of Delinquent Behavior	600,000	469,333	750,933	750,933	750,933	3,322,132
1.2 Rehabilitation of Juvenile Offenders	213,333	512,000	819,200	819,200	819,200	3,182,933
1.3 Research, Development and Evaluation	25,000	33,334	33,334	33,334	33,334	158,336
2.0 Increase the Efficiency and Effectiveness of the Criminal Justice System in Crime Control	1,511,000	2,217,067	3,523,973	3,523,973	3,523,973	14,299,986
2.1 Increase in the Risks and Difficulty of Committing Crime (Crime Control)	400,000	640,000	1,024,000	1,024,000	1,024,000	4,112,000
2.2 Increase in the Operating Efficiency of the Criminal Justice System (System Management)	1,027,667	1,510,400	2,416,640	2,416,640	2,416,640	9,787,987
2.3 Research, Development and Evaluation	83,333	66,667	83,333	83,333	83,333	399,999
3.0 Reduction in the Need and Desire to Commit Crime (Prevention and Rehabilitation)	1,310,000	1,825,334	2,900,534	2,900,534	2,900,534	11,836,936
3.1 Reduction of Crime Through Preventive Measures	266,667	512,000	819,200	819,200	819,200	3,236,267
3.2 Rehabilitation of Offenders	960,000	1,280,000	2,048,000	2,048,000	2,048,000	8,384,000
3.3 Research, Development and Evaluation	83,333	33,334	33,334	33,334	33,334	216,669
4.0 Reduction of Organized Crime	247,333	368,666	579,866	579,866	579,866	2,355,597
4.1 Control of Organized Crime	228,667	298,666	477,866	477,866	477,866	1,960,931
4.2 Prevention of Organized Crime	-0-	53,333	85,333	85,333	85,333	309,332
4.3 Research, Development and Evaluation	18,666	16,667	16,667	16,667	16,667	85,334
5.0 Reduction of Riots and Civil Disorders	50,000	203,333	315,333	315,333	315,333	1,199,332
5.1 Prevention of Riots and Civil Disorders	-0-	53,333	85,333	85,333	85,333	309,332
5.2 Control of Riots and Civil Disorders	50,000	133,333	213,333	213,333	213,333	823,332
5.3 Research, Development and Evaluation	-0-	16,667	16,667	16,667	16,667	66,668
TOTALS	\$3,956,666	5,629,067	8,923,173	8,923,173	8,923,173	36,355,252

MULTI-YEAR PROJECTIONS OF TOTAL EXPENDITURES (Federal, State, Local and Other)

GOALS AND OBJECTIVES	1971	1972	1973	1974	1975	TOTAL
1.0 Reduction of Juvenile Delinquency	\$ 3,353,333	\$ 4,058,667	\$ 6,413,867	\$ 6,413,867	\$ 6,413,867	\$ 26,653,601
1.1 Prevention of Delinquent Behavior	2,400,000	1,877,333	3,003,733	3,003,733	3,003,733	13,288,532
1.2 Rehabilitation of Juvenile Offenders	853,333	2,048,000	3,276,800	3,276,800	3,276,800	12,731,733
1.3 Research, Development and Evaluation	100,000	133,334	133,334	133,334	133,334	633,336
2.0 Increase the Efficiency and Effectiveness of the Criminal Justice System in Crime Control	6,044,000	8,868,267	14,095,893	14,095,893	14,095,893	57,199,946
2.1 Increase in the Risks and Difficulty of Committing Crime (Crime Control)	1,600,000	2,560,000	4,096,000	4,096,000	4,096,000	16,448,000
2.2 Increase in the Operating Efficiency of the Criminal Justice System (System Management)	4,110,667	6,041,600	9,666,560	9,666,560	9,666,560	39,151,947
2.3 Research, Development and Evaluation	333,333	266,667	333,333	333,333	333,333	1,599,999
3.0 Reduction in the Need and Desire to Commit Crime (Prevention and Rehabilitation)	5,240,000	7,301,334	11,602,134	11,602,134	11,602,134	47,347,736
3.1 Reduction of Crime Through Preventive Measures	1,066,667	2,048,000	3,276,800	3,276,800	3,276,800	12,945,067
3.2 Rehabilitation of Offenders	3,840,000	5,120,000	8,192,000	8,192,000	8,192,000	33,536,000
3.3 Research, Development and Evaluation	333,333	133,334	133,334	133,334	133,334	866,669
4.0 Reduction of Organized Crime	989,333	1,474,666	2,319,466	2,319,466	2,319,466	9,422,397
4.1 Control of Organized Crime	914,667	1,194,666	1,911,466	1,911,466	1,914,466	7,843,731
4.2 Prevention of Organized Crime	-0-	213,333	341,333	341,333	341,333	1,237,332
4.3 Research, Development and Evaluation	74,666	66,667	66,667	66,667	66,667	341,334
5.0 Reduction of Riots and Civil Disorders	200,000	813,333	1,261,333	1,261,333	1,261,333	4,797,332
5.1 Prevention of Riots and Civil Disorders	-0-	213,333	341,333	341,333	341,333	1,237,332
5.2 Control of Riots and Civil Disorders	200,000	533,333	853,333	853,333	853,333	3,293,332
5.3 Research, Development and Evaluation	-0-	66,667	66,667	66,667	66,667	266,668
TOTALS	\$15,826,666	22,516,267	35,692,693	35,692,693	35,692,693	145,421,012

MULTI-YEAR FORECAST OF RESULTS AND ACCOMPLISHMENTS

Specific targets of accomplishment or impact have been established for each of the five major goal areas outlined in the Plan. One of these targets is crime-oriented, i.e., reduction of juvenile delinquency as defined by juvenile arrests rates; another is cause-oriented, i.e., reduction of rearrest rates for adults being handled by the criminal justice system; and the remainder are means-oriented, i.e., development of a different strategy model for reducing organized crime.

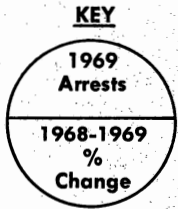
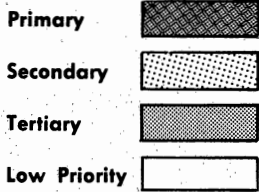
Although improved system capability projections are incorporated in each of the program descriptions for 1971, it is felt that the only meaningful test of the New Jersey Plan, from 1971 through 1975, will be through an assessment of the impact of the programs upon achieving the goals and objectives set forth in the general statement.

The first three charts which follow depict the targets of accomplishment in reducing the increase in juvenile arrest rates in eight target counties. In these eight counties are contained five of the State's six major cities, the exception being Jersey City. These eight counties were selected on the basis of their total juvenile arrests as compared to the State average for 1969; on the basis of their proportion of total arrests involving juveniles in 1969; and on the basis of their rate of increase of juvenile arrests as compared to the State average for 1968/1969.

The second group of three charts illustrate the targets of accomplishment in reducing the increase in formal juvenile court hearings in five target counties. Formal hearings deal with the most serious juvenile offenses. The number of formal hearings on juveniles in each of these counties is above the current State average (681), and represents an increase, in some cases a substantial increase, over the number of formal hearings during the previous court year.

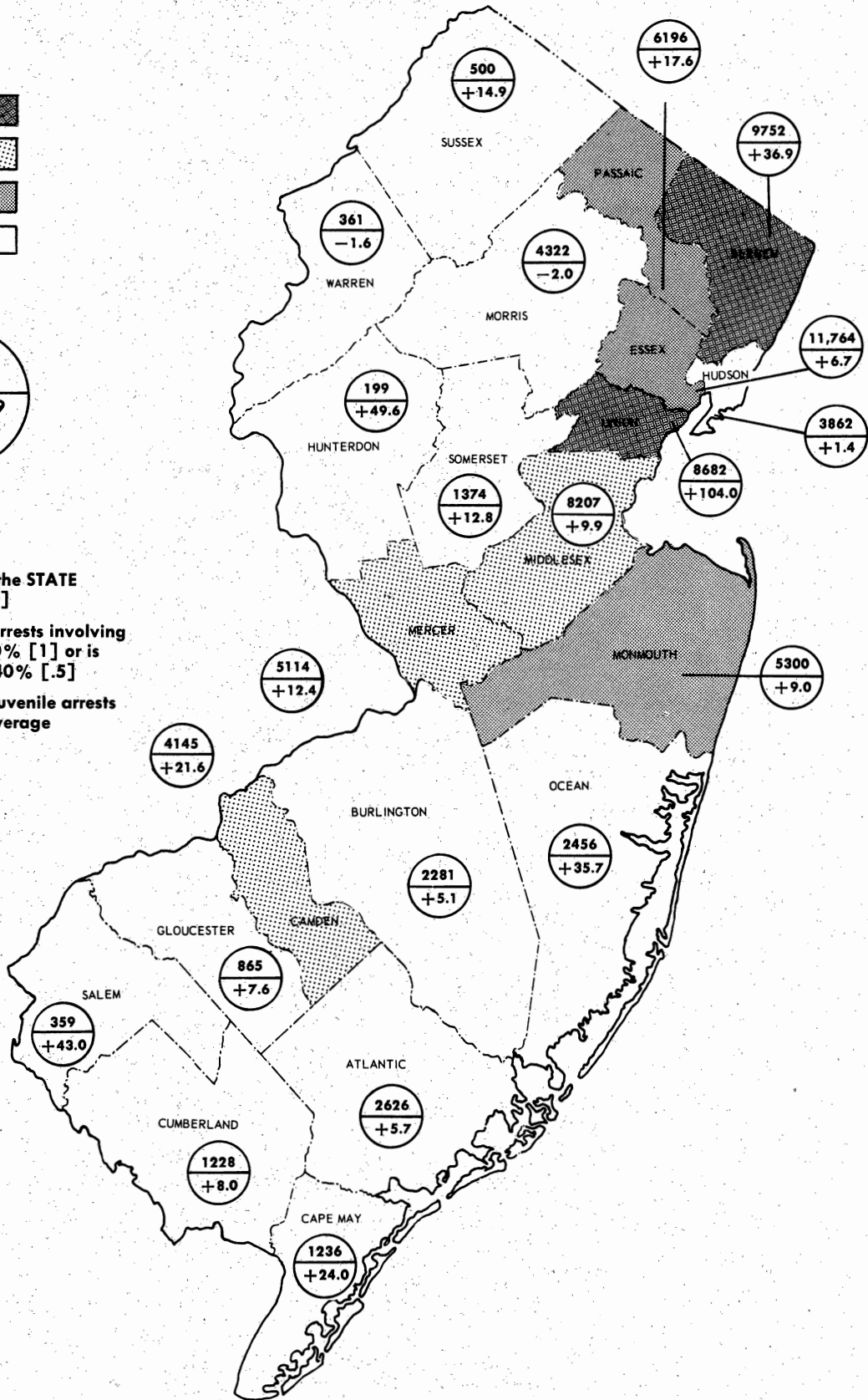
JUVENILE ARRESTS FOR 1969 WITH PERCENT OF CHANGE FROM PREVIOUS YEAR

COUNTY PRIORITIES

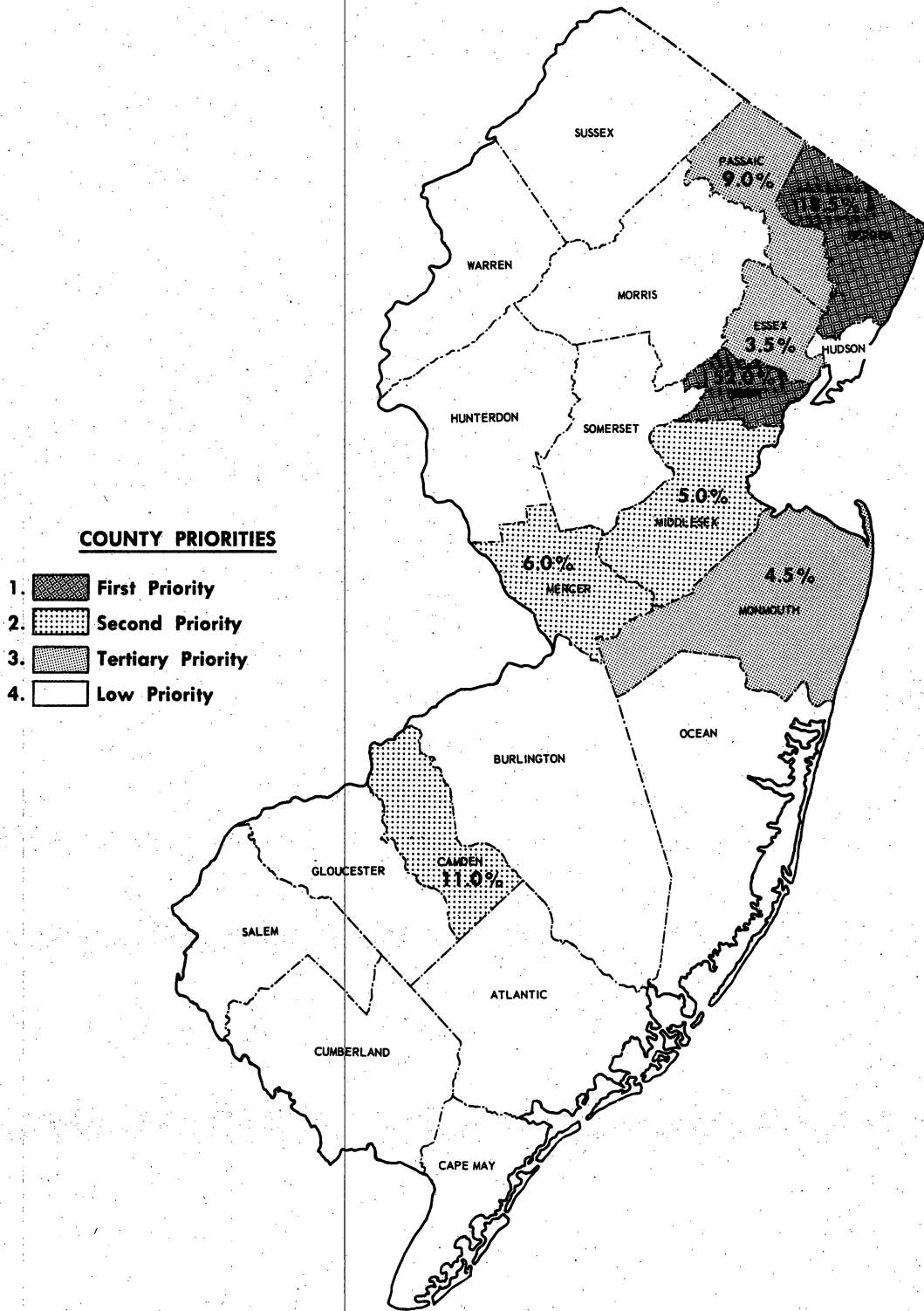


WEIGHTING FACTORS

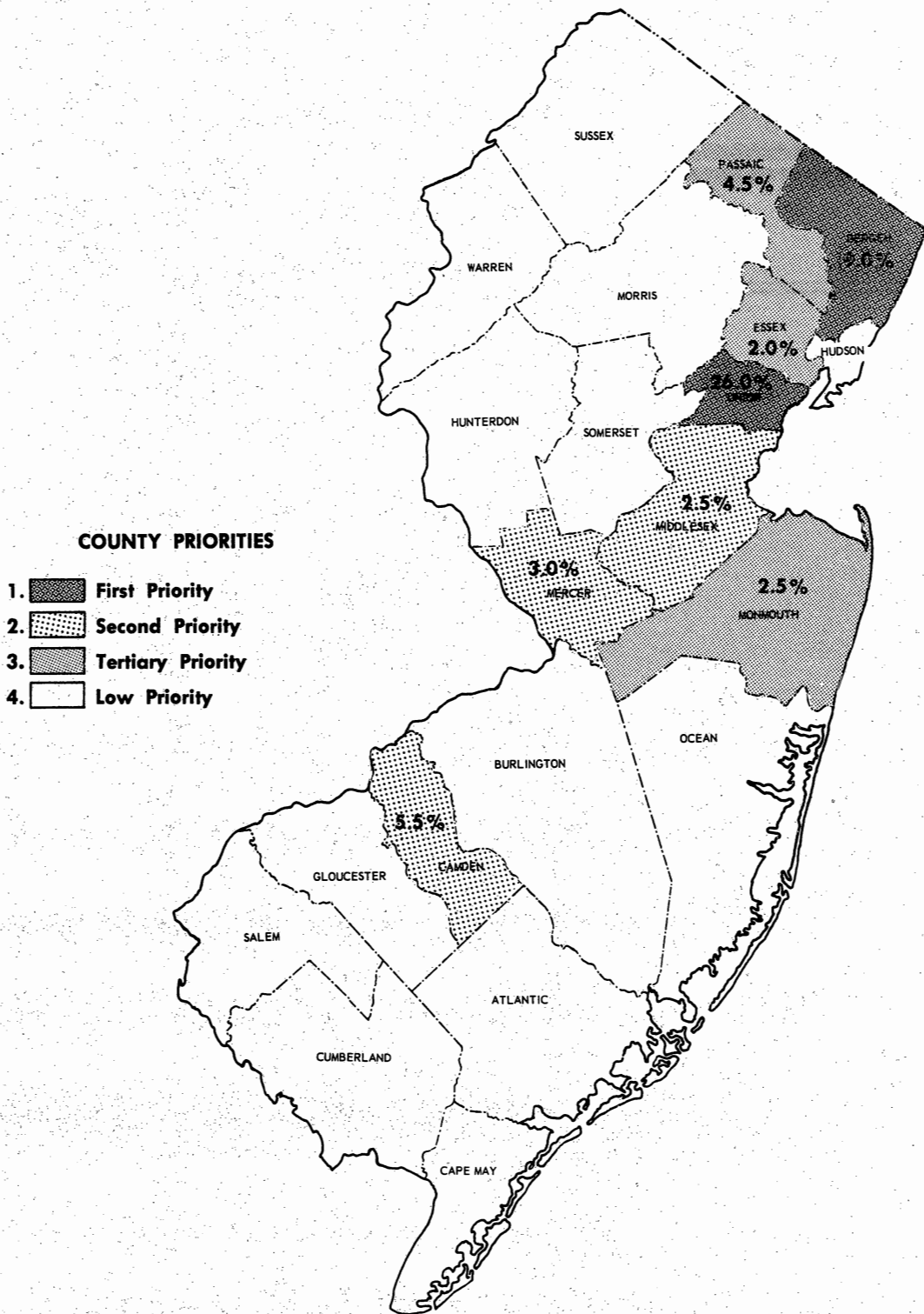
1. Arrest totals above the STATE average (3599) [1.0]
2. Proportion of total arrests involving juveniles exceeds 40% [1] or is between 30% and 40% [.5]
3. Rate of increase of juvenile arrests is above the state average (18.9%) [1.0]



**TARGET REDUCTION IN ANNUAL RATE OF INCREASE
OF JUVENILE ARRESTS FOR TARGET COUNTIES BY 1972
(APPROXIMATELY 50 PER CENT REDUCTION FROM
1968-1969 RATE OF INCREASE)**

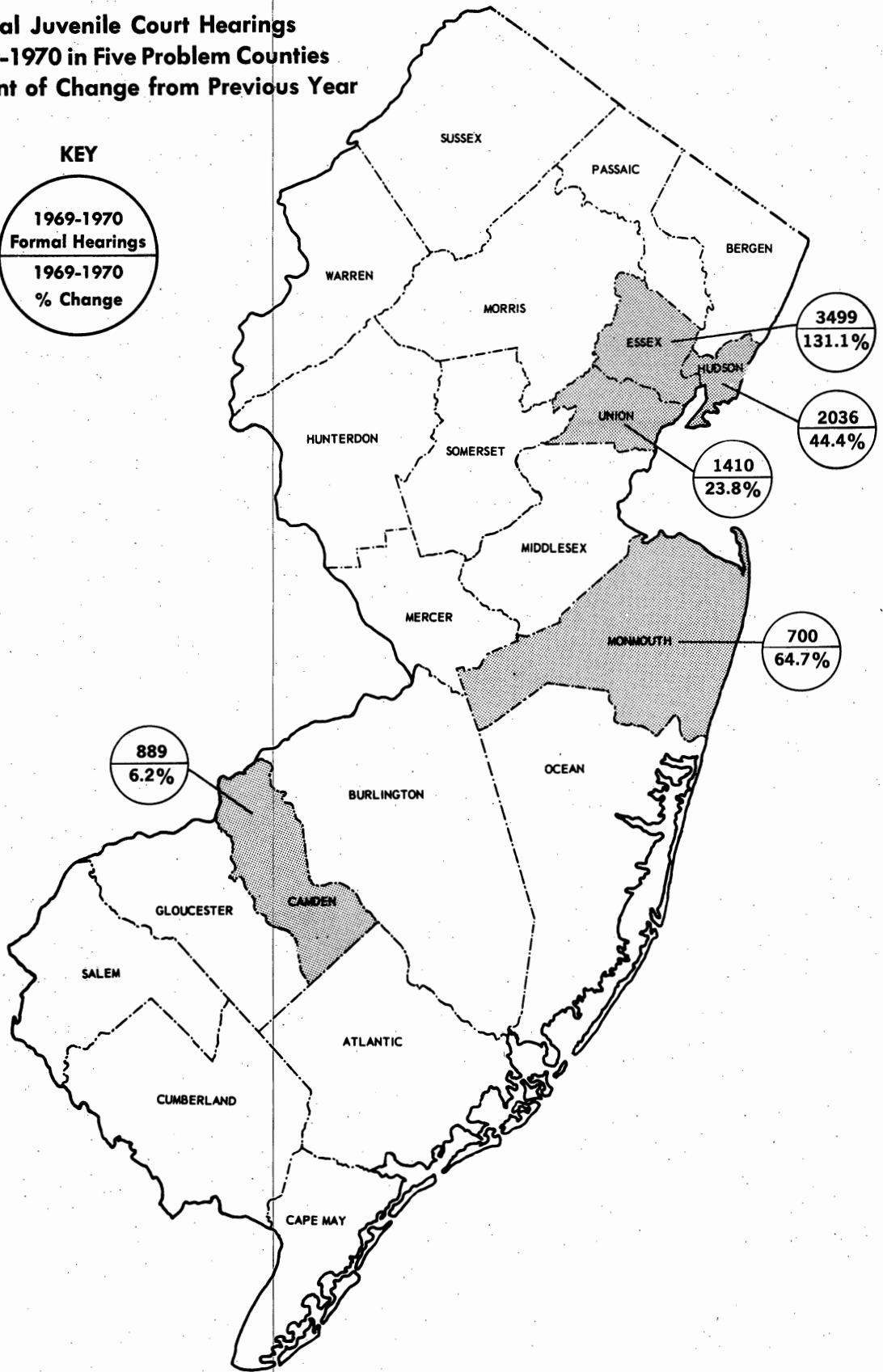


**TARGET REDUCTION IN ANNUAL RATE OF INCREASE
OF JUVENILE ARRESTS FOR TARGET COUNTIES BY 1975
(APPROXIMATELY 50 PER CENT REDUCTION FROM
ESTIMATED 1971-1972 RATE OF INCREASE)**

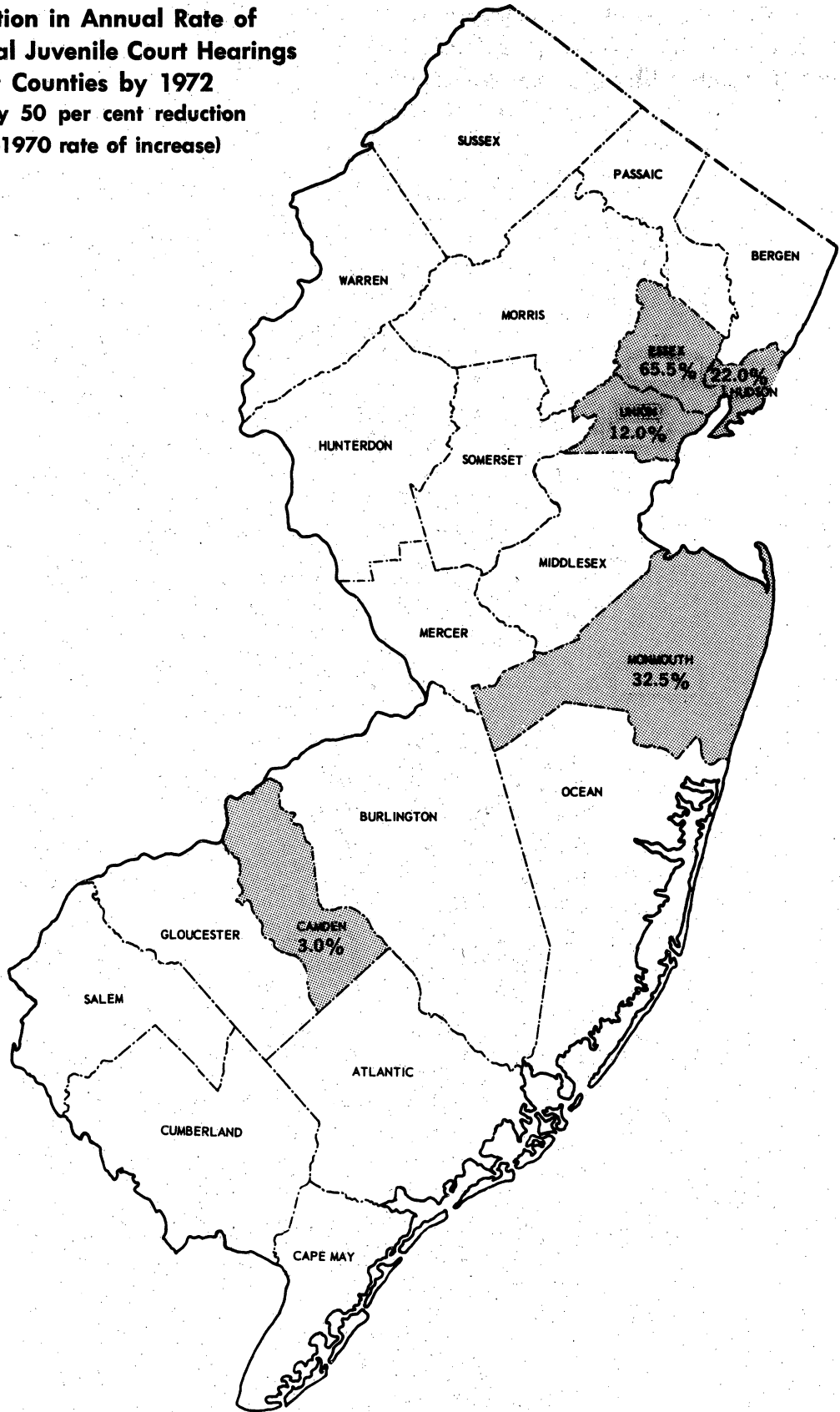


**Formal Juvenile Court Hearings
for 1969-1970 in Five Problem Counties
with Percent of Change from Previous Year**

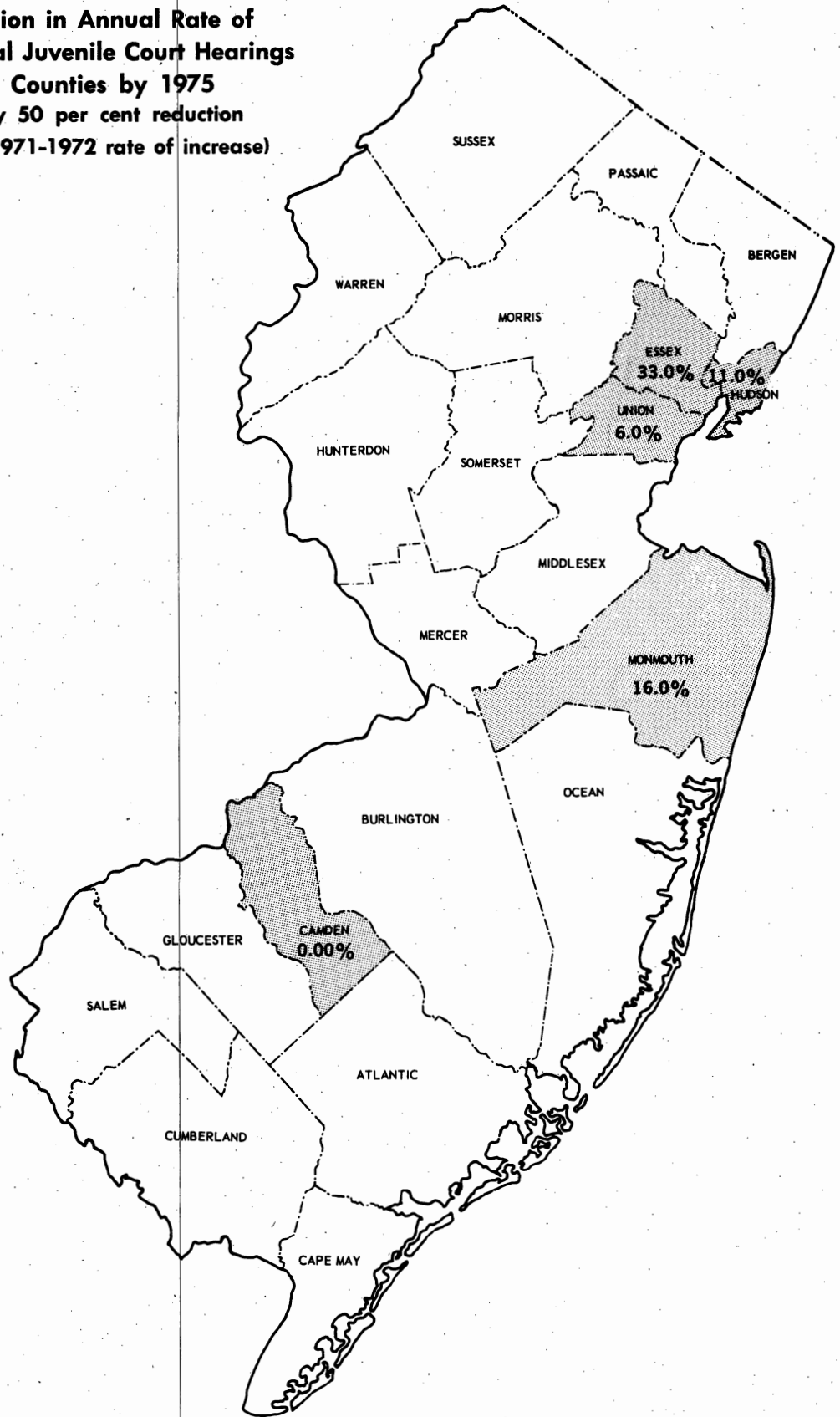
KEY



Target Reduction in Annual Rate of Increase of Formal Juvenile Court Hearings for Target Counties by 1972
(Approximately 50 per cent reduction from 1969-1970 rate of increase)



Target Reduction in Annual Rate of Increase of Formal Juvenile Court Hearings for Target Counties by 1975
(Approximately 50 per cent reduction from estimated 1971-1972 rate of increase)



The following graphs illustrate four current major problem areas in New Jersey's criminal justice system and the milestones of accomplishment set by the State Law Enforcement Planning Agency for the Goal 2.0 area in 1972 and 1975.

The first chart depicts a percentage increase in Index offenses cleared by arrest. An increase in clearance rates for Index offenses to approximately 16% by 1972 would restore the depreciation in clearances since 1967. An increase to approximately 20% by 1975 would raise New Jersey to the national average as of 1969.

The second chart indicates a New Jersey goal of reducing median court delay in criminal trials to four months in 1972 and to three months in 1975 in eight target counties.

The third chart is the projected reduction in the backlog of pending criminal cases over six months old in the Superior and County Courts. The targets are a reduced percentage to 24% in 1972 and no such backlog in older cases in 1975.

The last chart is a forecast reduction in the rate of assaults on police officers. The 1968-1969 data indicates a marked increase in the mean rate of assaults on police

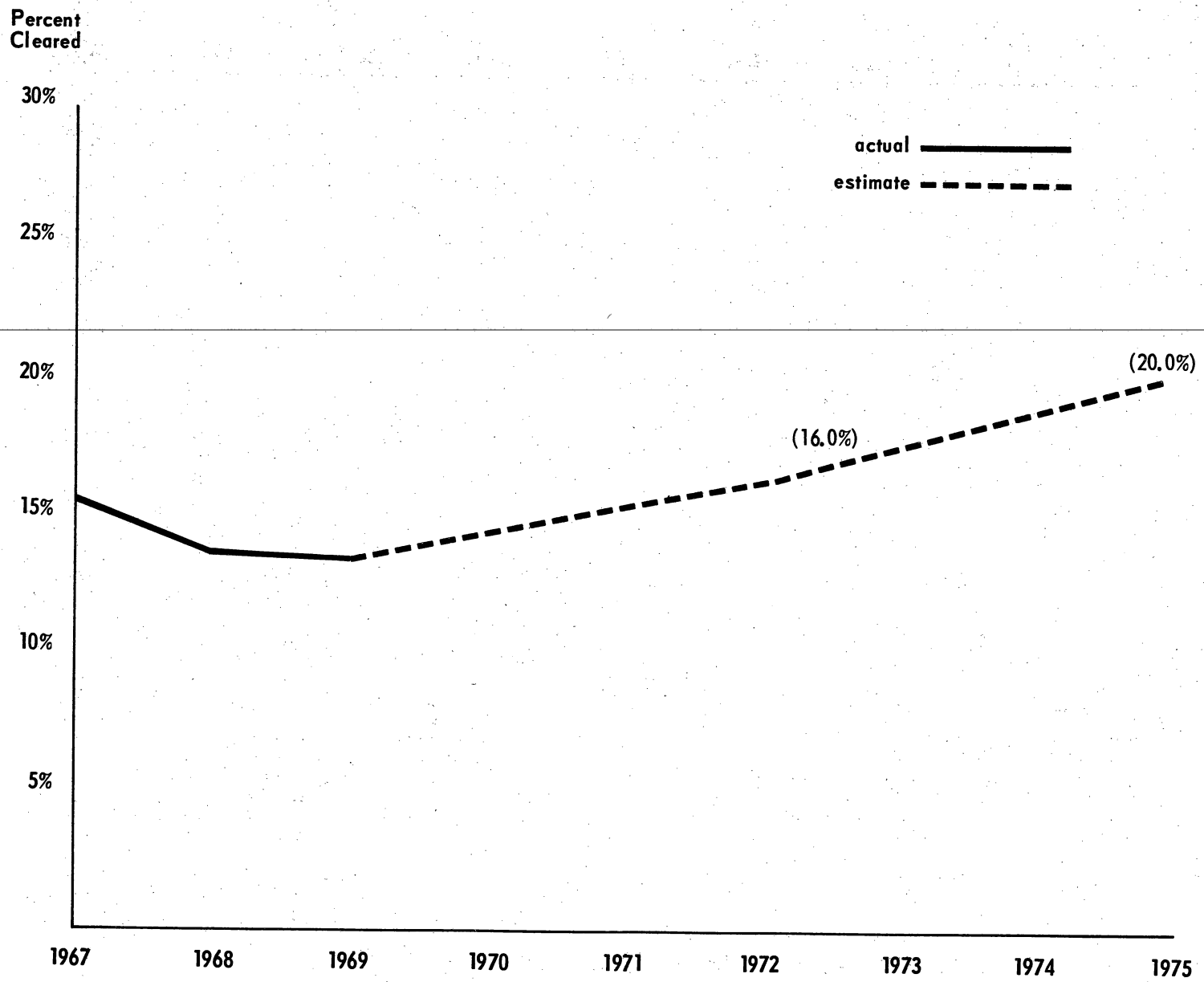
officers in cities with over 25,000 population. Specifically, there has been a significant increase in this type of assault upon officers investigating persons of a suspicious nature or suspicious circumstance.

The possibility of these assaults, which are often unrelated to crime, being committed by individuals or groups with "political" motives cannot be discounted at this time. New programs in the Goal 2.0 and 3.0 areas are designed to stifle and reverse this 1968-1969 trend by upgrading the image of the police in the community through both continued education and training of criminal justice personnel; public education; and increasing citizen involvement in the system.

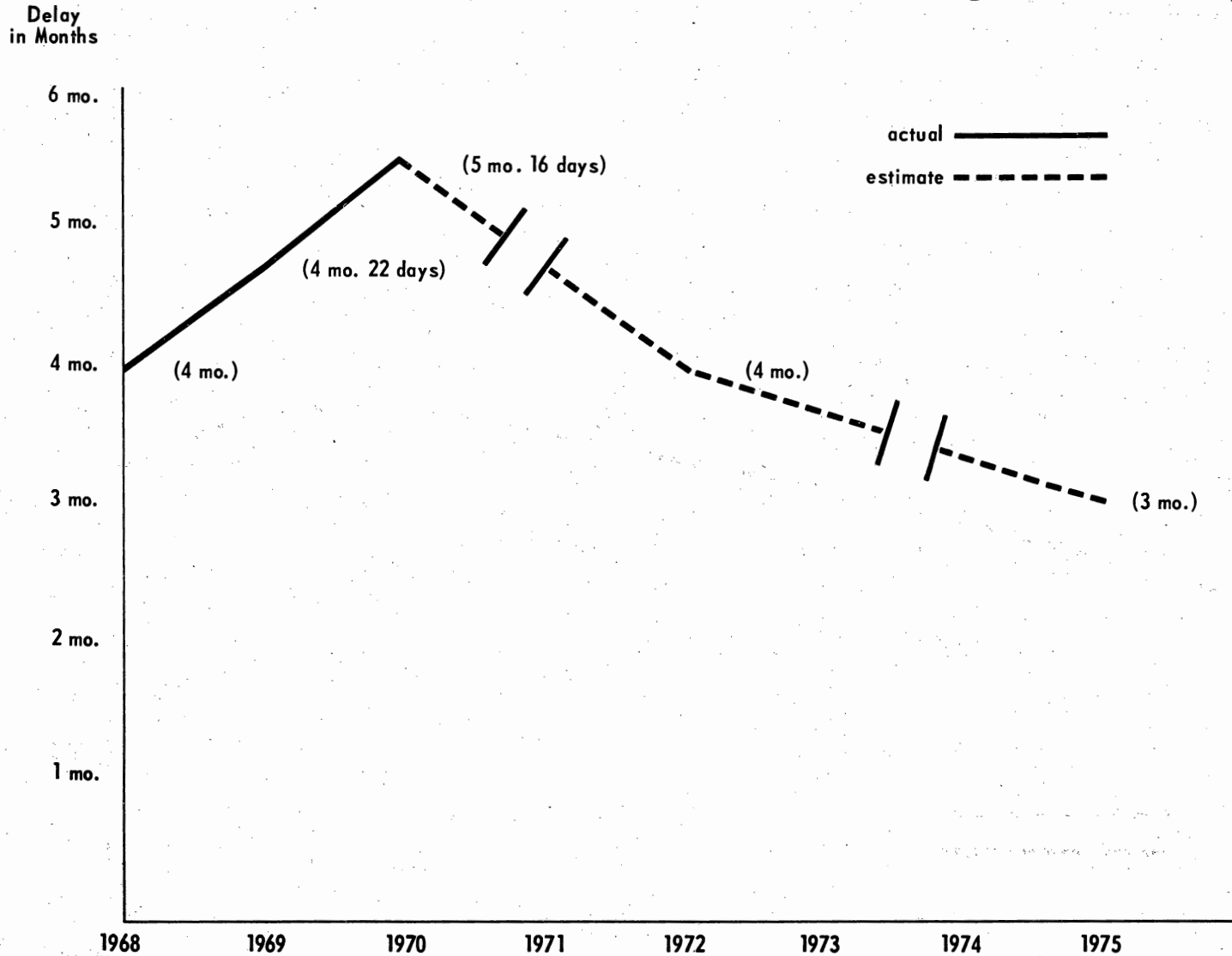
The target is to stabilize the rate of assaults near the 1966-1968 level while new programs are being implemented, and at the end of 1971 to reverse the trend gradually over a multi-year period to a low point in 1975.

Continued research and evaluation of new programs, both of a direct and indirect nature, designed to combat assaults on police officers, will test the validity of the 1975 goal and determine if revision of that goal is necessary.

Percentage of Index Offenses Cleared by Arrest/with Target



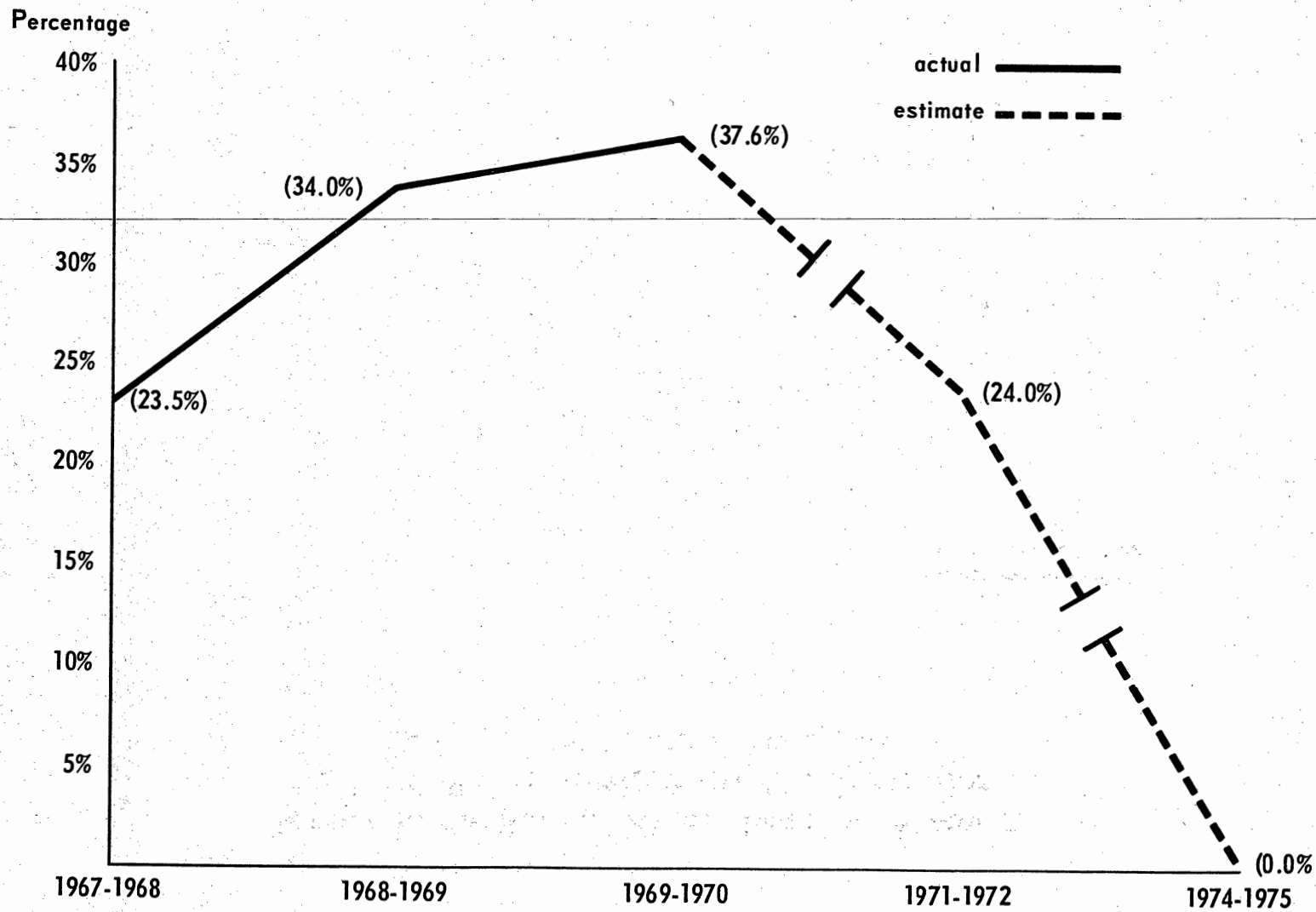
Median Court Delay for Criminal Trials in Eight Target Counties* with Reduction Target



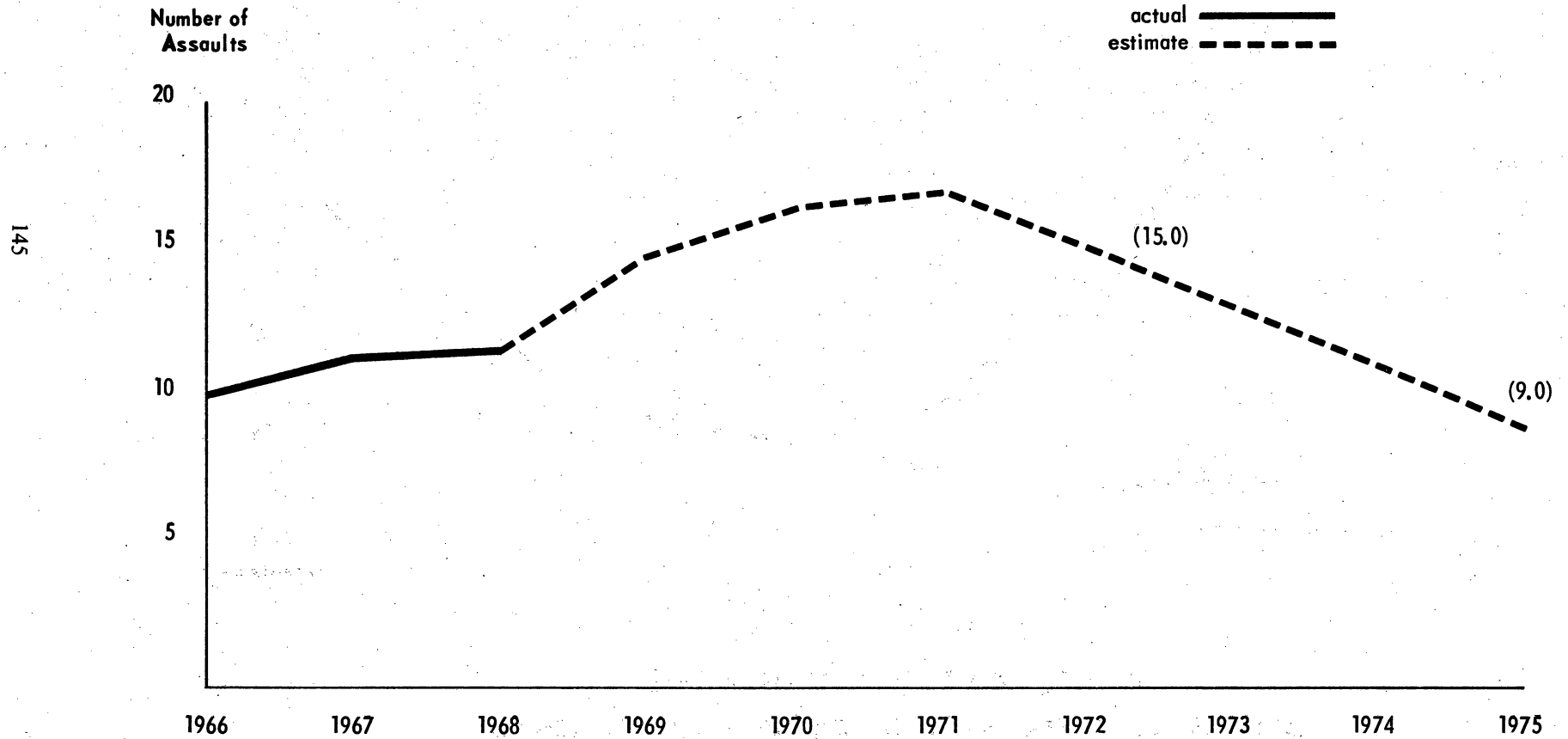
*Study Performed by Administrative Office of the Courts during the Month of March in the Counties whose Courts handle 80% of the total State Case Load - Camden, Passaic, Middlesex, Essex, Union, Hudson, Monmouth, Bergen.

Target Reduction in Percentage of Active Pending Criminal Cases Over Six Months Old (Superior and County Courts)

144



Target Reduction in Mean Rate of Assaults per 100 Police Officers in Municipalities with over 25,000 Population



The specific targets of accomplishment in achieving the goal of reducing organized crime through control and prevention are illustrated in the two strategy models that follow. These models are based upon the Smith and Salerno strategy concept. The first model illustrates the current strategies used against organized crime. These strategies are as follows:

1. *Attrition* — Individual suspects are apprehended and prosecuted for specific alleged crimes under due process of law.

2. *Exposure* — Focusing public attention upon the problem.

3. *Harassment* — Frequent arrests for relatively minor charges, or other extra-legal techniques.

4. *The "Ostrich" Practice* — Ignore organized crime and maintain that it is nonexistent in a given jurisdiction.

The second model illustrates the proposed strategies to be used to attack the organization of organized crime, as well as its individual members, over the next five years. These strategies are as follows:

1. *Subversion* — Tactical actions designed to breed internal dissension, capitalize on existing dissension, or create distrust and suspicion.

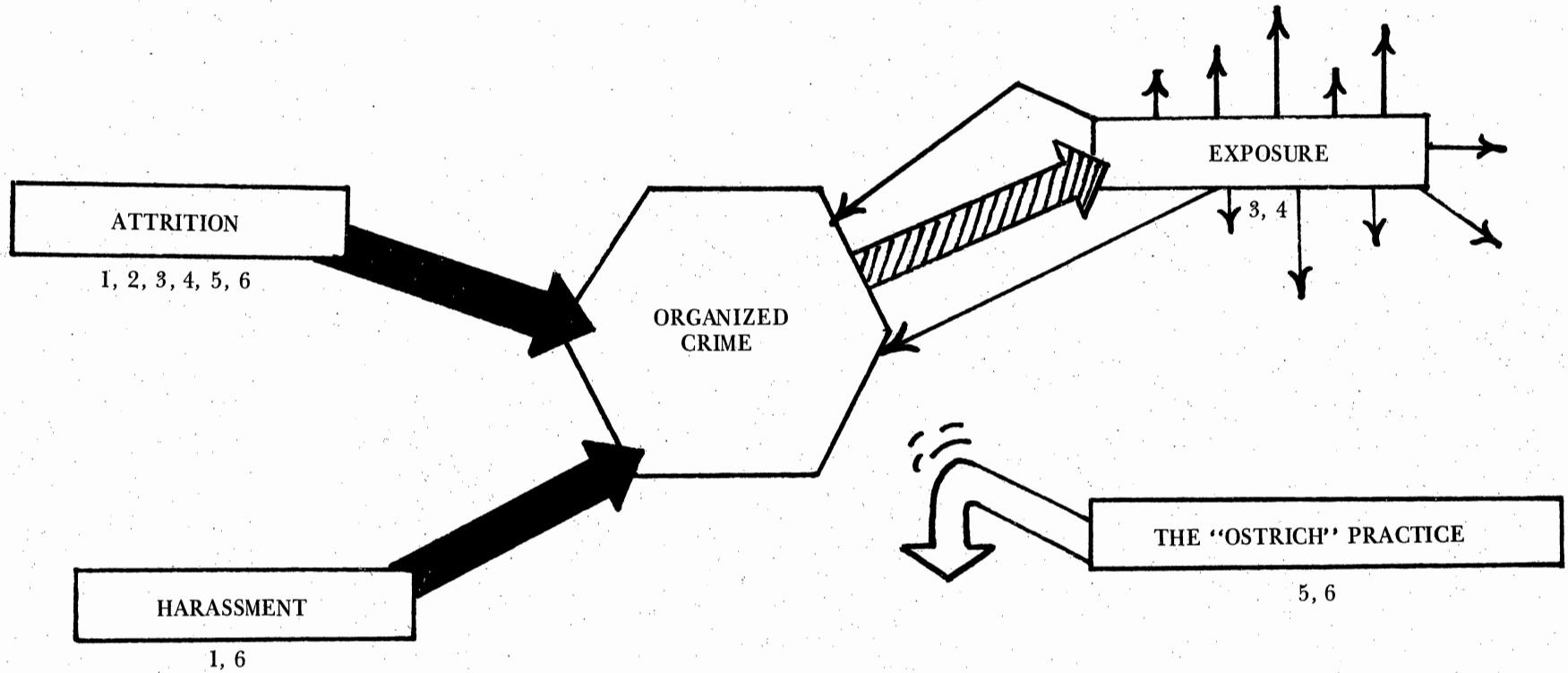
2. *Alienation* — Demonstrate and emphasize the disadvantages of membership in organized crime.

3. *Disruption* — Concentrated effort to disrupt or dislocate organized crime activities.

4. *Penetration* — Efforts to buy information or informants, or to penetrate organized crime with undercover law enforcement personnel.

5. *Blocking* — The use of public education to assist concerned persons in confining or eliminating further organized crime activities in their fields of interest.

**CURRENT STRATEGY MODEL
AND UTILIZING AGENCIES (1970)**

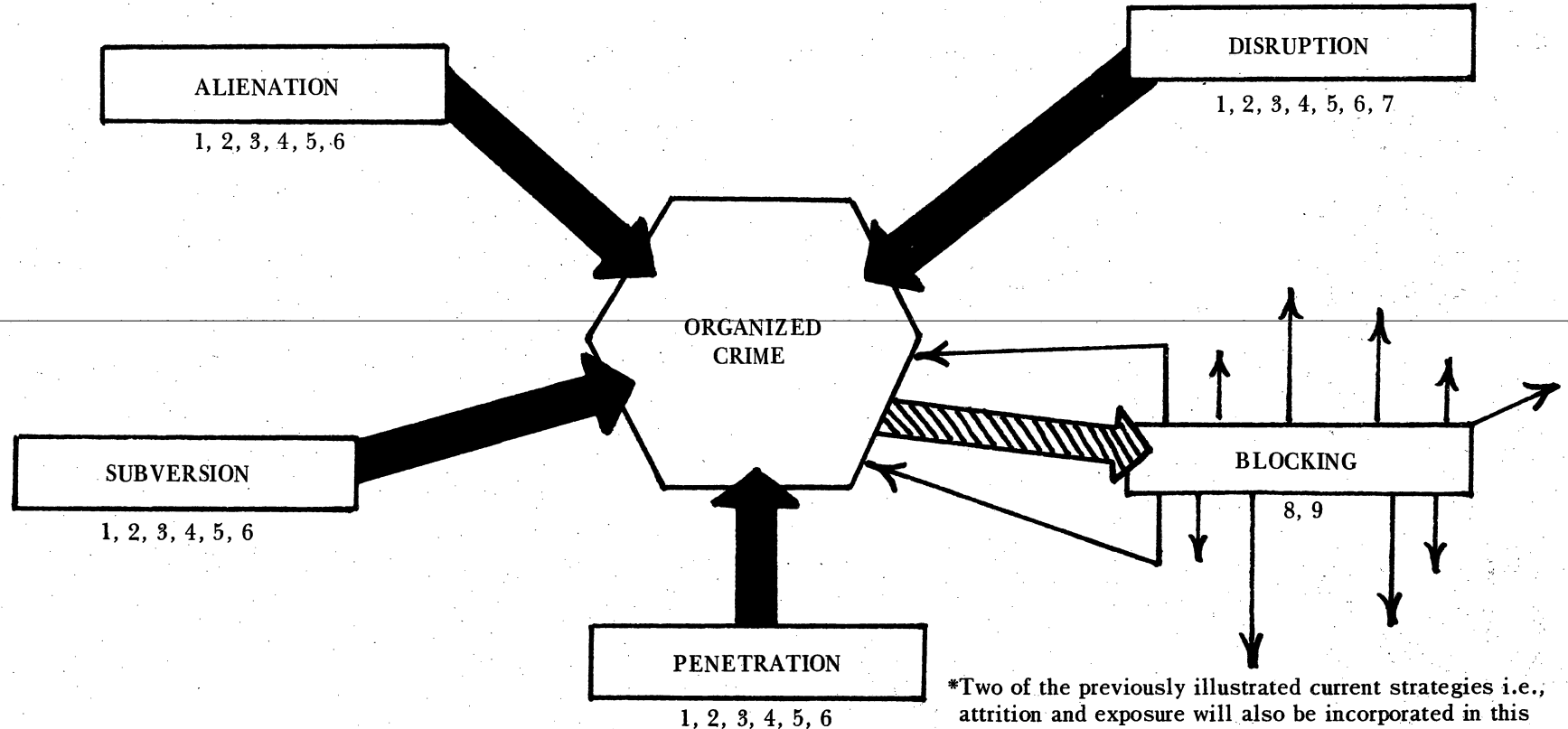


147

Key

- | | |
|--|--|
| 1 – New Jersey State Police | 6 – Local Police Departments |
| 2 – Organized Crime and Special Prosecution Section (Division of Criminal Justice) | 7 – Various Regulatory and Quasi-Enforcement Agencies |
| 3 – State Commission of Investigation | 8 – Organized Crime Prevention Councils |
| 4 – Waterfront Commission of New York Harbor | 9 – Research and Planning Section (Division of Criminal Justice) |
| 5 – County Prosecutors | |

**PROPOSED STRATEGY MODEL AND
UTILIZING AGENCIES* (1972 - 1975)**



*Two of the previously illustrated current strategies i.e., attrition and exposure will also be incorporated in this strategy.

Key

- 1 – New Jersey State Police
- 2 – Organized Crime and Special Prosecution Section (Division of Criminal Justice)
- 3 – State Commission of Investigation
- 4 – Waterfront Commission of New York Harbor
- 5 – County Prosecutors

- 6 – Local Police Departments
- 7 – Various Regulatory and Quasi-Enforcement Agencies
- 8 – Organized Crime Prevention Councils
- 9 – Research and Planning Section (Division of Criminal Justice)

Two projects are currently being implemented in the Goal 5.0 area. The first map indicates the past progress of Project Alert with twenty-five primary locations to provide a means of emergency radio communication between different units at the site of a riot or civil disorder. The same map also shows projected sites for expansion of Project Alert to those areas of the State not presently covered.

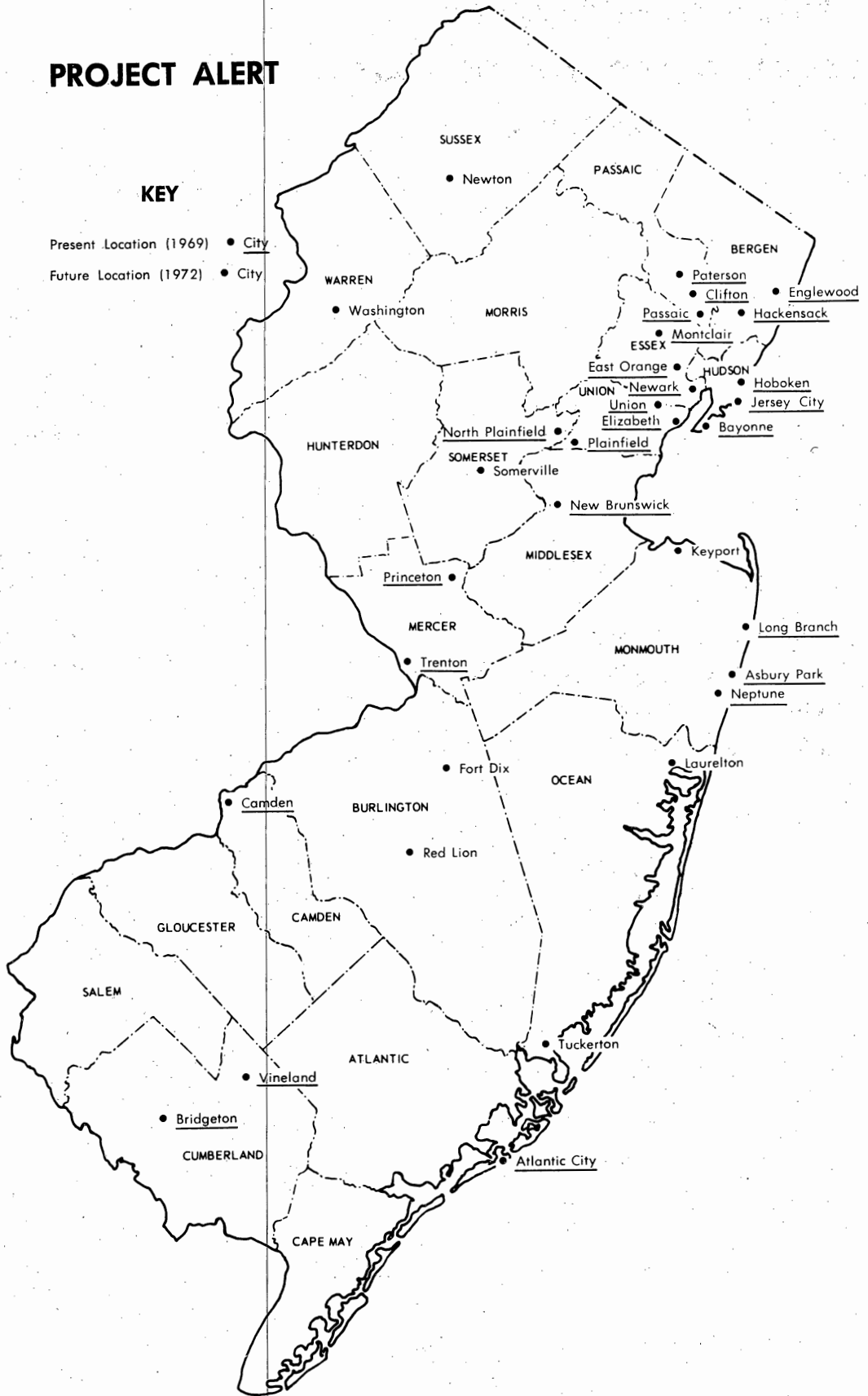
The second and third maps illustrate the projected

1972 and 1975 targets for the Special Services Bureau. While Project Alert is an aid in controlling riots and civil disorders, the objective of the Special Services Bureau is primarily to provide technical assistance to local jurisdictions, including colleges and universities, in preventing disorders. The target is to provide technical assistance, including the development of contingency plans, to all 21 county Prosecutors, all major cities, and all 48 college and university sites by 1975.

PROJECT ALERT

KEY

- Present Location (1969) • City
- Future Location (1972) • City

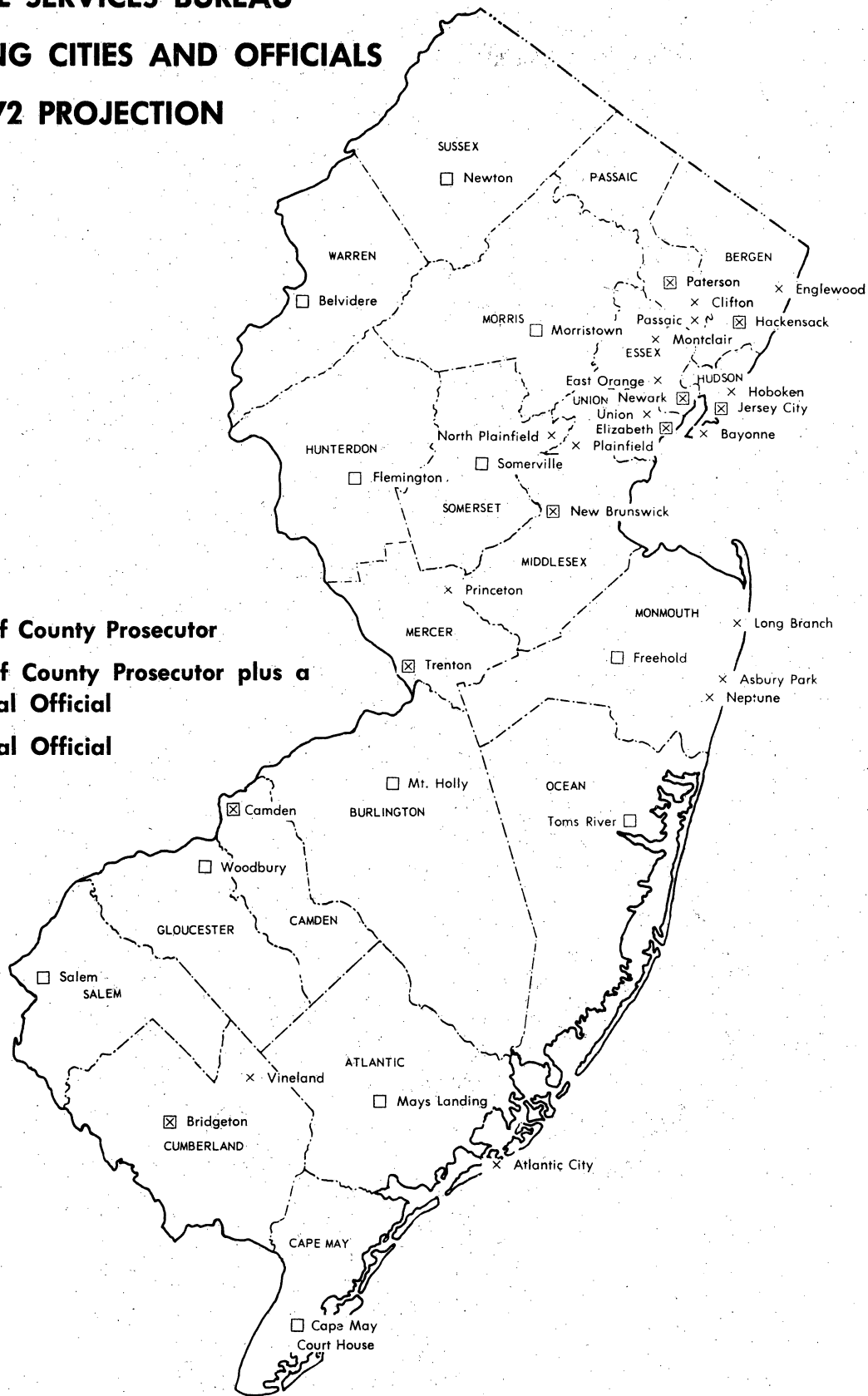


SPECIAL SERVICES BUREAU

PARTICIPATING CITIES AND OFFICIALS

1972 PROJECTION

- KEY**
- Office of County Prosecutor
 - ⊠ Office of County Prosecutor plus a Municipal Official
 - × Municipal Official



SPECIAL SERVICE BUREAU

PARTICIPATING CITIES AND OFFICIALS

1975 PROJECTION

College & Location

- * 1. Ramapo College—Upper Saddle River
- * 2. Don Bosco College—Newton
- * 3. Alphonsus College—Woodcliff Lake
- * 4. Salesian College—N. Haledon
- * 5. Bergen Community College—Paramus
- * 6. Paterson State College—Wayne
- * 7. Passaic County Community College—Wayne
- * 8. Luther College—Teaneck
- * 9. Felician College—Lodi
- * 10. Tombrock College—W. Paterson
- * 11. County College of Morris—Dover
- * 12. Englewood Cliffs College—Englewood Cliffs
- * 13. Farleigh-Dickenson University—Florham Park; Madison; Rutherford; Teaneck; Hackensack
- * 14. Centenary College—Hackettstown
- * 15. Caldwell College—Caldwell
- * 16. Montclair State College—Upper Montclair
- * 17. Northeastern Bible Institute—Essex Fells
- * 18. Assumption College for Sisters—Mendham
- * 19. Bloomfield College—Bloomfield
- * 20. Walsh College—Morristown
- * 21. St. Elizabeth—Convent Station
- * 22. Upsala College—East Orange
- * 23. Seton Hall—South Orange; Jersey City; Paterson; Newark
- * 24. Drew University—Madison
- * 25. Stevens Institute of Technology—Hoboken
- * 26. Jersey City State College—Jersey City
- * 27. St. Peter's College—Jersey City
- * 28. Essex County College—Newark
- * 29. Rutgers University—Newark
- * 30. Newark State College—Union
- * 31. Union College—Cranford
- * 32. Somerset County College—Green Brook
- * 33. Alma White College—Zarephath
- * 34. Middlesex County College—Edison
- * 35. Rutgers University—New Brunswick
- * 36. Douglass College—New Brunswick
- * 37. Livingston College—New Brunswick
- * 38. Brookdale Community College—West Long Branch
- * 39. Princeton University—Princeton
- * 40. Monmouth College—West Long Branch
- * 41. Mercer County College—Trenton
- * 42. Trenton State College—Trenton
- * 43. Rider College—Trenton
- * 44. Georgian Court College—Lakewood
- * 45. Burlington County College—Pemberton
- * 46. Ocean County College—Toms River
- * 47. Rutgers: South Jersey—Camden
- * 48. Camden County College—Blackwood
- * 49. Gloucester County College—Sewell
- * 50. Glassboro State College—Glassboro
- * 51. Stockton State College—Egg Harbor
- * 52. Atlantic Community College—Mays Landing
- * 53. Cumberland County College—Vineland
- * 54. Shelton College—Cape May

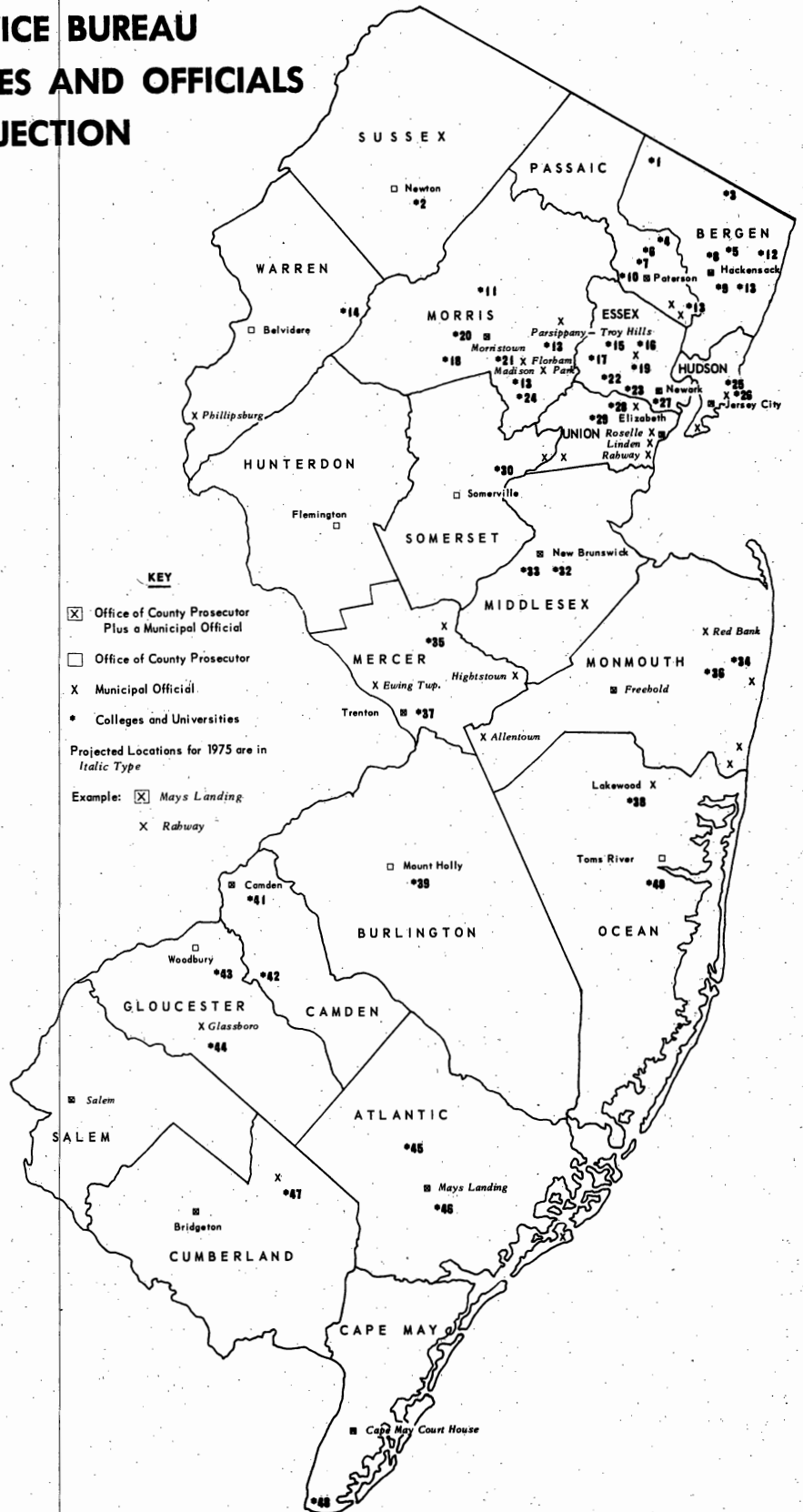


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C. THE ANNUAL ACTION PROGRAM

I. PROGRAM DESCRIPTIONS

Program 1.1.1 IMPROVEMENT OF POLICE-JUVENILE RELATIONSHIPS (Approach No. c-2)

OBJECTIVE

A priority in the area of delinquency prevention is to develop and implement programs within police departments that will promote a fair, consistent and understanding approach in handling juvenile problems, and that may help to create a favorable police image among youngsters having contact with the law.

The initial contact by a juvenile with the criminal justice system usually involves the police. Experience indicates that a large number of these cases are handled unofficially, and it is at this point that the police have a number of options, especially if the contact involves a relatively minor violation. The way any case is handled establishes in part the attitude juveniles have toward police. It is necessary, therefore, for police departments to establish training and guidelines aimed at developing consistent and proper police techniques that create positive attitudes among juveniles toward the police.

IMPLEMENTATION

Applications are encouraged from local units of government, or combinations of such units, to implement programs for the improvement of police-jvenile relationships. Funding consideration will be given to projects proposing the establishment, training and staffing of juvenile relations units or the expansion of present juvenile aid bureau operations to incorporate these new functions; the development and implementation of formal policy guidelines for dealing with juveniles; the development and implementation or expansion of pre-service and in-service police training programs on juvenile control; the development and implementation of programs promoting informal police contacts with juveniles.

One possible approach for police departments to consider is the establishment and/or expansion of juvenile aid bureaus which would have the responsibility of formulating policy guidelines, and designing in-service training programs on juvenile matters for department personnel. Juvenile topics might include the discretionary options of the police concerning dismissal, community referral, station adjustment, detention, and referral to court. Formal guidelines are needed to cover the range of police disposition, and the criteria for selection of the appropriate disposition. In-service training programs then must be designed to assist police in exercising their discretionary functions. The addition

of social caseworkers or other like professional staff to juvenile bureaus is appropriate to assist the development of guidelines and training, and to advise on the handling of cases.

Projects that encourage a positive concept of the police role may include active police participation in community social or recreational programs for youth; periodic visits by police to schools with opportunity for informal discussions with students; "public safety day" promotions where youths are encouraged to visit the police department and become acquainted with police personnel and operations. It is anticipated that approximately 300 to 400 police officers will receive guidelines and/or training in handling juvenile matters in 1971. It is further expected that approximately 20,000 juveniles will be directly affected by the projects funded, either through recreation-social activities under sponsorship and control of police agencies, or through professional civilian employees who become an integral part of the juvenile relations unit functions.

SUBGRANT DATA

In 1971, it is anticipated that the three projects in this program area which began in early 1970, funded with 1969 Action monies, will be continued for a second year. Projects funded with 1970 monies will not have begun until December 1970 or early 1971, and therefore need no further support until 1972 money is available.

\$100,000 will be required to continue funding those projects begun in 1969. It is anticipated that five to eight new grants will be awarded ranging in amount from \$20,000 to \$40,000. Priority consideration will be given to applications from municipalities of 25,000 and over population in Camden, Essex, Monmouth, Passaic, and Union counties. Municipalities are not eligible for more than one grant under this program.

BUDGET

1) LEAA Support Requested	\$300,000
2) State Support	-0-
3) Local Support	100,000
4) Other Support (Federal or Private)	-0-
5) Program Total	\$400,000
6) Applicable Federal-State Contribution Ratio: 75% Federal 25% State/Local	
7) Prior Funding for Program, i.e., Approved Fiscal 1969 Fund Request	\$ 95,065
Approved Fiscal 1970 Fund Request	\$300,000

PAST PROGRESS

In 1969, a total of \$94,146 was funded to three subgrantees under this program. They included:

Bayonne - \$28,383 — These funds were awarded to form a coordinated program to improve police-juvenile relations. A trainer-coordinator has been hired and a research corporation has been retained to formulate guidelines which will improve the Juvenile Aid Bureau's curriculum. Group sessions have been implemented involving police and students, and will be continued on an expanded basis.

Newark - \$34,075 — This grant was awarded for the expansion of the Youth Aid Bureau. The Bureau has moved into expanded facilities and has increased its staff through the addition of professional youth workers and secretarial staff. The civilian staff works in conjunction with police personnel, and in-service training has been instituted to keep members informed of changing procedures.

Jersey City - \$31,688 — This grant has been directed toward the establishment of a Teen Post Project in a Model Cities Project Area. A Teen Post has been established in the local CYO facility and is presently

servicing some 600 boys and girls. Programs cover a broad area of recreational and educational activities, including dances, athletic events and tutorial programs. Uniformed police officers have been working in the Teen Post in an advisory capacity, six days per week.

In 1970, \$190,036 has been funded in this program area. The projects are in the initial development stages, and the first year's schedule of data collection and definition should be completed in the fall of 1971.

PROJECT	SUBGRANTEE	AMOUNT
Juvenile Delinquency and Rehabilitation Program	East Brunswick	\$ 81,058
Improvement of Police Juvenile Relations	Parsippany-Troy Hills	35,094
Coordinated Program to Improve Police-Juvenile Relations in Union City	Union City	43,807
Working with Youth — A Police Juvenile Relationship	Ewing Township	30,077
Expected funding for six major cities in 1971		\$200,000

MULTI-YEAR PROJECTIONS

	FEDERAL SUPPORT	OTHER SUPPORT	TOTAL
1972	\$ 550,000	\$ 183,333	\$ 733,333
1973	650,000	216,667	866,667
1974	650,000	216,667	866,667
1975	650,000	216,667	866,667
TOTAL	\$2,500,000	\$ 833,334	\$3,333,334

Program 1.1.2 COMMUNITY INVOLVEMENT IN LOCAL JUVENILE DELINQUENCY PREVENTION PROGRAMS (Approach No. c-1)

OBJECTIVE

The objective of this program is to establish delinquency prevention projects in the community that involve active participation by interested citizens able to offer guidance and assistance to youths who are either without the support of intact family units, or are the victims of economic deprivation and social alienation.

A promising way to prevent delinquency is by establishing programs within the community that offer a measure of support and guidance, and also have the active involvement of lay citizens, parents, teachers, and community leaders. This conceptual approach is based on the premise that delinquency is closely related to the juvenile's successive and accumulating experiences in the community. Therefore, delinquency prevention must not only involve the school, or the parents on a case-by-case basis, but also by necessity must marshal all of the existing community resources.

The need for viable community programs was underscored by the President's Crime Commission Report. It called attention to three basic factors: agency structures created to deal with delinquency generally function only after the individual has become delinquent; many of these agencies are not responsive to neighborhood-level community processes and, therefore, are unable to deal effectively with them; and within these community processes may lie the very important causal factors of delinquency. Thus, if specific processes within the community are key components in generating delinquent behavior, they must be addressed via community-based programs of prevention and control.

IMPLEMENTATION

This program encourages applications from municipal units of government or combinations of such units, agencies of local government, and private and public organizations as subgrantees of local government, to

develop and implement community-based and community-involved delinquency prevention programs. Projects qualifying under this program must be broadly based, including the support of community leaders, parents, teachers, and clergy, and the participation of interested lay citizens and other community organizations.

Example projects included in this objective are the following:

- Expansion of delinquency prevention programs in school settings. This might involve intensifying existing programs and establishing innovative demonstration projects for possible dissemination to other jurisdictions. Programs focusing on narcotics and drug prevention are excluded in this program approach, since they are open to applicants under Program 3.1.1. One interesting approach could be to extend guidance services outside the school. This type of project would provide continuous guidance support through out-reach services from the school, provide for student and parent follow-up, and initiate counseling and neighborhood guidance services. Such a project envisions preventing delinquency by increasing the coordination of guidance services in the school, increasing coordination between the in-school and out-of-school worlds, and increasing the opportunity for use of experimental guidance techniques in the school and in the community.

- Non-residential community centers sponsored and/or operated by private social agencies to deal with juveniles in treatment-oriented community settings. This approach focuses on juveniles who might otherwise be committed for delinquent acts. Features of such a project could include medical and dental treatment, psychological evaluation and treatment, recreational activity, remedial education, career development, and home visitor family assistance and cooperation. Such projects must have the confidence of the courts, the general community, and an established working relationship with social service agencies.

- Community projects sponsored by private or public agencies servicing court referrals, emphasizing the training and placement of delinquent unemployable youth. Components of such projects could include the establishment of training centers emphasizing the mechanisms that will allow for the fulfillment of the objectives of employment subsequent to training. Projects could be established by key members of the community which could set up effective relations with the business community. Or, they could be developed by leaders from corporations, industrial and business interests for training and placing youths as a public service, either for retention or referral to jobs elsewhere. These projects must also have the support of the general community, parents, teachers, social service agencies and the courts.

- Establishment of Vocational Resource Offices, located in county probation departments, which would serve as a resource for hard to place unemployable juvenile probationers. This office would develop and motivate rapport with community leaders, and employer

resources for the training and placement of these youths. The possibilities of such a service might include the purchase of vocational training services from community sources, or the reimbursement, in select hard to place cases, to employers of part of the salaries of youths in apprenticeship programs. Wherever possible and feasible, these projects should be coordinated or combined with existing youth employment services.

- Establishment of Probation Volunteer Programs, located in county probation departments, which would serve to organize and develop a core of citizen volunteers to supervise juvenile probationers. Such a program would activate interested citizens in volunteer case work. These volunteers could be trained as case aides by probation personnel, and work under the guidance of select probation officers in the supervision of juvenile cases.

- Establishment of programs to train and employ youths between the ages of 14 and 18 as subprofessional aides. Recruitment of youths as paid aides by police departments, probation departments, clinics, and other social service agencies offers community participation for those youths, and a better understanding of government and the law. Such programs offer immediate employment, inculcation of constructive work habits, and training for possible positions in the future. Jobs could be established on a part-time basis during school months, or on a seasonal basis for summer employment.

- Establishment of volunteer resource offices to serve the State Training School Complex and the Reformatory Complex. This activity would concentrate on mobilizing citizen volunteer services for the enrichment of institutional programs.

SUBGRANT DATA

It is expected that the projects funded in 1969 will be re-funded in 1971 for approximately \$150,000. Those projects funded in 1970 will not require re-funding until 1972 because they will not commence operations until late 1970 or early 1971. The Division of Corrections and Parole will be granted \$35,000 to establish volunteer resource offices for the State Training School Complex and the Reformatory Complex. Of the remaining funds, it is estimated that from 8 to 15 projects ranging from \$25,000 to \$100,000 within the categories designated in the implementation section will be funded. Priority consideration will be accorded to those jurisdictions that are of large population and of urban character from Camden, Essex, Monmouth, Passaic and Union Counties.

It is anticipated that approximately 1000 – 1500 youths will be extended guidance, treatment, job placement, and/or referral to other social agencies in 1971.

BUDGET

1) LEAA Support Requested	\$1,000,000
2) State Support	11,667
3) Local Support	321,667
4) Other Support (Federal or Private)	-0-
5) Program Total	\$1,333,334

- 6) Applicable-Federal-State Contribution Ratio:
75% Federal 25% State/Local
- 7) Prior Funding for Program, i.e.,
Approved Fiscal 1969 Fund Request \$95,065
Approved Fiscal 1970 Fund Request \$250,000

PAST PROGRESS

In 1969, three subgrantees were funded under this program in the amount of \$143,008.

Newark - \$31,684 — These funds were awarded to establish a Student Adult Council on the prevention of drug abuse. This program is designed to increase the communications between school personnel and students in an effort to come to a more workable solution to drug prevention in the schools. Although funded in 1969, operation did not begin until October, 1970. The project was initially to be administered by the Newark Health Department but has been transferred to the Newark Board of Education. It is anticipated that an initial evaluation will be accomplished in the first quarter of 1971. If re-funded in 1971, money would come from Program 3.1.1, "Prevention of Narcotics and Dangerous Drug Abuse."

Trenton - \$65,402 — This project was funded for the establishment of a juvenile delinquency prevention program through the expansion of guidance facilities both in the schools and in the communities. The project was funded in 1969, but did not begin until September, 1970. Two outreach centers have been opened in the Model Neighborhood in cooperation with the Model Cities agency and a joint in-school-out-school counselling effort has begun. An initial evaluation of the project is planned for the first quarter of 1971.

Mercer County - \$45,917 — This project was funded to provide a Citizenship Training Group for juveniles

adjudged delinquent by the Juvenile Court. During the past year, the Mercer Street Friends Center, which has administered the project, handled 27 boys who, with no other alternative would have been committed to State institutions. Of this group, only three have been subsequently committed.

In 1970, \$529,009 was subgranted under this program. The projects granted these funds are in the initial stages of development. These projects are:

PROJECT	SUBGRANTEE	AMOUNT
Newarkfields	Newark	\$112,592
HAY (Help Alienated Youth)	East Orange	160,227
Citizenship Training Group	Mercer County	59,606
Bergen County Volunteers	Bergen County	12,948
Juvenile Conference Committee Volunteer Program	Camden County	20,000
Concerned Community Adults Involved with Pre-Delinquent Youth	Woodbridge Twp.	17,975
*SPARTA	Middletown Twp.	62,939
Action Program of Adjustment Committee of Elizabeth Youth Guidance Council	Elizabeth	2,832
*Prevention of Delinquent Behavior	Orange	40,000
Intensive Community Juvenile Delinquency Prevention Program	Camden	39,890
Expected funding for the six major cities in 1971		\$300,000

*These projects will be under Program 1.1.3, Youth Services Bureaus in 1971.

MULTI-YEAR PROJECTIONS

	FEDERAL SUPPORT	OTHER SUPPORT	TOTAL
1972	\$1,250,000	\$ 416,667	\$1,666,667
1973	1,500,000	500,000	2,000,000
1974	1,750,000	583,333	2,333,333
1975	1,750,000	583,333	2,333,333
TOTAL	\$6,250,000	\$2,083,333	\$8,333,333

Program 1.1.3 YOUTH SERVICE BUREAUS (Approach No. c-12)

OBJECTIVE

The objective of this program is the establishment of municipal agencies composed of interested citizens, young and old, professional and non-professional, whose interest is finding new ways to reduce the incidence of juvenile delinquency in the community.

It is imperative that communities find new ways of meeting their juvenile delinquency problems through preventive approaches. Presently troubled youths, whose

delinquency may be nurtured by unresolved social problems, many times find their way to social agencies only after entering the juvenile justice process. Existing social agencies are often confronted with youthful offenders who are hard to reach because of a lack of confidence on both sides.

A thrust must be made in approaching youths who are troublesome, but may not yet be defined as delinquent. Community organizations which take a preventive

MULTI-YEAR PROJECTIONS

	FEDERAL SUPPORT	OTHER SUPPORT	TOTAL
1972	\$ 450,000	\$ 150,000	\$ 600,000
1973	675,000	225,000	900,000
1974	675,000	225,000	900,000
1975	675,000	225,000	900,000
TOTAL	\$2,475,000	\$ 825,000	\$3,300,000

Program 1.2.2 IMPROVEMENT OF JUVENILE DETENTION PRACTICES AND PROGRAMS (Approach No. c-11)

OBJECTIVE

To assist counties in instituting programs that will promote the rehabilitation of juveniles placed in custody pending juvenile court disposition; and to assist counties in planning and designing juvenile shelters where suitable facilities are lacking.

Fifteen of the State's 21 counties operate juvenile detention shelters. The six jurisdictions that have no separate facilities house juveniles in special sections of the county jails, or in private detention facilities in adjacent counties. Some counties restrict the use of their shelters to children under the age of 16, placing the 16 to 18 year olds in a part of the county jail devoted to juvenile detention. Approximately 3,500 older juveniles charged with delinquent behavior were housed in county jails in 1969.

Many of these juvenile detention shelters simply hold youngsters until court appearance, without attempting to initiate efforts aimed at rehabilitation. It is recognized that confinement pending a juvenile court appearance is only for short periods of time. Nevertheless, it is at this juncture in the criminal justice process that youngsters are most likely to be receptive to professionally administered treatment programs. Interruptions in educational development can be extremely damaging, therefore there is need for implementation of programs that will bridge the school to detention to school gap.

The placing of children under the age of 18 in a county jail, even in a separate section, is contrary to sound correctional practice. Such confinement is prohibited by law for children under the age of 16. A need exists, therefore, to provide a detention environment that is supportive of both diagnosis and treatment.

IMPLEMENTATION

Projects that initiate or expand rehabilitation efforts directed to juveniles in county detention facilities will be eligible for funding. Projects may include staffing to provide remedial education, group therapy, social casework, psychological counseling, or the training of existing staffs in child care. Projects involving the purchase of professional services to supplement detention program activities will also be considered. Special consideration will be accorded the development

of citizen volunteer services to detainees. Counties might, for example, wish to employ a director of volunteer services who would be responsible for stimulating citizen interest and implementing related programs. Of prime importance, also, are projects which provide an educational continuity for the child with counseling and after-care placement approaches.

Jurisdictions that desire assistance in the planning of juvenile detention facilities or the improvement of existing facilities may also apply for funding. Priority consideration will be given to projects that promote juvenile detention on a regional basis. The assistance from Federal monies may be for feasibility studies or architects fees. Applications in these cases must indicate an intention to commit local funds to construction following the planning phase. It is expected that at least three grants will be awarded for this type of project.

Approximately 14,000 juveniles will be served by this program, based on the average annual intake of juvenile detention shelters and the projected number of grants.

SUBGRANT DATA

Two to three grants, from \$25,000 to \$30,000, to counties with a population in excess of 600,000 will be given. Prime consideration will be given to the target county of Essex.

Six to seven grants, from \$15,000 to \$20,000, will be given to counties with populations from 200,000 to 600,000. Prime consideration will be given to the target counties of Camden, Monmouth, Passaic and Union.

Four to five grants, from \$10,000 to \$15,000, will be given to each of several counties under 200,000 population that promote juvenile detention on a regional basis.

BUDGET

1) LEAA Support Requested	\$300,000
2) State Support	-0-
3) Local Support	100,000
4) Other Support (Federal or Private)	-0-
5) Program Total	\$400,000
6) Applicable Federal-State Contribution Ratio: 75% Federal 25% State/Local	
7) Prior Funding for Program, i.e., Approved Fiscal 1970 Fund Request	\$300,000

PAST PROGRESS

Not funded in 1969.

In 1970, six projects were funded under this program in the amount of \$177,941. These projects are:

PROJECT	SUBGRANTEE	AMOUNT
Detention Home Construction or Renovation	Atlantic County	\$ 55,200
Improvement of Juvenile Detention Program	Mercer County	21,671
Juvenile Detention Planning Project II	Cumberland County	15,000
Rehabilitation of Juvenile Delinquents Within a Detention Center	Bergen County	26,310
Guidance Counseling and Diagnostic Service	Essex County	44,760
Juvenile Detention Facility Feasibility and Planning Study	Somerset County	15,000

MULTI-YEAR PROJECTIONS

	FEDERAL SUPPORT	OTHER SUPPORT	TOTAL
1972	\$ 450,000	\$ 150,000	\$ 600,000
1973	675,000	225,000	900,000
1974	675,000	225,000	900,000
1975	675,000	225,000	900,000
TOTAL	\$2,475,000	\$ 825,000	\$3,300,000

Program 1.2.3 IMPROVEMENT OF JUVENILE CONFERENCE COMMITTEES (Approach No. c-6)

OBJECTIVE

The objective of this program is to provide professional personnel and services to Juvenile Conference Committees in order to increase their effectiveness, and to improve the alternatives available to the Juvenile Court.

The ever growing number of cases handled by the State's juvenile courts has greatly handicapped their effectiveness in reducing juvenile delinquency. Numbers have been too large to deal with promptly, and although alternatives are provided for by law through Juvenile Conference Committees, their effective implementation has been hampered because of a lack of professional staff to guide and assist community volunteers constituting the committees.

The goal of this program, to be initially implemented in a limited number of jurisdictions, is to demonstrate that Juvenile Conference Committees can be effective when provided with professional staff, and can provide a useful alternative, that in selected cases will be more

conducive to rehabilitation of the juvenile than is formal court adjudication.

IMPLEMENTATION

Three counties of varying population will be chosen for the experiment. The number of Committee aids hired will depend on the extent of projected court referrals. The staff will help guide the committees, and will act as a liaison between the committees, the courts, probation departments, and other agencies.

SUBGRANT DATA

There will be one subgrant of \$40,000 to the State Administrative Office of the Courts to administer the program in the three selected counties.

BUDGET

- 1) LEAA Support Requested \$40,000
- 2) State Support 11,833
- 3) Local Support 1,500

- 4) Other Support (Federal or Private) -0-
- 5) Program Total \$53,333
- 6) Applicable Federal-State Contribution Ratio:
75% Federal 25% State/Local

- 7) Prior Funding for Program, i.e.,
Approved Fiscal 1969/1970 Fund Request \$ -0-

PAST PROGRESS

Not funded in 1969/1970.

MULTI-YEAR PROJECTIONS

	FEDERAL SUPPORT	OTHER SUPPORT	TOTAL
1972	\$ 80,000	\$ 26,666	\$ 106,666
1973	120,000	40,000	160,000
1974	160,000	53,334	213,334
1975	160,000	53,334	213,334
TOTAL	\$ 520,000	\$ 173,334	\$ 693,334

Program 1.3.1 SPECIFIC PROBLEM-ORIENTED RESEARCH IN REDUCING JUVENILE DELINQUENCY (Approach No. j-4)

OBJECTIVE

The purpose of this research program is to learn in qualitative and quantitative terms, more about the intelligence, age, education, family and other background characteristics of juvenile offenders who appear at various stages of the criminal justice process. These characteristics will be related to the types of delinquent behavior and the delinquent career patterns of juvenile offenders.

The long range objective is to select, at an early stage, those individuals who are most amenable to rehabilitation by alternative treatment methods, and to characterize those who would have been most amenable to various preventive-intervention programs at an earlier state in their delinquent careers. It is an attempt to determine, scientifically, what kinds of prevention programs and what kinds of rehabilitation programs work best with what kinds of pre-delinquents and delinquents.

IMPLEMENTATION

The agency to implement this program is the Division of Correction and Parole of the State Department of Institutions and Agencies. This is the second year of a three-year longitudinal study.

The first year of this study is devoted to the development of operating definitions and the collection of basic data. To this end a descriptive survey of the general range of alternatives available to the juvenile courts is being prepared. A representative sample of alternative modes of treatment will be selected which will represent distinct and exclusive forms of intervention which form definable segments of the total available range.

For each alternative a cluster of identifying characteristics will be developed. Such characteristics will include place of residence, scheduling and length of stay, size of treatment group, staff ratios, general assignment criteria, operational objectives (custody,

care, control, treatment, education, recreation, productivity), and the claim of specified efforts which are distinct or unique as compared to those generally offered for the same subgroup of behavior problems. Non-governmental and informal kinds of contact will be included as available alternatives.

In the second year a descriptive survey of the range of learning, behavior, family and community variables represented by juvenile court referrals will be applied to a sample of 960 juveniles from the Camden, Essex and Bergen County juvenile courts. It is anticipated that four major subtypes will be identified reflecting clusters of scores on various factors.

The initial range of twenty treatment alternatives will be combined and reduced to eight "intervention packages." A distribution of the four delinquent subtypes will then be identified in a randomly dispersed pattern among the eight "intervention packages" in preparation for the follow-up phase to determine the various effects of different treatment modes on different types of delinquents.

SUBGRANT DATA

The total funding available for this program for 1971 is \$75,000. These funds are available to the Division of Correction and Parole of the New Jersey Department of Institutions and Agencies upon satisfactory completion of the work program funded under the 1970 project grant.

BUDGET

- 1) LEAA Support Requested \$ 75,000
- 2) State Support 25,000
- 3) Local Support -0-
- 4) Other Support (Federal or Private) -0-
- 5) Program Total \$100,000
- 6) Applicable Federal-State Contribution Ratio:
75% Federal 25% State/Local
- 7) Prior Funding for Program, i.e.,
Approved Fiscal 1969/1970 Fund Request \$ 50,000

PAST PROGRESS

In 1970 this program was initially funded for \$50,000. The program is in the initial stages of development and

the first year's schedule of data collection and definition should be completed in the fall of 1971.

MULTI-YEAR PROJECTIONS

	FEDERAL SUPPORT	OTHER SUPPORT	TOTAL
1972	\$ 75,000	\$ 25,000	\$ 100,000
1973	-0-	-0-	-0-
1974	-0-	-0-	-0-
1975	-0-	-0-	-0-
TOTAL	\$ 75,000	\$ 25,000	\$ 100,000

Program 2.1.1 INCREASE POLICE PATROL EFFECTIVENESS THROUGH MORE EFFICIENT ALLOCATIONS OF POLICE RESOURCES (Approach No. b-1)

OBJECTIVE

This program is designed to provide a measurable reduction in street crimes and an increased feeling of safety in the general population by allocating increased police resources to the patrol function through more efficient utilization of the existing police resources.

The problems involved in police patrol allocation include prediction of demand for services; establishment of an allocation criterion (e.g., minimize average response time, minimize costs to provide a specified level of patrol presence in a time and space matrix); pre-positioning of forces (e.g., mix of marked and unmarked cars, supplementary vehicles, reserve support, and foot patrol); and re-positioning of forces in real time in response to tactical exigencies.

By carefully analyzing the time and place of expected demands, and by reallocating police resources to meet these demands, the streets and other public places will be made safer at all hours of the day and night.

IMPLEMENTATION

Projects in this program area will be operated in two phases. The first phase will include data collection on the time and place of occurrence of street crimes, the present pattern of patrol coverage, and a plan of reallocation of resources to provide optimum patrol coverage in a selected high crime area of a city.

The second phase will include the rescheduling and reassignment of personnel and equipment in accordance with the plan developed in the first phase.

Activities under this program may include innovative methods of patrol, such as beat policing by police officers who establish residence in the area; or team policing, which places all of the police activities in a given area under a unified command; or assignment of civilian personnel to non-enforcement functions to release policemen to the street. New motor patrol techniques may be utilized, such as individually assigned patrol cars (the Indianapolis Police Car Plan), or one-man patrol cars, scooters, and other vehicles. Certain

equipment in support of new patrol allocations may be used, however, such equipment must be justified in terms of the specific reallocation of existing police resources. In 1971 it is anticipated that cities which institute projects under this program will increase their clearance rates of index crimes to an average of approximately 30%.

SUBGRANT DATA

There will be between three and fifteen subgrants under this program. Two to six subgrants of between \$50,000 and \$150,000 will go to cities with populations in excess of 100,000; two to four subgrants of between \$25,000 and \$50,000 to cities with populations between 50,000 and 100,000; and the remaining subgrants to any municipality, with priority consideration given to cities with populations between 25,000 and 50,000. The range of the latter subgrants will be between \$10,000 and \$25,000. One subgrant in the amount of \$44,000 will be given to the City of Newark for continuation of Project PRAD funded in 1970.

BUDGET

1) LEAA Support Requested	\$600,000
2) State Support	-0-
3) Local Support	200,000
4) Other Support (Federal or Private)	-0-
5) Program Total	\$800,000
6) Applicable Federal-State Contribution Ratio:	
75% Federal 25% State/Local	
7) Prior Funding for Program, i.e.,	
Approved Fiscal 1969/1970 Fund Request -	
1969	\$ -0-
1970	100,000

PAST PROGRESS

Not funded in FY 1969.

The four subgrantees under this program in 1970 with funds in the amount of \$101,203 have not had the funds

for a sufficient period of time to evaluate their efforts.
These projects are:

PROJECT	SUBGRANTEE	AMOUNT
Police Resource Allocation Design (PRAD)	Newark	\$ 43,895
Implementation of a 450 MHz Police Radio Network	Trenton	9,450
Manpower Utilization Demonstration	Newark	28,890
Program to Reduce Report Writing Time	Union City	18,968
Expected funding for six major cities in 1971		\$300,000

MULTI-YEAR PROJECTIONS

	FEDERAL SUPPORT	OTHER SUPPORT	TOTAL
1972	\$ 600,000	\$ 200,000	\$ 800,000
1973	600,000	200,000	800,000
1974	600,000	200,000	800,000
1975	600,000	200,000	800,000
TOTAL	\$2,400,000	\$ 800,000	\$3,200,000

Program 2.1.2 INCREASE APPREHENSION AND DETERRENCE EFFECTIVENESS THROUGH REDUCTION OF POLICE RESPONSE TIME (Approach No. d-4)

OBJECTIVE

The objective of this program is to reduce the total time it takes for a police officer to reach a reported incident or crime scene, as measured either from the time the crime occurs or from the time that a report requesting assistance is received. This will increase the number of on-the-scene apprehensions and thus deter potential offenders.

Studies and surveys indicate that reduced response time on the part of the police relates directly to a higher crime clearance rate and helps deter crime by making apprehension more certain.

Police apprehend criminals primarily by making "on view" arrests of offenders at the scene of a crime or by interception of the perpetrator after a report of an incident is received. Response time can be reduced by more effective patrolling techniques which give quicker access to a crime scene, and by improved methods of communicating reports of crimes to the police.

IMPLEMENTATION

This program envisions financial support to local police agencies for local projects defining, establishing, and evaluating a variety of means for reducing police response time.

Example projects can be, but are not limited to: Adoption of the emergency number "911" for outside

telephone booths (no coin necessary); improvement of command and control capabilities; rapid individual police communications systems; more accessible street emergency communications facilities (available for use of public), etc.

Funding will be made to local police applicants who show a documented need for help, who demonstrate a willingness to give the project high priority, and who have the capacity both to sponsor and to cooperate in research and evaluation. In 1971 it is projected that police departments in cities which develop projects under this program will increase their clearance rates for index crimes over the State average of 13.5 percent.

Exclusions

Any equipment normally considered standard police support equipment, or any other equipment, the primary purpose of which is not the reduction of police response time to crime scenes will not be funded. SLEPA reserves the right to make individual determinations on these exclusions on a case-by-case basis.

SUBGRANT DATA

The funding level for 1971 is \$200,000. It is anticipated there will be 6 to 10 grants of between \$20,000 and \$30,000 each. It is also anticipated that not more than one grant will be given to any one jurisdiction. Classes of subgrantees eligible include any local police

department in a municipality that has a crime index equal to or above the State average and can fully document the need for such a project. Priority consideration will be given to applications from the six urban high crime cities in New Jersey. Subgrantees will be expected to supply SLEPA with an evaluation of the project after a reasonable period of time has elapsed, and a total evaluation upon completion of the funding period. Evaluation will include statistics on the number of arrests for criminal offenses for one year prior to the funding of the project and for the project year, as well as other evaluative data and information as requested by SLEPA.

BUDGET

1) LEAA Support Requested	\$200,000
2) State Support	-0-
3) Local Support	66,667
4) Other Support (Federal or Private)	-0-
5) Program Total	\$266,667
6) Applicable Federal-State Contribution Ratio: 75% Federal 25% State /Local	
7) Prior Funding for Program, i.e., Approved Fiscal 1969 Fund Request	\$ 95,065
Approved Fiscal 1970 Fund Request	200,000

PAST PROGRESS

In FY 1969 there were four grants under this program in the amount of \$90,368. These projects and their progress to date are as follows:

The East Orange Police Department has ordered but has not received 30 walkie-talkies, and has developed and printed educational literature for public dissemination in an effort to improve citizen cooperation in reporting crime. The amount of the subgrant is \$25,000.

The Newark Police Department has ordered but has not received walkie-talkies to improve individual communications in order to reduce response time. The amount of the subgrant is \$30,768.

The Fort Lee Police Department has ordered but has not received walkie-talkies and two base stations to be used in vertical policing of high rise apartments. The amount of the subgrant is \$13,350.

The Elizabeth Police Department has ordered and received 85 percent of its equipment to implement a portable burglar alarm system which will be utilized in areas of high incidence of breaking, entering and larceny. There is no further progress to date. The amount of the subgrant is \$21,250.

There were seven subgrantees funded under this program in 1970 in the amount of \$162,134. These projects are:

PROJECT	SUBGRANTEE	AMOUNT
Reduction of Response Time Through Programmed Electronic Concepts	Passaic	\$ 12,822
Instant Action Controls and Concepts through Electronic Responses	Hackensack	17,895
Police Communications Control Center	Belleville	29,997
Reduction of Police Response Time	South River	27,370
Reduction of Police Response Time	Irvington	30,244
Modern Police Approach to Law Enforcement/Increase Effectiveness Through Police Response Time	Atlantic City	34,206
Decreasing Police Response Time Through Individual Communications	Hoboken	9,600
Expected funding for six major cities in 1971		\$100,000

MULTI-YEAR PROJECTIONS

	FEDERAL SUPPORT	OTHER SUPPORT	TOTAL
1972	\$ 330,000	\$ 110,000	\$ 440,000
1973	540,000	180,000	720,000
1974	600,000	200,000	800,000
1975	450,000	150,000	600,000
TOTAL	\$1,920,000	\$ 640,000	\$2,560,000

Program 2.1.3 PREVENTION OF CRIME THROUGH "HARDENING" OF CRIME TARGETS (Approach No. b-2)

OBJECTIVE

This program is designed to reduce the number of crimes by impeding the opportunity to commit crimes, through improved protection of the criminal target, be it a

person or property.

Many crimes are committed because the target of the crime is not properly protected. These crime targets include vehicles that are left unlocked or with the keys in

the ignition, homes which are left improperly locked, buildings that are inadequately protected by proper lighting or security devices, and pedestrians who must negotiate high-risk street areas that are insufficiently lighted and offer concealment for potential assailants.

Hazardous conditions which invite criminal acts can be reduced, thereby lessening opportunities for crimes to be committed.

IMPLEMENTATION

Projects to be operated in this program area will include any appropriate techniques or equipment, designed to protect and to make more secure property and/or persons that are the potential targets of crime. The area of coverage for a project may be a public building or group of buildings, such as public schools and public housing projects; private buildings or property, such as apartment houses or parking areas; or geographic areas where a high incidence of crime has been reported.

The project may include surveillance devices, such as closed-circuit television or portable television units; sensory devices to detect intruders, such as electric eyes, microphones, or alarm triggering devices; improved lighting in hazardous areas; mechanical locking devices; and physical barriers to prevent entry. In addition, a pyramid telephone warning system could be employed among businesses located in a high crime area.

Projects may also be developed to include more citizen-oriented hardening of crime targets. "Ham radio" units in private automobiles, radio band operators' clubs, and taxicab fleets and utility company cars with their own communications systems can all be used effectively in preventing crime, simply by relaying suspicious circumstances, disturbances or incipient difficulties to the police.

SUBGRANT DATA

There will be between five and ten subgrants under this program. Eligible subgrantees will include all municipal governments of cities with a population of 25,000 or more. Where equipment purchased or leased by the subgrantee is provided for the benefit of any

private person or corporation under this project, the recipient of the equipment will reimburse the subgrantee for the actual cost of the equipment and that amount will be deducted from the project cost. The monetary range for each subgrant will be \$20,000 to \$40,000.

It is anticipated that in 1971, ten cities will benefit directly from this program. Through the use of improved lighting techniques, specialized equipment, mechanical locking devices, etc., the number of crimes in these cities will be reduced by curtailing the opportunity to commit crimes. Public housing projects in these cities, parking lots, and streets and overpasses in certain areas are especially considered to be potential crime areas, and are project possibilities.

BUDGET

1) LEAA Support Requested	\$200,000
2) State Support	-0-
3) Local Support	66,667
4) Other Support (Federal or Private)	-0-
5) Program Total	\$266,667
6) Applicable Federal-State Contribution Ratio:	
75% Federal 25% State/Local	
7) Prior Funding for Program, i.e.,	
Approved Fiscal 1970 Fund Request	\$300,000

PAST PROGRESS

Not funded in FY 1969.

The three subgrantees under this program in 1970, funded in the amount of \$62,638, have not had the funds for a sufficient period of time to evaluate their efforts. These projects are:

PROJECT	SUBGRANTEE	AMOUNT
Safety Through Lighting & Enlightenment	Newark	\$ 47,360
Street Light Improvement in High Crime Rate Area	East Orange	11,046
Operation Nightlight	Plainfield	4,232
Expected funding for six major cities in 1971		\$ 75,000

MULTI-YEAR PROJECTIONS

	FEDERAL SUPPORT	OTHER SUPPORT	TOTAL
1972	\$ 300,000	\$ 100,000	\$ 400,000
1973	500,000	166,666	666,666
1974	500,000	166,667	666,667
1975	500,000	166,667	666,667
TOTAL	\$1,800,000	\$ 600,000	\$2,400,000

Program 2.1.4 SPECIALIZED EQUIPMENT FOR LOCAL POLICE AND COUNTY LAW ENFORCEMENT AGENCIES TO IMPROVE THE DETECTION, APPREHENSION AND CONVICTION OF CRIMINALS (Approach No. d-3)

OBJECTIVE

The objective of this program is to provide for the acquisition, development, and evaluation of specialized detection-apprehension equipment by selected local police departments and county law enforcement agencies.

Use of modern sophisticated equipment is necessary if law enforcement agencies are to counteract the increasing mobility and sophistication of criminals. It is anticipated that the use of such equipment will not only improve the capabilities of police in detection and apprehension, but will also allow for more efficient allocation of police resources, will increase convictions, and will deter potential offenders because of the increased risk of apprehension and conviction.

IMPLEMENTATION

SLEPA will provide funds, on a limited basis, for the purchase of modern sophisticated, specialized crime detection and apprehension equipment by local police departments and county law enforcement agencies that can establish maximum potential benefit from such specialized equipment, and that have or can retain and train the personnel and support facilities necessary for its most effective utilization.

It is intended that the equipment be used in the larger cities and counties that are high crime areas. Applicants must show a documented need for such equipment, demonstrate willingness to give the project high priority and indicate the capacity both to sponsor and cooperate in evaluation.

Examples of specialized equipment meeting the program specifications are: night visibility and other types of surveillance equipment, cameras, binoculars, vari-print equipment, crime scene equipment, etc. In 1971 it is anticipated that jurisdictions purchasing and utilizing equipment under this program will increase their clearance rates for index crimes over the current State average of 13.5 percent.

Excluded Equipment

- 1) Any such equipment generally considered standard police support material, such as weapons, vehicles, ammunition and traffic control devices.
- 2) Any equipment used especially for riots or civil disorders, as distinct from equipment whose primary purpose is the detection and apprehension of criminals.
- 3) Communications equipment.

SUBGRANT DATA

The funding level for 1971 is \$200,000. It is anticipated that there will be between 10 and 15 grants in the range of \$2,000 to \$30,000. It is also anticipated that not more than one grant will be given to any one jurisdiction. Subgrantees eligible include any local or county police departments, prosecutors' offices or sheriffs' offices, but priority consideration will be given

to police departments, prosecutors' offices and sheriffs' offices in the urban high crime areas.

Subgrantees will be expected to supply SLEPA with an evaluation design prior to funding, and with a completed evaluation at the end of the funding period. Evaluation should include statistics on arrests for criminal offenses and convictions, relevant to the type of equipment being utilized, for one year prior to the acquisition of the specialized equipment and for the year in which the equipment is used. Subgrantees will be expected to furnish other evaluative data and information relative to the project as requested by SLEPA.

BUDGET

1) LEAA Support Requested	\$200,000
2) State Support	-0-
3) Local Support	66,667
4) Other Support (Federal or Private)	-0-
5) Program Total	\$266,667
6) Applicable Federal-State Contribution Ratio:	
75% Federal 25% State/Local	
7) Prior Funding for Program, i.e.,	
Approved Fiscal 1969 Fund Request	\$ 95,065
Approved Fiscal 1970 Fund Request	173,629

PAST PROGRESS

In FY 1969 there were 8 subgrants under this program in the amount of \$95,065. These projects and their progress to date are as follows:

The Trenton Police Department has purchased and received T.V. surveillance equipment and is awaiting modification of headquarter's facilities to use this equipment for identification and training purposes. The amount of the subgrant is \$4,956.

The Jersey City Police Department is conducting a study, and will train personnel in the use of electronic, chemical and mechanical devices for the detection and apprehension of criminals in areas of high crime incidence. The amount of the subgrant is \$27,549.

The Camden Police Department has purchased and installed two polygraph units in a fully equipped "polygraph suite." The Department has tested 155 persons and has solved 23 cases directly attributable to the use of the polygraph. The amount of the subgrant is \$4,578.

The Camden Police Department has undertaken a study by a private consultant to determine the best available equipment for a centralized warrant control system. The recommendations have been accepted and the equipment is presently on order. The amount of the subgrant is \$7,357.

The Bloomfield Police Department has purchased and installed dictating and recording equipment, and has retained the services of a clerk-typist to decrease time

spent by detectives on report writing. The amount of the subgrant is \$12,420.

The Newark Police Department received a grant for the installation of "teleprinters" in their patrol cars. The Department was unable to obtain a frequency on which to operate these units. The City has received permission to revise their application and use the funds to purchase 30 walkie-talkies to improve individual communications. The amount of the subgrant is \$17,070.

The Trenton Police Department has purchased and installed dictating and recording equipment, and has retained the services of a clerk-typist to decrease time spent by detectives on writing reports. The amount of the subgrant is \$11,329.

Cape May County received a grant for the purpose of converting the communications capability of county law enforcement vehicles to a two channel operation. There

has been no progress to date. The amount of the subgrant is \$9,805.

There were four subgrantees funded under this program in 1970 in the amount of \$71,036. These projects are:

PROJECT	SUBGRANTEE	AMOUNT
Clearance of Crime Through Scientific Crime Investigation	Gloucester County	\$ 4,916
Increase the Risk and Difficulty of Committing Crime	West Orange	22,885
Police Department Improvement Program	West New York	1,278
Specialized Police Equipment	Parsippany-Troy Hills	41,957
Expected funding for six major cities in 1971		\$100,000

MULTI-YEAR PROJECTIONS

	FEDERAL SUPPORT	OTHER SUPPORT	TOTAL
1972	\$ 337,500	\$ 112,500	\$ 450,000
1973	506,250	168,750	675,000
1974	540,000	180,000	720,000
1975	570,000	190,000	760,000
TOTAL	\$1,953,750	\$ 651,250	\$2,605,000

Program 2.2.1 STATEWIDE COMMUNICATIONS AND INFORMATION SYSTEM (Approach No. d-1)

OBJECTIVE

The objective of this program is to provide a modern information storage, retrieval, and dissemination system which is vitally needed by all law enforcement agencies of the state.

This completely developed and implemented computerized system will, through a central computer bank, enable the State to meet the following law enforcement objectives: (1) Communications capacity will be greatly increased via establishment of a computer-based message switching and "real time" inquiry system which will replace the presently overburdened and inadequate State teletype system; (2) Intelligence, which is required for crime control, will be greatly expanded by the central collection and analysis of information on known criminal elements; and (3) Criminal identification and records keeping, a process now widely scattered through the slow moving and often incomplete record sections of local law enforcement agencies, will be brought under one memory bank. This system will expedite the process of criminal identification by providing investigative aids to police investigators, and pertinent criminal identification and history data to law enforcement agencies.

IMPLEMENTATION

Development of the Communications and Information System will be phased and proceed in accordance with the following rationale:

1) States should assume responsibility for assuring that area-wide records and communications needs are provided. ("The Challenge of Crime in a Free Society," The President's Commission on Law Enforcement and Administration of Justice, pp. 119-20).

2) The Division of State Police will be the agency responsible for coordination and management of the System, since it is the only agency presently having statutory authority to collect and maintain the information base required for the establishment of such a System.

3) The communications system will be developed using existing state-of-the-art techniques in order to eliminate delays and to insure immediate usefulness.

4) The System will be capable of interfacing with other related information systems such as NCIC, NYSIIS, NESPAC, LETS, *Project SEARCH* and other existing or proposed systems.

5) The information storage and dissemination system will provide ready and inexpensive service to all the

appropriate State, county, and local agencies in the State.

6) The System will facilitate rapid communications between law enforcement agencies at all levels of government in order that crime control efforts are coordinated and make maximum use of all available facilities and services.

7) The System will be designed for implementation in a modular fashion to permit expansion and inclusion of new developments while providing immediately useful results.

8) The System will be housed and operated from a designated computer, located at the West Trenton Headquarters of the Division of State Police in order to insure the security and privacy required of such an intrastate system, and to enhance New Jersey's acceptance into interstate and proposed nationwide systems, (i.e., Project SEARCH - "System for Electronic Analysis and Retrieval of Criminal Histories.")

Regional access links into the System will be readily available to county and municipal agencies. These regional access links will connect with the statewide center located in Trenton, which in turn will have access to the statewide data bank, the national data bank (NCIC) in Washington, D.C. and the data banks of information centers in other states (e.g., NYSIIS) and interstate regions (e.g., NESPAC).

The phased implementation of the System will involve initial regional access links, their location and number determined by a communication engineering study. This study has been completed and implementation has begun. These regional access links will serve both the densely populated, high crime incident areas of the northeastern counties and the balance of the State. In the final operational configuration, the System will provide service to eight or more regional centers covering all sectors of the State, with a response time of less than one minute on all inquiries. These regional centers are tentatively scheduled to be located in the following locations: Hackensack, Newark Airport, Morristown, and Washington, for North Jersey; Fort Dix and Princeton for Central Jersey; and Mantua, Hammonton, Bridgeton and Mays Landing for South Jersey.

Eventually, each of these regions will contain one or more terminals capable of regionally centralizing all information flowing between that region and the central computer located in the vicinity of Trenton.

The phased implementation of the System will begin with the structuring and development of the communications component. The survey has been completed. This communications component is a message-switching and inquiry-handling computer complex connected via a tele-communications network to remotely located terminals and computers. Concurrently, the initial development of the information and identification data base will commence toward implementation and design of related functional operational areas.

Subsequent phases will include the continuing of the first year structuring and development of other related criminal justice applications, and the expansion of the individual data base, i.e., criminal histories, identification, and flow of offenders through the criminal justice system. It will also include the orderly and efficient expansion of terminals and access links throughout the State at all levels and functional areas of the criminal justice system. A survey to determine the need for compatibility of specifications for multiple-communications hardware, and to ascertain the feasibility of the use of microwave computers is underway.

During 1971, the first phase of the System will have been developed and implemented. This will include four regional terminals, the Central computer complex, and a communications network which will satisfy information flow throughout a major portion of the State.

In 1971 - 1972, Phase II will be developed and implemented, including the expansion of the System to eight or more regional terminals, six or more municipal terminals, and further expansion of the microwave communications network to cover additional areas of the State. A continuing system design and development effort will expand those crime-related applications required of the System.

SUBGRANT DATA

Because of the nature of this program, i.e., Statewide Communications and Information System, there will be only one subgrant of \$700,000 to be awarded to the New Jersey Department of Law and Public Safety, and administered by that Department's Division of State Police. In order not to overlap the first grant period, 1971 funds will not be subgranted until September 1, 1971.

BUDGET

1) LEAA Support Requested	\$700,000
2) State Support	233,333
3) Local Support	-0-
4) Other Support (Federal or Private)	-0-
5) Program Total	\$933,333
6) Applicable Federal-State Contribution Ratio: 75% Federal 25% State/Local	
7) Prior Funding for Program, i.e., Approved Fiscal 1970 Fund Request	\$600,000

PAST PROGRESS

This project was funded in 1970 in the amount of \$600,000. Surveys have been completed to finalize specifications for computer equipment. Bids are expected to be tendered in the very near future, with expected delivery in July or August of 1971.

An overall study has been completed on the feasibility of the use of microwave computers. During 1970 specifications were drawn on the communications network design compatible with the Microwave Computer System.

Also, the Kansas City Police Department Communication System and the Minnesota Police Communication System (Univac) were surveyed.

MULTI-YEAR PROJECTIONS

	FEDERAL SUPPORT	OTHER SUPPORT	TOTAL
1972	\$ 900,000	\$ 300,000	\$1,200,000
1973	600,000	200,000	800,000
1974	-0-	-0-	-0-
1975	-0-	-0-	-0-
TOTAL	\$1,500,000	\$ 500,000	\$2,000,000

**Program 2.2.2 INCREASED CRIME LABORATORY SERVICE
(Approach No. d-5)**

OBJECTIVE

The principal objective of this program is to expand the services of the Central Crime Laboratory at West Trenton, through the establishment of regional or satellite laboratories.

These regional laboratories will provide sophisticated scientific evidence examinations in the most expeditious manner for all law enforcement agencies, and fill the existing voids in laboratory services. All law enforcement agencies in the State will derive benefits from these expanded services to a greater degree than that depicted in the following statistical summary of the workload of the Forensic Sciences Bureau of the Division of State Police for the past three years.

YEAR	CASES	State Police	Other Agencies	% State Police	% Other Agencies
1967	3,658	1,203	2,455	32.9	67.1
1968	4,948	1,526	3,422	30.8	69.2
1969	7,823	2,287	5,536	29.2	70.8

YEAR	Examinations	State Police	Other Agencies	% State Police	% Other Agencies
1967	32,507	12,845	19,662	39.5	60.5
1968	63,492	18,146	45,346	28.6	71.4
1969	105,175	29,129	76,046	27.7	72.3

Expanding crime laboratory services will also include the expansion of scientific training for all law enforcement officers in the recognition, preservation, and submission of evidence, and the training of forensic chemists and technicians. Included in this training program will be the publication and dissemination of periodic, forensic science newsletters and an evidence manual.

IMPLEMENTATION

On-going State funding has provided for the renovations and construction of the central bureau

laboratory and is anticipated for the proposed regional laboratories.

The particular activities planned for which funding is being requested include: recruiting and training of approximately 20 professional personnel, i.e., forensic scientists, chemists and laboratory technicians; and upon completion of the North Jersey Lab, conducting scientific training programs for approximately 100 to 200 county and municipal criminal investigators in the recognition, preservation, collection and submission of physical evidence; hiring necessary clerical and support personnel; and purchasing necessary scientific instrumentation, scientific libraries, refrigeration equipment, laboratory cabinets and other office equipment. Also, in regard to training laboratory personnel, arrangements have been initiated with Paterson State College to conduct intern programs.

The schedule for development of regional laboratories is as follows: Phase I - Construction to begin at Little Falls in March, 1971 with a target date for beginning operations October, 1971. Phase 2 - Construction of the South Regional Laboratory at Hammonton beginning in July, 1971, with a target date for beginning operations later in 1971. Legislation is pending in the State Legislature requesting additional funds with which additional satellite labs can be constructed in Central Jersey and Eastern Jersey, at Sea Girt.

During both the central bureau expansion, and the North Regional Laboratory development stage, laboratory personnel will be hired and trained. Purchase of equipment will also be accomplished during this period. Further expansion of the Central Lab is expected in 1973 and 1974 with the erection of a separate building for Forensic Sciences. In 1971, surveys will be conducted at laboratories in the Chicago and San Francisco areas, which will aid in the implementation of this program. Two regional labs will become operational with personnel training completed and with the equipment

installed. Personnel for a third regional lab (Sea Girt) will begin training at the Central Lab.

SUBGRANT DATA

Because of the nature of this program, i.e., expansion of the central crime laboratory and establishment of regional laboratories operating as satellites to the central laboratory, there will be only one subgrant of \$240,000 to be awarded to the New Jersey Department of Law and Public Safety and administered by that Department's Division of State Police. The grant award period in 1971 will commence July 1, 1971.

BUDGET

- 1) LEAA Support Requested *\$240,000
- 2) State Support 80,000
- 3) Local Support -0-
- 4) Other Support (Federal or Private) -0-
- 5) Program Total \$320,000
- 6) Applicable Federal-State Contribution Ratio:
75% Federal 25% State/Local
- 7) Prior Funding for Program, i.e.,
Approved Fiscal 1969/1970 Fund Request \$120,000

*Additional Federal funds are being requested for this purpose under the Discretionary Grant Program 1971, "Science in Law Enforcement - Expanded Laboratory Services." Approval of this discretionary grant will require additional State support depending upon the level of discretionary funding approved.

PAST PROGRESS

Not funded in FY 1969.

In 1970 grant money was received by the Division of State Police on September 30, 1970. Five positions (chemist, laboratory technician and clerical) have been filled, and the above are presently being trained at an annual cost of \$9,794.

Expansion of the present laboratory facilities at Division Headquarters has been completed with an additional 1,176 square feet of laboratory space having been added with still further expansion to take place. Construction plans for the North Jersey Laboratory have been approved by the State Bureau of Construction. The same plans will eventually be used for the Central, Eastern and South Jersey laboratories. Laboratory technicians have visited other State laboratories to study new methodologies in forensic science techniques.

Some highly technical equipment is now on order, including such devices as stereo and compound microscopes, chemical balances, gas chromatographs, ex-ray defraction units, a mass spectrometer, and an ultra-violet spectrophotometer.

MULTI-YEAR PROJECTIONS

	FEDERAL SUPPORT	OTHER SUPPORT	TOTAL
1972	\$ 240,000	\$ 80,000	\$ 320,000
1973	240,000	80,000	320,000
1974	240,000	80,000	320,000
1975	240,000	80,000	320,000
TOTAL	\$ 960,000	\$ 320,000	\$1,280,000

**Program 2.2.3 RECRUITMENT OF CRIMINAL JUSTICE SYSTEM PERSONNEL
(Approach No. a-1)**

OBJECTIVE

The objective of this program is to determine personnel requirements and establish or continue ongoing recruitment projects for criminal justice system personnel in order to alleviate shortages, and to recruit better personnel for each of the components of the system.

IMPLEMENTATION

It is envisioned that projects funded under this program in 1970 will be continued in 1971. Additional projects will be added in order to meet the program objective.

In addition to the aforementioned projects, one type which could receive funding under this program is: The establishment or expansion of police recruitment

projects in local municipalities that permit recruitment of police applicants on a Statewide basis, and/or which mandate by ordinance the recruitment of college-level police applicants.

Other local police recruitment projects could be funded under this program, and SLEPA will determine these on a case-by-case basis.

It is hoped that local police recruitment projects in the first year will provide those communities which participate under this program with the personnel they require to fill their quotas.

In future years, this program will be expanded. The goal is to solve the recruitment problems for the entire criminal justice system. The program will require

continuous funding with Federal support of \$2,000,000 from 1972 through 1975.

SUBGRANT DATA

One grant is available for continuation of the corrections recruiting project, funded in 1970 at a range up to \$30,000.

There will be between three and ten grants of up to \$50,000 each available for local police recruitment projects in communities with a population in excess of 25,000.

Subgrantees must demonstrate willingness to give the subject high priority, and the capacity both to sponsor and cooperate in research and evaluation. Each subgrantee also will be responsible for the general and special conditions attached to approved grant applications.

BUDGET

- 1) LEAA Support Requested \$230,000
- 2) State Support 10,000
- 3) Local Support 66,667
- 4) Other Support (Federal or Private) -0-
- 5) Program Total \$306,667
- 6) Applicable Federal-State Contribution Ratio:
75% Federal 25% State/Local
- 7) Prior Funding for Program, i.e.,
Approved Fiscal 1969/1970 Fund Request —
1969 \$ -0-
1970 \$320,000

PAST PROGRESS

Not funded in FY 1969.

In 1970 there were two grants under this program in the amount of \$251,760. The subgrantees have not had

their funds for a sufficient period for their projects to be evaluated. These projects are:

PROJECT	SUBGRANTEE	AMOUNT
Recruitment and Employment of Probation Aides	Administrative Office of the Courts	\$221,760
A Program of Personnel Analysis & Recruitment for State and Local Corrections	State Department of Institutions & Agencies	30,000
Expected funding for the six major cities in 1971		\$100,000

The corrections project funded in 1970 will be continued in 1971. It is anticipated in the second year (1971) that a viable data base will have been completed, determining State and county needs. Additionally, at least one short-term recruitment project will have been developed, reaching a target goal of 50-75 college students.

It is hoped that forty-four budgeted positions for professional personnel will have been filled, that some 400-500 referrals will have been made to corrections and parole agencies, and that forty-seven corrections and parole agencies will increasingly utilize the recruitment office as its main source for personnel.

Continuation funds will not be needed for the probation project, since this program will not begin its first year of operation until 1971.

The Statewide police project for which \$100,000 was allocated in 1970 will be carried over into 1971. It is hoped that this project will be adopted and implemented during this year.

MULTI-YEAR PROJECTIONS

	FEDERAL SUPPORT	OTHER SUPPORT	TOTAL
1972	\$ 500,000	\$ 166,666	\$ 666,666
1973	500,000	166,667	666,667
1974	500,000	166,667	666,667
1975	500,000	166,667	666,667
TOTAL	\$2,000 000	\$ 666,667	\$2,666,667

Program 2.2.4 BASIC ACADEMIC EDUCATION IMPROVEMENT FOR CRIMINAL JUSTICE SYSTEM PERSONNEL (Approach No. a-2)

OBJECTIVE

The objective of this program is to provide basic academic education to criminal justice personnel who do not have high school diplomas or equivalency certificates. This will help to build a firmer base for the development of on-the-job skills and in-service training, and would help recruitment efforts in general. The program will also provide the incentive for criminal justice personnel to ultimately become eligible for college-level academic

assistance now being offered by the law enforcement education program (LEEP).

The need for a basic educational improvement program is apparent. The efficiency of police departments, as well as other agencies within the criminal justice system, depends in large measure on the basic intellectual and technical skills afforded by academic education. Of equal importance, perhaps, is the fact that high school academic credentials provide

the needed incentive for furthering education, thus creating law enforcement expertise for future years.

IMPLEMENTATION

This program encourages the development of adult basic academic educational projects for criminal justice personnel, leading to a high school equivalency certificate. Current adult academic programs offered either by local school boards or the State Department of Education are largely ineffective in motivating law enforcement personnel to attend.

These projects will be located in county colleges which have received Law Enforcement Education Program (LEEP) funds from the Law Enforcement Assistance Administration of the U.S. Department of Justice. This approach will afford a logical continuum for those students willing to pursue further education. The program will be offered to any criminal justice personnel, including supervisors. This approach will hopefully provide the security of peer group involvement. Courses offered in the program should include the basic components of high school preparatory work such as English, Literature, General Science, Mathematics and American History. This work will generally be offered over a period of ten weeks, at the end of which the G.E.D. examination will be given to matriculated students.

The program also offers incentive funds to county colleges that can propose approaches dealing with specific subjects for academic improvement of criminal justice personnel. Such subjects might include conversational language instruction or community relations courses.

The courses will be offered free of charge, and it is expected that necessary shift changes will be negotiated by supervising officers. Implementation of the G.E.D. program will involve at least one 10 week course in each of the colleges, and have a total of 200 matriculated students in 1971.

In future years this program will be expanded. The goal is to establish adult basic education semester

programs leading to equivalency certificates in each of the county and State colleges receiving Law Enforcement Education Program funds.

SUBGRANT DATA

There will be three to five subgrants for the adult basic education program at ranges up to \$10,000. There will be two to five subgrants for specialized academic improvement courses at ranges up to \$5,000 each. Eligible subgrantees will be public higher educational institutions sponsored by county governments.

BUDGET

1) LEAA Support Requested	\$ 50,000
2) State Support	-0-
3) Local Support	16,667
4) Other Support (Federal or Private)	-0-
5) Program Total	\$ 66,667
6) Applicable Federal-State Contribution Ratio:	
75% Federal 25% State/Local	
7) Prior Funding for Program, i.e.	
Approved Fiscal 1969/1970 Fund Request —	
1969	\$ -0-
1970	\$100,000

PAST PROGRESS

Not funded in FY 1969.

In 1970 there were two subgrants under this program in the amount of \$16,895. These subgrantees have not had the funds for a sufficient period of time to evaluate their progress.

These projects are:

PROJECT	SUBGRANTEE	AMOUNT
Spanish for Policemen	Bergen County	\$ 6,977
High School Equivalency for Policemen	Bergen County	9,918
Expected funding for six major cities in 1971		-0-

MULTI-YEAR PROJECTIONS

	FEDERAL SUPPORT	OTHER SUPPORT	TOTAL
1972	\$ 225,000	\$ 75,000	\$ 300,000
1973	225,000	75,000	300,000
1974	150,000	50,000	200,000
1975	150,000	50,000	200,000
TOTAL	\$ 750,000	\$ 250,000	\$1,000,000

Program 2.2.5 HIGHER EDUCATION AND PROFESSIONAL DEVELOPMENT FOR CRIMINAL JUSTICE PERSONNEL (Approach No a-3)

OBJECTIVE

The objective of this program is to provide a means for upgrading the educational level of criminal justice personnel in New Jersey.

The program is designed to help meet the critical need of the criminal justice system for well-educated professionals to fill a variety of important positions. In order to function properly, criminal justice personnel should have a broad background in vocational skills, as well as a sophisticated knowledge of the humanities and other college level disciplines.

Though their duties may differ, personnel in all parts of the criminal justice system — police, courts, prosecution and corrections, must attain high levels of excellence.

College level courses, seminars, institutes and conferences can improve each individual's understanding of his role in the criminal justice system.

There is little doubt that a college education can improve managerial skills and enhance professional development, especially if that education is on a graduate level.

IMPLEMENTATION

There are two projects envisioned under this program at a total fund allocation for 1971 of \$200,000.

Project 2.2.5(a) Professional Development for Criminal Justice Personnel (\$150,000); and

Project 2.2.5 (b) Higher Education for Criminal Justice Personnel (\$50,000)

PROJECT 2.2.5(a) (\$150,000 for 1971)

PROFESSIONAL DEVELOPMENT FOR CRIMINAL JUSTICE PERSONNEL

This project envisions support to criminal justice agencies to facilitate attendance of their personnel at college level courses or programs whose content may include functions, subjects, and project areas with which criminal justice personnel must normally deal. It is designed to support efforts reaching beyond the one-day seminar or workshop for which financing presents less serious problems.

The courses and programs planned would include seminars, institutes, and conferences on criminal justice topics at the college or university level. Such courses or subjects may include, but are not limited to: State criminal codes, constitutional requirements re arrest, search and seizure, interrogation, laws of evidence, confessions, trial techniques, motion and pleading practice, prosecutor relations with other law enforcement elements (police, corrections) recent case law, executive development, correctional management, juvenile and youth programs, probation and parole, jails and institutions, deviant behavior, case analysis in

prevention programs, correctional counseling, criminalistics, court administration, police-community relations, etc.

The courses or programs can be anywhere in the United States at institutions of higher education or at locations other than higher education institutions when said courses, seminars and conferences are conducted by higher education, academically-oriented personnel.

Nature of State and Local Involvement - 75/25

Seventy-five percent (\$112,500) of the total funds committed to this project will be allocated to criminal justice personnel employed by municipalities and counties. The remaining 25% (\$37,500) can be allocated to criminal justice personnel employed by State agencies.

Type and Scope of Projects

Applicants must contemplate attendance by candidates, in seminars, institutes, etc., of at least three days' duration (or their equivalent in the case of continuing seminars held in successive sessions), or in part-time college courses. In 1971 it is anticipated that 500 personnel from police, courts, corrections and prosecution will participate in this program and gain benefit therefrom.

Exclusions

Since SLEPA intends only to supplement, not supplant existing or on-going projects, the following are excluded:

- Courses and programs that are generally considered to be regular pre-service and in-service training, or technical vocational training such as, but not limited to, traffic management, correctional practices and procedures, orientation and refresher courses or skill improvement courses.
- College courses for which Law Enforcement Education Program (LEEP) funds are available, except that SLEPA may award funds required in excess of those granted through LEEP.
- Any programs or courses which are mandated by law, such as compulsory police recruit training and existing court training courses and seminars required for judges by the Administrative Office of the Courts.

Subgrant Data

The funding level for 1971 is \$150,000. Between 200 and 300 grants of from \$100 to \$10,000 each are anticipated for 1971. This will be a continuous application project, and no cut-off dates for applications will be in effect. Classes of subgrantees eligible include any criminal justice personnel employed by a municipality, or county, or the State of New Jersey, subject to the following special conditions:

- All candidates will be required to assure their intention to remain with their criminal justice agency for a minimum of one year following completion of the

program for which the grant was issued. It will be the responsibility of the criminal justice agency involved to negotiate a contract to this effect with the individual applicant.

- Under this project it will be possible for any New Jersey institution of higher education to develop a program of the type described, and obtain funding directly from SLEPA after receiving applications from members of the criminal justice system who would otherwise qualify individually.

Special Requirements

- Special application forms and procedures are prescribed for each of the two projects under this program. Copies of the application may be obtained by request directed to SLEPA, 447 Bellevue Avenue, Trenton, New Jersey 08618.

- Grants will be made directly through the State Law Enforcement Planning Agency (SLEPA). Each application will be evaluated on its own merits. Allocation of funds among the elements of the criminal justice system shall be at the discretion of SLEPA. Normal SLEPA clearance and certification procedures will apply.

- Each grantee shall be required to submit a detailed expense voucher, within the limit of the grant authorized, to SLEPA within 30 days of completion of the program for which the grant was issued. The standard State Form 100 will be utilized. Funds will be reimbursed directly to the municipality, county, State agency, or institution of higher education involved.

- Travel expenses, food, lodging, tuition, registration fees, and any related expenses may be charged to the grant, subject to State and Federal restrictions. However, commuting expenses may not be charged to the SLEPA share.

- Applicants will be required to supply a 25% matching share of the total grant for which application is made. Candidates' salaries continued during the project duration may constitute the 25% local matching contribution required for these grants.

PROJECT 2.2.5(b) (\$50,000 for 1971)

HIGHER EDUCATION FOR CRIMINAL JUSTICE PERSONNEL

This project envisions the distribution of fellowships to support a full academic year of work in graduate or senior year baccalaureate programs.

The activity will take place at any accredited institution of higher learning in the United States that provides a baccalaureate or graduate degree.

Nature of State and Local Involvement - 75/25

Seventy-five percent (\$37,500) of the total funds committed to this project will be allocated to criminal justice personnel employed by municipalities and counties. The remaining 25% (\$12,500) can be allocated to criminal justice personnel employed by State agencies.

Type and Scope of Project

The purpose of this project is to supply opportunities, in the form of academic leave, to selected criminal justice personnel who have at least three years of college completed, to finish their education for a baccalaureate degree, or to complete their last year in a masters or doctoral program. Grants issued under this project will provide qualified criminal justice personnel with either:

- 1) A final year's graduate study in business administration, public administration, criminal justice administration, correctional administration, social service administration, or related criminal justice disciplines, such as law; or

- 2) A senior year of full-time study for completion of the four year bachelor's degree. In 1971 it is anticipated that 25 personnel from police, courts, corrections and prosecution will participate in this program and receive a bachelor's, master's or Ph.D. degree.

Exclusions

- Duplication of degree level already attained; and
- College courses for which Law Enforcement Education Program (LEEP) funds are available, except that SLEPA may award funds required in excess of those granted through LEEP.

Subgrant Data

The funding level for 1971 is \$50,000. Between 20 and 40 Higher Education Fellowships of \$1,000-\$8,000 each are envisioned for 1971.

Funds will provide for: (a) Graduate and senior year baccalaureate program tuition, fees and incidental educational costs not to exceed \$2,500; and (b) Four thousand dollars, plus \$500 for wife and each dependent child in academic residence, not to exceed a total of \$5,500 to be awarded for travel, housing, and other living expenses (assuming university residence away from permanent domicile). It is assumed that salary will be continued in full or in substantial amount by the employing agency.

Classes of subgrantees eligible include any criminal justice personnel employed by a municipality, or county, or State agency, subject to the conditions and exclusions listed herein:

- Individuals selected by the applicant agency must have demonstrated potential for movement into managerial or executive positions within their agency, and must be academically acceptable for study at the senior year, master's or post-master's level.

- The individual candidate must be entering either:

- (a) Final year of baccalaureate study;

- (b) Final year of master's study; or

- (c) Final year of post-master's study.

- Candidates will be required to assure their intention to remain with their law enforcement agencies for a specified period (minimum of three years following termination of their fellowship grant). It is the responsibility of the applicant agency to obtain a contract to this effect.

Special Requirements

- Special application forms are prescribed for this project. Copies of the application may be obtained by request directed to SLEPA, 447 Bellevue Avenue, Trenton, New Jersey 08618.

- Grants will be made directly through the State Law Enforcement Planning Agency (SLEPA). Allocation of funds among the components of the criminal justice system will be at the discretion of SLEPA. Normal SLEPA clearance and certification procedures will apply.

- Applicants will be required to supply a 25% matching share of the total grant for which application is made. Candidates' salaries continued during the project duration may constitute the 25% local matching contribution required for these grants.

SUBGRANT DATA

See data under each individual project.

BUDGET

	Project 2.2.5(a)	Project 2.2.5(b)	Total
1) LEAA Support Requested	\$150,000	\$50,000	\$200,000
2) State Support	12,500	4,167	16,667
3) Local Support	37,500	12,500	50,000
4) Other Support (Federal or Private)	-0-	-0-	-0-
5) Program Total	\$200,000	\$66,667	\$266,667
6) Applicable Federal-State Contribution Ratio: 75% Federal 25% State/Local			
7) Prior Funding for Program, i.e., Approved Fiscal 1969/1970 Fund Request	\$150,000	\$50,000	\$200,000

PAST PROGRESS

Not funded in FY 1969.

In 1970, under Program 2.2.5(a), "Professional Development for Criminal Justice Personnel," two subgrants in the total amount of \$2,939 have been awarded to date. Pending approval are 22 additional applications in the total amount of \$51,252.

Under Program 2.2.5(b), "Higher Education for Criminal Justice Personnel," there are 15 applications pending approval in the total amount of \$43,501.37.

Expected funding for the six major cities in 1971 — \$50,000

MULTI-YEAR PROJECTIONS

	FEDERAL SUPPORT	OTHER SUPPORT	TOTAL
1972	\$ 450,000	\$ 150,000	\$ 600,000
1973	675,000	225,000	900,000
1974	675,000	225,000	900,000
1975	450,000	150,000	600,000
TOTAL	\$2,250,000	\$ 750,000	\$3,000,000

Program 2.2.6 ESTABLISHMENT AND TRAINING OF COMMUNITY RELATIONS UNITS IN LOCAL POLICE DEPARTMENTS (Approach No. i-6)

OBJECTIVE

The objective is to establish community relations as a integral part of police work by increasing departmental commitment to community relations policies and programs.

The goal of community relations units should be the long term achievement of improved police-community relations, as opposed to the short term objective of improved public relations. The aim is to effectively engage the community, in order to develop some long term benefit to the community as a whole, rather than to benefit the police department exclusively. Because it involves an "engagement" of the public in a dialogue about mutual problems, a community relations unit

must necessarily develop an effective two-way communications process.

Through continuous communications between community relations units and the general community, there will be a broadening of the police appreciation of community concerns, and a mutual broadening of the community's perspective of the duties and responsibilities of the police department.

IMPLEMENTATION

Projects under this program will be operated by municipal police departments and should contain the following elements:

- The centralization, in a single departmental unit, of information pertinent to police-community relations,

generally, and reports of current problems encountered in the local community, specifically.

- The stimulation of department-wide concern and interest in addressing community problems.
- Evaluation of department policies, procedures and activities in terms of their effect upon community relations.
- Development of department-wide policies and programs in community relations.
- Development of community relations training programs for personnel in other units of the department.
- Operation of meetings involving department personnel and various segments of the community in order to establish and maintain a dialogue about police-community relations problems.
- Consideration of methods of utilizing civilian volunteers and community leaders in on-going department programs aimed at sustaining communication between the department and the community.
- Receipt and evaluation of information which relates to the present status of police-community relations.

In pursuit of these objectives, various techniques may be employed:

A speakers' bureau to coordinate requests for department presentations; an open house program and tours of department facilities; the development and distribution of information releases concerning department programs; awards to private citizens for assistance to the community and/or the department; special inspection programs in conjunction with precinct personnel for burglary prevention; periodic release of local crime information, with explanations of the significance to local residents. The community relations units may also develop programs for special interest groups, such as youth, by sponsoring and coaching athletic teams, arranging tutorial programs, or assisting in school programs.

The particular techniques employed by the police-community relations units will be left to the discretion of the unit personnel and will be geared to the particular needs of the local community.

SUBGRANT DATA

There will be ten subgrants under this program. Four subgrantees, i.e., Camden, New Brunswick, Orange, and Plainfield will be eligible for continuation grants based on satisfactory performance of their current program activities, at a funding range of \$20,000 to \$40,000. Six new subgrants will be available to municipalities of 25,000 population or more at a range of \$20,000 to \$80,000.

No projects will be funded under this program that do not provide for the integration of the community into the police-community relations effort and for making community relations a department-wide function. Such

integration may be achieved through the utilization of community advisory committees, meetings and discussions with community representatives, and the use of community residents as paid aides or volunteers in police-civilian patrols, police-community information offices, and joint police-community relations training. It is estimated that an average of 10 police personnel will be directly involved in police-community relations programs, for a total of 100 personnel overall.

BUDGET

1) LEAA Support Requested	\$300,000
2) State Support	-0-
3) Local Support	100,000
4) Other Support (Federal or Private)	-0-
5) Program Total	\$400,000
6) Applicable Federal-State Contribution Ratio:	
75% Federal 25% State/Local	
7) Prior Funding for Program, i.e.,	
Approved Fiscal 1969 Fund Request	\$95,065
Approved Fiscal 1970 Fund Request	\$300,000

PAST PROGRESS

In FY 1969 four projects were approved for Police-Community Relations programs in municipal Police Departments:

Orange - \$25,715 — The Director of the Police Community-Relations Bureau was assigned at the end of September, 1970. To date, the Bureau has established an office, purchased equipment and supplies, and assigned staff. The program has recently begun full operation.

New Brunswick - \$28,005 — The community relations training curriculum was completed and a sub-contract to Professor Jack Mark of the Rutgers University Police Science Program was signed in November, 1970 to conduct a Community Relations Familiarity Program. The program began in December, 1970.

Plainfield - \$17,063 — The Police-Community Relations Program originally scheduled to begin on November 2, 1970 has been postponed to early 1971.

Camden - \$24,282 — Project equipment has been purchased in September, 1970, but the project is not yet fully operational.

In 1970, four projects were funded under this program. Progress reports are not yet available since each of these projects is in their initial phase of development. These projects are:

PROJECT	SUBGRANTEE	AMOUNT
Police-Community Relations	Asbury Park	\$ 39,520
Police-Community Relations	Rahway	25,120
Police-Community Relations	Jersey City	51,795
Police-Community Relations	West New York	28,154
Expected funding for six major cities in 1971		\$150,000

MULTI-YEAR PROJECTIONS

	FEDERAL SUPPORT	OTHER SUPPORT	TOTAL
1972	\$ 300,000	\$ 100,000	\$ 400,000
1973	450,000	150,000	600,000
1974	450,000	150,000	600,000
1975	450,000	150,000	600,000
TOTAL	\$1,650,000	\$ 550,000	\$2,200,000

**Program 2.2.7 MANAGEMENT OF COURT INFORMATION
AND RECORDS (Approach No. e-2)**

OBJECTIVE

Provide for the detailed designs for and implementation of computerized county criminal court information systems which will utilize in-puts from various criminal justice agencies, maintain central case record files, and produce out-puts consisting of reports, schedules, action notices and various listings to be used as working tools by criminal justice staff personnel.

A modern information management system will improve the administration of day-to-day criminal justice by automating certain routine record keeping, listing and functions. It will establish a data base from which all information needed to process a criminal case is collected and disseminated. This will insure that court personnel have all pertinent facts readily available at decision points. This will reduce case backlog by reducing delays, and will improve the quality of justice dispensed. In addition, the automated criminal case processing system will permit the court to control and coordinate the movement of cases on its calendar.

Development of a system of criminal justice information processing in county criminal courts with heavy court schedules will facilitate planning in other counties by serving as models, and will help stem the ever-increasing costs of the administration of justice.

IMPLEMENTATION

Using as a basic framework the preliminary system designs contained in the 1969 SLEPA study, "A Study of Criminal Case Processing Through the Court System of Passaic County," various project activities will take place. Management projects will involve all phases of internal court operations including procedures, scheduling, forms, staff utilization, etc. They will be both study efforts and action programs. Studies will examine components which interface court operations with other law enforcement components and measure their effect on court management and administration. The goal of improved management is not only better

court performance, but more effective response to total system needs.

In their initial phases, the projects will prepare a work-study design, and when the necessary information is collected and processed, input forms, coding procedures, output formats, etc., will be developed. The program specifications developed from this design will allow for computer programming, and the computer operation should begin as soon as some of the modules of system design are sufficiently firm to permit preparation of final program specifications.

When the system becomes operational, new operating procedures will be developed to support it. These procedures, after thorough testing, will necessitate a program of education and training for users of the system. This program will cover the objectives of the system and the actual operational procedures.

Complete planning for conversion to the automated system will be necessary, and should include the development of conversion procedures and back up and recovery programs. With this accomplished, existing data and records will be converted to the new format and the conversion procedures will be implemented.

All computerized information systems must include assurances that such systems will be compatible with Project SEARCH, the Criminal Judicial Information System, and the Court Disposition Reporting System.

It is anticipated that the system already funded in Passaic County will become fully operational in 1971. Other subgrantees will complete plans and designs during 1971.

SUBGRANT DATA

\$16,500 will be subgranted to Passaic County to implement the conversion procedures developed in their "Automation of Criminal Case Processing" project funded in 1970.

Three additional subgrants of between \$75,000 and \$100,000 will be available to each of three urban

counties. Eligible counties are Essex, Hudson, Camden, Mercer, Union, and Middlesex.

BUDGET

1) LEAA Support Requested	\$300,000
2) State Support	-0-
3) Local Support	100,000
4) Other Support (Federal or Private)	-0-
5) Program Total	\$400,000
6) Applicable Federal-State Contribution Ratio: 75% Federal 25% State/Local	
7) Prior Funding for Program, i.e., Approved Fiscal 1970 Fund Request	\$76,371

PAST PROGRESS

In 1970, Passaic County was funded for \$76,371. The project is in the initial stages of development, and an evaluation will be based on:

1. Its effectiveness in assisting the Passaic County criminal justice system.
2. Smoothness of system operation.
3. Recurring costs of operation.
4. The usefulness of data collected in terms of long-term studies and benefits.
5. Applicability of systems methodology and programming to criminal case processing systems in other counties.

MULTI-YEAR PROJECTIONS

	FEDERAL SUPPORT	OTHER SUPPORT	TOTAL
1972	\$ 450,000	\$ 150,000	\$ 600,000
1973	250,000	83,334	333,334
1974	150,000	50,000	200,000
1975	-0-	-0-	-0-
TOTAL	\$ 850,000	\$ 283,334	\$1,133,334

**Program 2.2.8 STATE COMMISSION ON POLICE STANDARDS AND TRAINING
(Approach No. a-7)**

OBJECTIVE

The objective of this program is to provide for the establishment and implementation of a State Commission on Police Standards and Training.

A study of police personnel problems in New Jersey indicates that most local police departments are in need of upgrading recruitment efforts, minimum standards, selection procedures and training.

There are, at present, no Statewide standard, effective selection and screening techniques, no mandatory in-service training, and no organized recruiting programs. With the exception of police departments under the jurisdiction of the State Civil Service Commission, the only Statewide recruitment standards pertain to age, citizenship, residency, and freedom from criminal records. Even in Civil Service jurisdictions where a high school education is required, this minimum can be waived to permit candidates with a tenth grade education to apply for the written entrance examination. There are no Statewide requirements or standards regarding emotional fitness, and no overall standards for promotion.

Most local police departments demand little or no training beyond the recruit-level training mandated by the Police Training Act of 1965 (N.J.S. 52:17B-66 et seq.), and administered by the New Jersey Police Training Commission.

New Jersey is one of the few states that does not have a Commission on Police Standards. Such a commission

would do much to improve local law enforcement, and without dissipating local control of law enforcement, would help to establish adequate personnel selection standards, strengthen training procedures, coordinate recruitment, and improve the organization and operation of local police departments.

IMPLEMENTATION

Statutory authority is required either by Executive Order or legislative enactment to transform the existing New Jersey Police Training Commission into the State Commission on Police Standards and Training. Funds will be provided (to be matched by the grantee in accordance with law) for the establishment of such a commission to include, but not be limited to, obtaining necessary staff support services, training of staff, analyzing existing standards, determining the needs for specific standards, and establishing procedures.

The statutory authority creating this commission should be broad enough to authorize the commission to take the following actions:

- To adopt regulations establishing mandatory minimum standards relating to educational, mental, moral, and physical fitness, which shall govern the selection of police officers (a) in permanent positions, (b) in temporary or probationary status, and (c) in Special Police status.
- To certify persons as being qualified to be police officers.

- To establish mandatory minimum pre-service and in-service training standards with the authority to determine and approve curricula; to identify required preparation for instructors; and to approve facilities acceptable for police training.

- To certify police officers who have acquired various levels of education, training and experience necessary to perform adequately the duties of police service.

- To consult and cooperate with counties, municipalities, State agencies, other governmental agencies, and with universities, colleges, junior colleges, and other institutions concerning the development of police training schools, degree courses, and programs or courses of instruction.

- To conduct surveys of the administration and operation of police departments, or aid governmental units in providing for surveys to be conducted by other agencies or consulting firms, and to assist governmental units in the implementation of recommendations.

- To conduct studies and make recommendations concerning means by which participating police agencies can pool individual resources.

- To conduct and stimulate research by public and private agencies designed to improve police administration and law enforcement.

- To make such inquiries and inspections as may be necessary to determine whether or not the standards established in the regulations are in fact being adhered to.

- To establish a centralized police recruiting office with the primary responsibility of administering a Statewide recruitment program.

SUBGRANT DATA

The funding level for 1971 is *\$60,000. One applicant is eligible for this program. The Department of Law and Public Safety will be the applicant on behalf of the Police Training Commission. The proposed State Commission on Police Standards and Training must be created by statutory authority, i.e., Executive Order or legislative enactment prior to the transfer of funds.

BUDGET

1) LEAA Support Requested	*\$ -0-
2) State Support	40,000
3) Local Support	-0-
4) Other Support (Federal or Private)	-0-
5) Program Total	*\$100,000
6) Applicable Federal-State Contribution Ratio:	
60% Federal 40% State/Local	
7) Prior Funding for Program, i.e.,	
Approved Fiscal 1969/1970 Fund Request	*\$60,000

*Because the State Commission on Police Standards and Training was not created by statutory authority in 1970, neither the \$30,000 in approved 1970 block grant funds, nor an additional \$30,000 approved for this purpose under the Discretionary Grant Program, "Statewide Police or Criminal Justice Standards and Training Systems," was transferred to the Department of Law and Public Safety.

PAST PROGRESS

Not funded in FY 1969/1970

Expected funding for the six major cities in 1971 \$ -0-

MULTI-YEAR PROJECTION

	FEDERAL SUPPORT	OTHER SUPPORT	TOTAL
1972	\$ 75,000	\$ 25,000	\$ 100,000
1973	50,000	50,000	100,000
1974	25,000	75,000	100,000
1975	25,000	25,000	50,000
TOTAL	\$ 175,000	\$ 175,000	\$ 350,000

**Program 2.2.9 LOCAL AND REGIONAL COMMUNICATIONS
(Approach d-7)**

OBJECTIVE

The objective of this program is to provide local and regional communications systems among law enforcement agencies.

Aside from the need for a Statewide communications and information system, but in perfect consistency with it, there is a need for better inter-agency and inter-jurisdictional communications within a region, as well as for better communications within each municipality.

Even after the regional computer access centers of the Statewide communications system are operational, there will still be a need for communications between any of the numerous law enforcement agencies of the region, and the regional computer access center. Furthermore, there will be the continued need for communications among the separate agencies themselves. Local agencies recognize that present communications methods for either of the two aforesaid local purposes are inadequate.

IMPLEMENTATION

This program encourages applications from county and municipal units of government, or combinations of such units, to study, develop and implement local and inter-jurisdictional communications that are rapid, simple, economical, and consistent with being links into the regional computer access centers of the Statewide communications and information system.

The types of projects acceptable for funding include, but are not limited to: projects that include a study of the feasibility of county-wide radio communications between various rural police agencies which have radio systems, but which operate on different frequencies; and projects which design complete new radio systems for police departments, which might include repeater systems to facilitate communication between cars from any point in the community; and projects which establish a county or region-wide radio alerting system such as the Plectron system, to notify a large number of municipal police departments within the county or region of a major crime, civil disturbance, or natural disaster. In 1971 it is anticipated that police communications systems will be improved in selected municipalities and counties with the impact goal being a measurable increase in clearance rates of index crimes in these municipalities and counties.

SUBGRANT DATA

The total Federal funding available under this program for 1971 is \$500,000. There will be five levels of funding under this program.

Up to six grants between \$20,000 and \$50,000 will be available to cities with populations between 50,000 and 100,000. Up to six grants of between \$20,000 and \$30,000 will be available to cities with populations between 25,000 and 50,000. Up to two grants of between \$50,000 and \$200,000 will be available to counties for the purpose of implementing comprehensive county-wide radio communication systems. Special priority will be given to groups of counties that consolidate resources to provide radio coverage on a regional basis.

Special Conditions

Any project funded under this program must be consistent with the Statewide communications and information system, and equipment funded under this program must be similarly compatible.

BUDGET

- 1) LEAA Support Requested \$500,000
- 2) State Support -0-
- 3) Local Support 166,667
- 4) Other Support (Federal or Private) -0-
- 5) Program Total \$666,667
- 6) Applicable Federal-State Contribution Ratio:
75% Federal 25% State/Local
- 7) Prior Funding for Program, i.e.,
Approved Fiscal 1969/1970 Fund Request \$ -0-

PAST PROGRESS

Not funded in FY 1969/1970.
Expected funding for the six major cities in 1971 - \$250,000.

MULTI-YEAR PROJECTIONS

	FEDERAL SUPPORT	OTHER SUPPORT	TOTAL
1972	\$ 900,000	\$ 300,000	\$1,200,000
1973	900,000	300,000	1,200,000
1974	600,000	200,000	800,000
1975	600,000	200,000	800,000
TOTAL	\$3,000,000	\$1,000,000	\$4,000,000

Program 2.2.10 RECRUITMENT, SELECTION AND TRAINING OF MINORITY GROUP POLICE OFFICERS (Approach No. i-4)

OBJECTIVE

The objective of this program is to make law enforcement careers more attractive to members of minority groups, to eliminate non-valid selection criteria, and to insure successful job performance by minority group officers recruited through special recruitment efforts.

IMPLEMENTATION

This program encourages applications from units of local government to study, develop and implement local

innovative, but practical projects that will increase minority group representation on police forces.

Some of the projects contemplated in this program area include the establishment and use of integrated police recruiting teams to work full-time in minority group communities, to visit military installations, taking advantage of the U.S. Defense Department's early release program, and to visit southern colleges and universities in order to attract non-White graduates into the police ranks.

Another possible project could involve the

development and testing of culture-free police entrance and promotional examinations.

A third possible project could provide supplemental academic training to educationally disadvantaged persons seeking positions on police departments or in police-cadet programs being operated in urban police departments. Programs similar to the "FREDERICK DOUGLASS TRAINING AND EDUCATION PROGRAM" could be adopted under this project. In the case of police-cadet aspirants, selected educationally disadvantaged cadets would receive both police and academic training on a parallel basis with regular cadets so that when they finished the cadet program, or shortly afterward, they would be prepared to take and pass a police entrance examination.

Other projects conforming to the general objective can be proposed.

These projects in the first year will provide each of the six major cities in New Jersey with approximately 25-50 minority group police officers who are desperately needed in these cities.

SUBGRANT DATA

The total funds for this program for 1971 are \$250,000. Six grants of up to \$50,000 each are available for cities with a population in excess of 100,000.

No projects will be funded under this program unless there is a special provision for pre-service and in-service remedial education and training of culturally and/or educationally disadvantaged minority recruits. It will be required that projects employing Police Cadets will establish, before the end of the grant period, Civil Service positions for the Police Cadets. At age 21 the Police Cadets will be eligible for promotional examination to patrolman.

BUDGET

1) LEAA Support Requested	\$250,000
2) State Support	-0-
3) Local Support	83,333
4) Other Support (Federal or Private)	-0-
5) Program Total	\$333,333
6) Applicable Federal-State Contribution Ratio: 75% Federal 25% State/Local	
7) Prior Funding for Programs, i.e., Approved Fiscal 1969/1970 Fund Request	-0-

PAST PROGRESS

Not funded in FY 1969/1970
Expected funding for six major cities in 1971 — \$250,000

MULTI-YEAR PROJECTIONS

	FEDERAL SUPPORT	OTHER SUPPORT	TOTAL
1972	\$ 300,000	\$ 100,000	\$ 400,000
1973	240,000	80,000	320,000
1974	240,000	80,000	320,000
1975	240,000	80,000	320,000
TOTAL	\$1,020,000	\$ 340,000	\$1,360,000

**Program 2.2.11 HIGHER EDUCATIONAL INSTITUTIONS
FOR CRIMINAL JUSTICE PERSONNEL (Approach No. a-11)**

OBJECTIVE

The objective of this program is to create two four-year baccalaureate degree programs to serve criminal justice personnel in the state of New Jersey. The baccalaureate degree program will be in criminal justice or a related discipline and will be given in two state colleges, one in the northern and one in the central or southern part of the state.

Aside from the need for better higher education programs in criminal justice, but in perfect consistency with it, there is a critical need for four-year baccalaureate degree programs in criminal justice or related disciplines. Several hundred criminal justice personnel are graduating from the two-year community colleges in the State and have no avenues available to them to continue for the baccalaureate degree.

This program is designed to address these needs. It is designed as a five-year pilot program for "lag-time avoidance" in new criminal justice oriented educational programs. It is the nature of new and expanding educational curriculums, that the demands for educational resources far outstrip the availability of these resources in the early stages of the curricular programs. This is because student enrollments must first be accumulated before the necessary expenditures of money to serve the students is forthcoming.

Even in less critical circumstances, such a lag-time between educational demands and educational services is always damaging to the early educational results of the curricular program, but in view of the crucial need for effective criminal justice education today, such a lag-time is not only educationally damaging, but even dangerous.

This program is designed to avoid such dangerous lag-time and thereby help provide quality degree programs for New Jersey criminal justice personnel in the immediate future.

IMPLEMENTATION

This program envisions the creation of two baccalaureate degree programs in State colleges, one in the northern part of the State and one in the central or southern part of the State. Such degree programs must have the approval of the Law Enforcement Education Advisory Committee to the Chancellor of Higher Education, and approval of the Department of Higher Education. The degree program must be in full conformity with the guidelines of the "Master Plan for New Jersey Higher Education for Law Enforcement Personnel," and courses given under the program should be available both day and evening. It is anticipated that in 1971 approximately fifty new pre-service students, fifty new in-service students and seventy-five pre and in-service transfer students will be enrolled in the criminal justice programs at these institutions. Of those projected, it is anticipated that 30% will be pursuing a major in the area of corrections.

SUBGRANT DATA

SLEPA will provide funds (to be matched by the subgrantee in accordance with the law) for the

development and implementation of two four-year baccalaureate degree programs. The classes of subgrantees eligible to apply for funds under this program include the following: one grant will be made available to Paterson State College in the amount of \$60,000. The remaining grant, also in the amount of \$60,000, will be awarded to a State college in the central or southern part of the State. The colleges include Trenton State College, Glassboro State College, and Rutgers - The State University.

BUDGET

1) LEAA Support Requested	\$ 120,000
2) State Support	40,000
3) Local Support	-0-
4) Other Support (Federal or Private)	-0-
5) Program Total	\$ 160,000
6) Applicable Federal-State Contribution Ratio:	
75% Federal 25% State/Local	
7) Prior Funding for Program, i.e.,	
Approved Fiscal 1969/1970 Fund Request	-0-

PAST PROGRESS

Not funded in FY 1969/1970.
 Expected funding for six major cities in 1971 \$ -0-

MULTI-YEAR PROJECTIONS

	FEDERAL SUPPORT	OTHER SUPPORT	TOTAL
1972	\$ 96,000	\$ 32,000	\$ 128,000
1973	72,000	24,000	96,000
1974	48,000	16,000	64,000
1975	24,000	8,000	32,000
TOTAL	\$ 240,000	\$ 80,000	\$ 320,000

Program 2.2.12 CRIMINAL JUDICIAL INFORMATION REPORTING SYSTEM (Approach No. e-3)

OBJECTIVE

To provide a judicial information system serving as a management tool for analysis and improvement of the state's judicial process and related processes.

Present information systems within the judiciary, and those made available to them by other State agencies, are at best, limited. The data does not provide up-to-date and detailed information necessary to recognize problem areas and implement necessary solutions.

The proposed system will evaluate from a central location, pertinent data covering the entire range of the judicial system, including trial problems, court operating costs, bail data, probation effectiveness, and sentencing and pre-sentencing information. The information gathered can be organized in such a way that present and future needs may be more effectively dealt with in the courts throughout the State.

IMPLEMENTATION

Funds will be provided to set up a detailed system of reporting judicial information on cases to the State Administrative Office of the Courts. The scope of the system will include individual case reporting of all criminal cases and appeals in the superior, county and appellate courts, and in the juvenile and domestic relations courts. Also included will be the aggregate reporting of non-indictable offenses by the county and municipal courts.

This information system is a multi-phase operation requiring development over three years in order to achieve independent operational status. The first year's goals include a description and analysis of existing reporting procedures and the determination of needs for specific data. Criteria and forms for the system will be developed along with the passage of necessary legislation

and court rules which will allow the system to function. The second year will be devoted to programming and pilot implementation of the system. Evaluation and adjustment of the system during the third year will precede full operational implementation in the fourth year.

SUBGRANT DATA

The total funding for 1971 in this program area is \$40,000. Because of the State-wide nature of the program, only one subgrant will be awarded, to the State Administrative Office of the Courts.

BUDGET

- 1) LEAA Support Requested \$ 40,000
- 2) State Support 13,333
- 3) Local Support -0-
- 4) Other Support (Federal or Private) -0-
- 5) Program Total \$ 53,333
- 6) Applicable Federal-State Contribution Ratio:
75% Federal 25% State/Local
- 7) Prior Funding for Program, i.e.,
Approved Fiscal 1969/1970 Fund Request \$ -0-

PAST PROGRESS

Not funded in FY 1969/1970.

MULTI-YEAR PROJECTIONS

	FEDERAL SUPPORT	OTHER SUPPORT	TOTAL
1972	\$ 70,000	\$ 23,333	\$ 93,333
1973	91,000	30,333	121,333
1974	101,400	33,800	135,200
1975	-0-	-0-	-0-
TOTAL	\$ 262,400	\$ 87,466	\$ 349,866

Program 2.2.13 IMPROVEMENT OF BAIL SYSTEM (Approach No. e-6)

OBJECTIVE

To extend the present scope of pre-trial liberty by providing a full-time staff responsible for implementation of existing bail policies uniformly throughout the state.

IMPLEMENTATION

Funds will be provided to establish a formal Bail Unit under the Administrative Office of the Courts. The effect of such a unit upon the actual operation of liberalized bail practices will be demonstrated.

In addition to collecting and verifying information for the determination of eligibility for release on personal recognizance, the Bail Unit will make an evaluation of potential risk as a means of identifying and screening out those defendants who are considered bad risks as far as the public is concerned, but who might otherwise meet the criteria for pre-trial release. This type of service will reduce to a minimum the potential risks defendants pose to the community as a result of their pre-trial release.

Experience indicates greater effort needs to be made to secure compliance of released defendants with court appearance schedules. With adequate staff, the Bail Unit will be in a position to assume responsibility for giving proper instructions to defendants regarding their obligations at the time of release, as well as for monitoring their availability for later court appearances. The availability of additional personnel will also make it possible for the Bail Unit to act as a liaison between the court and the police for the purpose of encouraging greater use of the summons in lieu of arrest in non-

indictable cases. If Bail Unit staff are able to initiate their investigative services at the time of arrest rather than afterwards, it is probable that a greater number of summonses can safely be issued by police officers.

It is expected that within the first year, in addition to completing the organizational structure orienting various participating agencies, some 12,000 individuals will come into contact with the Bail Unit.

SUBGRANT DATA

The total funding available for this program for 1971 is \$153,000. Because of the State-wide nature of this program, only one subgrant will be awarded the State Administrative Office of the Courts.

BUDGET

- 1) LEAA Support Requested \$ 153,000
- 2) State Support 20,400
- 3) Local Support 30,600
- 4) Other Support (Federal or Private) -0-
- 5) Program Total \$ 204,000
- 6) Applicable Federal-State Contribution Ratio:
75% Federal 25% State/Local
- 7) Prior Funding for Program, i.e.,
Approved Fiscal 1969/1970 Fund Request \$ -0-

PAST PROGRESS

Not funded in FY 1969/1970

MULTI-YEAR PROJECTIONS

	FEDERAL SUPPORT	OTHER SUPPORT	TOTAL
1972	\$ 168,300	\$ 56,100	\$ 224,400
1973	185,130	61,710	246,840
1974	203,640	67,880	271,520
1975	224,004	74,668	298,672
TOTAL	\$ 781,074	\$ 260,358	\$1,041,432

**Program 2.3.1 SPECIFIC PROBLEM-ORIENTED RESEARCH IN
INCREASING THE EFFICIENCY AND EFFECTIVENESS OF THE
CRIMINAL JUSTICE SYSTEM (Approach No. j-5)**

OBJECTIVE

The purpose of this program is to develop more efficient means of organizing and operating the criminal justice system. Research will be conducted to determine which of several alternative courses of action will provide maximum effectiveness for a given cost, or minimum cost for a given effectiveness.

Specific objectives in 1971 will focus on the effectiveness of municipal police forces through detailed analyses of criminal incidents to determine the differential requirements for police services in departments of various sizes serving various types of communications.

The second specific objective is an in-depth analysis of the present and projected workload and processing systems of a major municipal court to identify present causes of court backlogs and to provide alternative processing systems with estimates of their impact on the alleviation of court overload.

IMPLEMENTATION

There are four types of research projects contemplated in this program:

- *A project to study the role of the police officer in municipal police departments of various sizes serving various types of communities.* This project will be designed to analyze the actual tasks involved in providing the full range of police services in a modern police department, with particular emphasis on the changes in the police role, the changes in skill and knowledge required, and a projection of future needs as they affect selection, training, and organization. Research methodology may include tests of job knowledge, personality inventories, open end interviews, non-participating observers, case studies, and sampling of incident reports, service reports, and other departmental data.

- *A project to analyze reported crimes by time, position, and characteristics of the offense.* This project will utilize sophisticated techniques of analysis on conjunction with computer-generated displays and mapping in order to predict where and when certain

crimes are most likely to occur. This data will be used to plan the optimum pre-positioning of patrol and support forces to reduce response time and increase patrol effectiveness. Detailed characteristics of reported crimes will be subjected to cluster analyses to assist in the identification and apprehension of individual offenders.

- *A project to analyze the operating system in a large municipal court.* This project will involve a detailed, quantified description of a municipal court and the construction of a simulation model of the court system. The work will be conducted in three phases over a one year period: (1) The description of the municipal court system and its procedures for processing defendants; (2) The available data on defendants will be analyzed to determine the distribution of total time to disposition, time intervals between major events in the system, potential areas of delays, and possible causes; and (3) Construction of a simulation model of the processing of defendants in the municipal court which will operate like that observed in the data, i.e., to produce the average time intervals between steps in the process similar to those observed in the data. This data will be analyzed to investigate possible organizational or procedural changes in the system in order to measure their impact on reducing delay and on the various resources in the system.

SUBGRANT DATA

The subgrants anticipated in the four projects will be distributed as follows:

The project to study the role of the police officer will be conducted in three municipalities of differing size and demographic environment. One study will be conducted in a large, urban area with a population in excess of 100,000, at a monetary range of \$30,000 to \$40,000. A second study will be conducted in a medium to large municipality in a densely populated suburban area with a population of 25,000 to 100,000, at a monetary range of \$20,000 to \$30,000. The third study will be conducted in a small to medium municipality with a population of 20,000 to 50,000, at a monetary range of \$20,000 to \$30,000.

The project to analyze reported crimes by time, position and characteristics will be operated by two municipalities with populations of 50,000 or more at a monetary range of \$40,000 to \$50,000.

The project to analyze a municipal court will be operated by a municipality with a population of 100,000 or more at a monetary range of \$40,000 to \$50,000.

BUDGET

- 1) LEAA Support Requested \$ 250,000
- 2) State Support -0-
- 3) Local Support 83,333
- 4) Other Support (Federal or Private) -0-
- 5) Program Total \$ 333,333
- 6) Applicable Federal-State Contribution Ratio:
75% Federal 25% State/Local
- 7) Prior Funding for Program, i.e.,
Approved Fiscal 1970 Fund Request \$ 100,000

PAST PROGRESS

There were two projects funded in this area in 1970; both of these projects were initiated late in 1970 and will be completed in late 1971. These projects are:

PROJECT	SUBGRANTEE	TOTAL
The Police Officer Role Study	Newark	\$ 30,000
An Analysis of the Cost and Effectiveness of Para-Professionals in Probation Service	State Administrative Office of the Courts	34,341
Expected funding for the six major cities in 1971		\$140,000

MULTI-YEAR PROJECTIONS

	FEDERAL SUPPORT	OTHER SUPPORT	TOTAL
1972	\$ 250,000	\$ 83,334	\$ 333,334
1973	400,000	133,333	533,333
1974	400,000	133,333	533,333
1975	400,000	133,333	533,333
TOTAL	\$1,450,000	\$ 483,333	\$1,933,333

**PROGRAM 3.1.1 PREVENTION OF NARCOTICS AND DANGEROUS DRUG ABUSE
(Approach No. b-6)**

OBJECTIVE

To assist units of local government in more effectively preventing drug abuse by expanding education, training and public information programs, and by increasing the police capability to cope with illicit drug traffic.

The sale and use of illegal drugs has become one of the most severe law enforcement problems in New Jersey in recent years. In 1969 there was a total of 13,364 arrests for violation of the narcotic and dangerous drug laws. This represented an increase of 69.3% over 1968 when 7,896 arrests were reported. The number of juveniles arrested for drug offenses continued to represent a substantial proportion of the total. In 1969 the number of youths under the age of 18 arrested for drug law violations was 2,929, an increase of 65.9% over 1968 when 1,765 juveniles were arrested for violation of the drug laws. Based on available data, it appears that the increased rate of arrests has continued in 1970 and the total arrests will be just under 20,000.

Because of the severity of the problem, communities have attempted to develop preventive activities of public information, education, professional planning and

direction; and have attempted to provide sufficient funds to implement projects.

It is the purpose of this program to support local efforts in the following areas:

1. Providing information to the public through the use of mass media, speakers, and publications on narcotic and dangerous drugs, the laws regulating their use, and services available through government and private agencies to treat drug abusers.
2. Training of teachers and other professional service providers in the identification of drug abuse and in the methods of treating drug abusers.
3. Education programs in the public and parochial schools on the hazards associated with the use of narcotic and dangerous drugs.
4. Improvement in the enforcement of drug laws, particularly those pertaining to the sale and distribution of illegal narcotic and dangerous drugs.

IMPLEMENTATION

The following types of projects will be considered for funding:

- Public education on drug abuse utilizing mass

media, speakers, and printed material in English and Spanish. The material must provide accurate and current information on narcotic and dangerous drugs, the laws regulating their use, and the availability of projects that serve drug abusers.

- Projects that provide information and training to teachers and other professionals on the characteristics and effects of narcotic and dangerous drugs, the laws pertaining to drugs, and treatment methods and programs available to drug users.

- Projects that improve the coordination of rehabilitation programs for drug abusers through the maintenance of central data or registry banks, program development assistance for local program operators, and evaluation and supplementation of local rehabilitation programs.

- Projects that increase the capabilities of local law enforcement agencies to enforce the narcotic and dangerous drug laws.

It is estimated that 25,000 individuals will be reached by these projects in 1971.

SUBGRANT DATA

Four grants, ranging from \$10,000 to \$15,000, will be made to counties for conducting mass media drug prevention programs.

Eight grants, ranging from \$15,000 to \$30,000, will be made to cities or counties to provide information and training to teachers and other professionals on narcotics and dangerous drugs.

Eight grants, ranging from \$25,000 to \$40,000, will be made to cities or counties to provide coordination, data collection, evaluation, and other services for drug rehabilitation programs within their jurisdiction.

Five grants, ranging from \$20,000 to \$30,000, will be made to cities with a population of 50,000 or more, and an annual total of 300 or more drug arrests, to establish or improve narcotics enforcement units within the municipal police operation.

BUDGET

1) LEAA Support Requested	\$750,000
2) State Support	-0-
3) Local Support	250,000
4) Other Support (Federal or Private)	-0-
5) Program Total	\$1,000,000

- 6) Applicable Federal-State Contribution Ratio:
75% Federal 25% State/Local
- 7) Prior Funding for Program, i.e.,
Approved Fiscal 1969/1970 Fund Request \$500,000

PAST PROGRESS

In 1970 there were 15 projects approved under this program area at a total cost of \$411,158. These projects were approved at the end of 1970 and are not yet fully operational. These projects are:

PROJECT	SUBGRANTEE	AMOUNT
Paterson United Against Drug Abuse, Coordination and Prevention Program	Paterson	\$ 35,000
Drug Abuse Prevention Program	South Orange/Maplewood	32,071
Drug Abuse Education Program	Ocean Township	12,028
Public Education for Prevention of Drug Abuse	Trenton	3,000
Motivational Research for Prevention of Drug Abuse	Willingboro	55,086
Team Approach for Drug Prevention	Perth Amboy	24,000
Prevention of Narcotics and Dangerous Drug Abuse	North Bergen	29,580
Preventive Education in Drug Abuse	Newark	40,000
Drug Abuse Education and Prevention	East Orange	35,000
Operation Hot Line	Plainfield	13,525
Drug Abuse Prevention Through Education	Ewing Township	18,104
Prevention and Intervention of Drug Abuse Through Group Interaction - A Secondary School Approach	Atlantic County	25,941
Family Awareness Drug Education	Wayne Township	34,140
Woodbridge Drug Abuse Agency	Woodbridge	35,000
School and Home Drug Education in Early Childhood	Bellmawr	18,683
Expected funding for six major cities in 1971		\$600,000

MULTI-YEAR PROJECTIONS

	FEDERAL SUPPORT	OTHER SUPPORT	TOTAL
1972	\$1,000,000	\$ 333,334	\$1,333,334
1973	1,000,000	333,334	1,333,334
1974	1,000,000	333,333	1,333,333
1975	1,000,000	333,333	1,333,333
TOTAL	\$4,000,000	\$1,333,334	\$5,333,334

PROGRAM 3.1.2 PUBLIC EDUCATION ON HOW TO "HARDEN" CRIME TARGETS (Approach No. b-3)

OBJECTIVE

The objective of this program is to educate citizens and businessmen on how to properly protect crime targets, and to spread the knowledge and use of such techniques in efforts toward preventing crime, thereby increasing the effectiveness of law enforcement.

The problem of law enforcement is not the responsibility of law enforcement personnel alone. Crime is the problem of every citizen, and it is incumbent upon all persons to have some knowledge of how to avoid becoming victims of crime. Public education projects to alert citizens and businessmen on how to avoid becoming victims of crime can be a valuable adjunct to crime control programs, if they command the interest and cooperation of the citizenry.

Public education programs utilizing innovative techniques can, in all probability, substantially reduce the threat of crime to persons and property and should be implemented. To be effective, however, they must involve a substantial segment of a community's residents and business people, and must be built around up-to-date, accurate, and specific crime prevention information. Projects must be tailored also to the individual needs of various groups in the community since merchants, bank owners, and housewives all have different problems in relation to crime. Most experts believe that effective programs should be individualized whenever possible, since direct personal contact is superior to mere literature handouts, and that they must be cooperative in the sense that all of the interests of a community are represented.

IMPLEMENTATION

This program encourages applications from county and municipal units of government, or combinations of such units, and from private and public organizations under the sponsorship of local government, to develop and implement public education programs on "hardening" crime targets. The program envisions the establishment of innovative projects by local units of government undertaken on a cooperative basis by police departments, citizen groups, social groups, professional organizations, businessmen's groups, schools, and other community organizations.

The types of projects acceptable for funding include, but are not limited to: Public seminars, programs, and forums, for the expressed purpose of informing community participants of crime prevention techniques; development and implementation of special courses and materials such as "Law Enforcement and Citizen Responsibility" in elementary and high schools; development of crime prevention courses to educate the business community on how to cope effectively with robberies, larcenies, bad checks, and vehicle thefts; and development of police-sponsored robbery clinics for

organizations and firms handling large amounts of money. Components of such projects could include the development, production, and dissemination of "hardening" techniques in the social crime category, including, but not limited to, the use of advertising on billboards, newspapers and magazines, the use of radio and television advertising, and the use of handout literature. Also, projects for citizens to determine crime targets that can be "hardened" through citizen efforts, awareness, and precautions, including, but not limited to: child molestation, auto theft, assault, burglary, mugging, and fraud; and development of audio-visual aids to supplement police department appearances before citizen and school groups on such topics as vandalism, personal defense and burglary protection.

In 1971, it is anticipated that approximately 300,000 pieces of literature concerning crime prevention techniques will be disseminated; that approximately 20,000 people will be directly involved in public programs; and that an additional 100,000 contacts will be made by subgrantees through public appearances and speaking engagements. It is possible that the number of persons reached through the advertising media in the first year will approach 500,000. However, the only viable goal of this program can be the measurable reduction in crime compared to previous years. This measurement will be undertaken by subgrantees as part of the research and evaluation components of their projects.

This program will be expanded in future years, with the goal of establishing crime prevention programs in each municipality in the State with a population over 25,000, and in each of the 21 counties. The program will require continuous funding with Federal support of \$550,000 from 1972 through 1975.

SUBGRANT DATA

The funding for this program for 1971 is \$50,000. Within this total there are two levels of funding. The first level will fund applicants whose projects are comprehensive in scope and envision full-time operations. Within this level, 2-3 applicants will be funded at ranges between \$10,000 and \$20,000. Priority will be given to the high crime municipalities with populations of 100,000 and over, and first class counties with populations of 600,000 or more. The second level of funding includes applicants from all municipalities and counties whose projects envision short-term programs. Within this level, 2-5 applicants will be funded at ranges between \$2,000-\$10,000. Previously funded subgrantees will be given funding preference for continuation projects providing that their progress warrants it, and that their application for project continuation meets all requirements.

Subgrantees for both levels of projects must demonstrate willingness to give the subject high priority, and the capacity both to sponsor and cooperate in research and evaluation. Each subgrantee will also be subject to the general and special conditions attached to approved grant applications.

BUDGET

1) LEAA Support Requested	\$50,000
2) State Support	-0-
3) Local Support	16,667
4) Other Support (Federal or Private)	-0-
5) Program Total	\$66,667
6) Applicable Federal-State Contribution Ratio: 75% Federal · 25% State/Local	
7) Prior Funding for Program, i.e., Approved Fiscal 1969 Fund Request	\$43,014
Approved Fiscal 1970 Fund Request	100,000

PAST PROGRESS

In 1969 there were three subgrants under this program in the amount of \$43,014. These projects are:

PROJECT	SUBGRANTEE	AMOUNT
Community Education in Narcotics and Drug Abuse	Willingboro	\$ 29,314
Public Education for Elizabeth Citizens on How to "Harden" Crime Targets	Elizabeth	6,530
Public Education for Citizens on How to "Harden" Crime Targets	Newark	7,170

The first project in Willingboro has made significant progress. A project director was hired and began employment on October 1, 1970, as Coordinator of Community Affairs, with a contract for one year. The program of education will be started immediately following the hiring of an instructional staff.

The second project in Elizabeth has been implemented by their project director, and various pamphlets have been printed including information bulletins for protecting homes and businesses from illegal entry, and bi-lingual narcotic bulletins in English and Spanish. In addition, an educational movie on narcotics has been purchased, and a portable lock display including eleven different types of door locks and three different types of window locks has been prepared for public showing.

The third project in Newark has not been implemented to date.

In 1970, there were two subgrants approved under this program in the amount of \$56,310. Progress reports are not available since each of these projects is in the initial phase of development. These projects are:

PROJECT	SUBGRANTEE	AMOUNT
Crime Prevention Unit	Plainfield	\$ 38,310
Public Education on How to "Harden" Crime Targets	Madison Township (on behalf of 12 communities)	18,000
Expected funding for the six major cities in 1971		\$ 25,000

MULTI-YEAR PROJECTIONS

	FEDERAL SUPPORT	OTHER SUPPORT	TOTAL
1972	\$ 100,000	\$ 33,334	\$ 133,334
1973	150,000	50,000	200,000
1974	150,000	50,000	200,000
1975	150,000	50,000	200,000
TOTAL	\$ 550,000	\$ 183,334	\$ 733,334

PROGRAM 3.2.1 REHABILITATION OF NARCOTICS AND DANGEROUS DRUG OFFENDERS (Approach No. f-6)

OBJECTIVE

To expand the capabilities of state and local agencies in rehabilitating drug addicts; and to rehabilitate youngsters, aged 14 to 18, who are habitual drug abusers.

IMPLEMENTATION

Projects that are directly concerned with the treatment and rehabilitation of narcotic drug addicts and habitual users of dangerous drugs will be eligible for funding, providing that the project includes provision for the use of the SLEPA drug rehabilitation program

evaluation system. Applications utilizing the following approaches will receive priority consideration:

- Projects that expand the methadone maintenance treatment approach under the administrative supervision of the New Jersey Methadone Maintenance Treatment Project.
- Projects that establish small group, residential, drug rehabilitation centers in the community, exclusively for youngsters aged 14 through 18, under the direct management of a professional staff (social workers,

psychologist, educator, or other academically-trained specialist). Continuation of academic education for the youngsters, a diagnostic capability, and a provision for a range of treatment resources are desirable.

- Projects that expand the treatment service of private or public drug abuse rehabilitation programs, sponsored by a local unit of government, and endorsed by the New Jersey Division of Narcotics and Drug Abuse Control, will also be considered.

- Projects that provide treatment programs for inmates or ex-inmates of correctional or detention facilities.

Projects may be administered directly by agencies of government or by private agencies as subgrantees of units of State or local government. Projects may be developed and administered by a State agency for local government under the following conditions: (a) The local unit or units benefiting from the service agree by resolution of council or board, and the Chief Executive Officer (Mayor, or Freeholder-Director) signs a consent or waiver of local funding; and (b) The SLEPA Governing Board specifically approves.

It is anticipated that 1,000 drug offenders will participate in this program in 1971.

SUBGRANT DATA

One continuation grant will be awarded to the New Jersey State Division of Narcotic and Drug Abuse Control to supplement an anticipated discretionary grant for the Statewide methadone maintenance program.

Three continuation grants will be awarded to the City of Paterson, Union County, and Cumberland County to continue methadone maintenance stations established under 1970 grants at a range of \$35,000 to \$50,000.

Three grants of \$35,000 to \$50,000 will be awarded to cities or counties to establish methadone maintenance stations. These projects must conform to the program outline available from the New Jersey State Division of Narcotic and Drug Abuse Control, and no project will be funded without their prior endorsement.

Four continuation grants will be awarded to the City of Paterson, the City of Newark, Essex County, and Bergen County to continue drug rehabilitation projects for juveniles at a range of \$80,000 to \$130,000.

One grant of \$80,000 to \$100,000 will be awarded to a county with a population in excess of 200,000 or a city with a population in excess of 50,000, to establish a residential treatment program for juvenile drug users.

Four continuation grants will be awarded to the City of Paterson, the City of Camden, the City of Orange,

and Union County to continue rehabilitation programs for narcotic drug addicts at a range of \$75,000 to \$125,000.

Four grants of \$50,000 to \$100,000 will be awarded to counties with populations in excess of 200,000 or cities with populations in excess of 50,000 to establish or increase rehabilitation programs for narcotic drug addicts.

One grant of \$60,000 to \$80,000 will be available to the Division of Correction and Parole of the New Jersey Department of Institutions and Agencies to provide a treatment program for drug users in a State correctional institution.

BUDGET

1) LEAA Support Requested	\$1,500,000
2) State Support	55,000
3) Local Support	445,000
4) Other Support (Federal or Private)	-0-
5) Program Total	\$2,000,000
6) Applicable Federal-State Contribution Ratio:	
75% Federal 25% State/Local	
7) Prior Funding for Program, i.e.,	
Approved Fiscal 1970 Fund Request	\$1,000,000

PAST PROGRESS

In 1970 there were 11 projects approved under this program area at a total cost of \$1,006,296. These projects are:

PROJECT	SUBGRANTEE	AMOUNT
Treatment for Juveniles	Paterson	\$129,912
Methadone Maintenance	Paterson	50,000
Narcotic Rehabilitation	Paterson	99,942
Treatment for Juveniles	Newark	124,000
Treatment for Juveniles	Essex County	94,448
Narcotic Rehabilitation	Camden	78,965
Methadone Maintenance	Cumberland County	39,500
Treatment for Juveniles	Bergen County	80,000
Narcotic Rehabilitation	Orange	91,717
Narcotic Rehabilitation	Union County	132,812
Methadone Maintenance	New Jersey Div. of Narcotic & Dangerous Drug Abuse	85,000
Expected funding for six major cities in 1971		\$750,000

MULTI-YEAR PROJECTIONS

	FEDERAL SUPPORT	OTHER SUPPORT	TOTAL
1972	\$2,000,000	\$ 666,667	\$2,666,667
1973	2,000,000	666,667	2,666,667
1974	2,000,000	666,667	2,666,667
1975	2,000,000	666,667	2,666,667
TOTAL	\$8,000,000	\$2,666,668	\$10,666,668

Program 3.2.2 COMMUNITY-BASED CORRECTIONS (Approach No. f-2)

OBJECTIVE

To develop a range of correctional projects, based in the community, that will offer additional alternatives to the court and correctional administrators in order to better meet the needs of the individual, while maintaining the safety of the community.

The most effective correctional programs are those that operate as close to the community as security will allow, providing periods for testing behavior without the artificial restraints of institutional confinement.

IMPLEMENTATION

I. Projects that establish community rehabilitation centers serving juvenile and young adult offenders will be eligible. Program components include a limited residential capability and a variety of treatment approaches carried out by the center staff and/or by the purchase of services. The use of sub-professional aides indigenous to the community is encouraged.

The group served may be any one of the following categories:

1) Juveniles awaiting final court disposition who might otherwise be placed in juvenile detention for lack of satisfactory community placement.

2) Juveniles adjudicated as delinquent, who need more control than offered by general probation supervision, but less than that afforded by correctional commitment. This would be a multi-track program. It would offer treatment and flexible controls as necessary. Juveniles might be sent to this type of community resource as a condition of probation.

3) Young adult offenders (18-24) who need more control than that offered by general probation supervision, but less than that afforded by correctional commitment. Vocational training and/or placement should be a major program component, and participation could be a condition of probation.

4) Adult offenders, released from county jails, who are without suitable domicile and who voluntarily accept temporary residence and vocational assistance. Procedures should be established to effect early release from jail for those placed in the program.

5) Juveniles who have been committed to the State Home for Boys who have a limited delinquent history and for whom a community-based group home would offer improved prospects for rehabilitation.

6) Individuals committed to a State correctional institution who qualify for a work release program but who require temporary residence in proximity to employment resources.

II. Projects that are non-residential that establish community-based rehabilitation opportunities as a sentencing alternative or that enrich existing efforts to re-establish individuals in the community after a period of correctional confinement. Such projects may include:

1) Specialized parole caseloads that will concentrate services to individuals in particular offender categories or

with particular kinds of problem backgrounds.

2) Establishment of crisis intervention units for parole operations. Such projects may use ex-offenders as agents for change in cases where satisfactory community adjustment has not been achieved with conventional approaches.

3) Continuance or expansion of an effort to provide employment, training, and other rehabilitative resources to defendants who are on suspended sentence.

4) Special efforts directed toward bridging confinement and re-entry into the free community, particularly in the area of employment.

Projects may be administered directly by agencies of government or by private agencies as sponsored by units of State or local government. County programs may be developed and administered by a State agency for the county, if the local jurisdiction agrees and if the Board of Freeholders by resolution accepts such services as being "local". This procedure is necessary to maintain the required State-local fund distribution balance.

It is anticipated over 2,000 individuals will be served through this program this year based on an estimate of 150 per year per project.

SUBGRANT DATA

1) One grant to the State Division of Correction and Parole of \$300,000 to implement any of the following projects: Continuation of the community-based discretionary grant project entitled "A Community Treatment Center for Delinquents 14 to 16 Years Old," the funding of which expires September 15, 1971; to establish a group home for boys; to establish a work release-parole preparation center; to initiate specialized caseloads and/or crisis intervention units in a district parole office.

2) One grant of up to \$200,000 for one project to the County of Essex and/or Hudson to continue or expand the discretionary grant project entitled "Community Information and Referral Service" (previously known as the Newark Defendants' Employment Project), the funding of which expires on July 1, 1971.

4) One grant of up to \$75,000 to a State college or other suitable agency for the purpose of sponsoring a vocational counselling and placement service for correctional institutions to be implemented by "Project NOW."

5) One grant of up to \$87,500 to establish a community-based project designed to focus efforts on rehabilitation of juvenile delinquents. Eligible applicants are probation departments or juvenile shelters in the target counties of Bergen, Camden, Essex, Mercer, Middlesex, Monmouth, Passaic, or Union.

6) One grant of up to \$87,500 to establish a community-based project directed toward innovative rehabilitation efforts for adult offender probationers or county jail releasees. Eligible applicants are probation departments; or other county agency with county correctional responsibility.

BUDGET

1) LEAA Support Requested	*\$ 750,000
2) State Support	125,000
3) Local Support	125,000
4) Other Support (Federal or Private)	-0-
5) Program Total	\$1,000,000
6) Applicable Federal-State Contribution Ratio: 75% Federal 25%State/Local	
7) Prior Funding for Program, i.e., Approved Fiscal 1970 Fund Request	\$ 500,000
Approved Fiscal 1969 Fund Request	\$ 95,065

*An additional \$300,000 is being requested for this program from Discretionary Funds to be used for a work release parole-preparation center and for Project NOW. Approval of Discretionary Funds will require additional State and/or local support depending upon the level of funding approved.

PAST PROGRESS

One project was funded in this area in 1969 in the amount of \$47,122. This project has not yet been implemented:

PROJECT	SUBGRANTEE	AMOUNT
Education and Rehabilitation Program for Youthful Offenders	Essex County	\$ 47,122

In 1970 three awards were granted in the total amount of \$430,341. These grants aided four projects in community-based corrections:

PROJECT	SUBGRANTEE	AMOUNT
Community Center Approach to Residential Treatment for Juvenile Offenders	Essex County	\$113,742
Probation Model	Administrative Office of the Courts	\$168,735
Community Treatment Centers (Bergen and Essex Counties)	Department of Institutions & Agencies - Division of Correction and Parole	147,864

MULTI-YEAR PROJECTIONS

	FEDERAL SUPPORT	OTHER SUPPORT	TOTAL
1972	\$ 750,000	\$ 250,000	\$1,000,000
1973	1,125,000	375,000	1,500,000
1974	1,687,500	562,500	2,250,000
1975	1,687,500	562,500	2,250,000
TOTAL	\$5,250,000	\$1,750,000	\$7,000,000

**Program 3.2.3 REHABILITATION FOR ALCOHOLIC OFFENDERS
(Approach No. f-7)**

OBJECTIVE

To encourage the development of projects that will more effectively promote the rehabilitation of chronic alcoholic offenders through medical diagnosis and treatment.

In New Jersey in 1969, there were 65,116 arrests for driving under the influence of alcohol, drunkenness, other liquor laws, and disorderly conduct (usually in combination with drunkenness). The total number of arrests involving a drunken offender accounted for approximately one-third of all arrests in New Jersey. This percentage is typical of the nation as a whole according to the annual report of the F. B. I. which indicates that 37% of the arrests in the United States were for drunkenness related offenses.

In order to relieve the police, courts and corrections agencies of a portion of this load, and to provide more humane and more effective treatment for intoxicated offenders, it is the objective of this program to establish detoxification and emergency care centers for public intoxicants, thus providing alternatives to the present procedure of arrest, conviction and jailing.

IMPLEMENTATION

Projects establishing diagnostic, detoxification and follow-up treatment for public intoxicants will be established to provide a source of treatment for persons taken into custody by the municipal police. Referral to the program will not constitute an arrest and will not be recorded as a crime. Drunkenness as a component of a criminal act may be treated as an arrest and the offender

may be remanded to the detoxification center for treatment prior to appearing in municipal court, for a pre-trial hearing.

Each proposed project should indicate the provision of services of the following kind:

1. A police officer brings the "intoxicated" person to the reception room.
2. Center personnel complete a medical examination of the patient.
3. The patient is showered, given clean clothing, and assigned a bed.
4. Special nursing care and diets are provided.
5. Therapeutic activities — films, group meetings, discussions and lectures — are provided.
6. Each patient is counseled individually.
7. The patient, when necessary, is referred to other social, health, and governmental services for further help.

It is anticipated that in 1971 this program will reach some 2,500 persons afflicted with alcoholic problems.

SUBGRANT DATA

Three grants of \$75,000 to \$100,000 will be awarded to cities of 50,000 population or more to establish, in cooperation with the municipal police department and

municipal court, a detoxification and treatment center for public intoxicants.

One grant \$50,000 will be awarded to the Center of Alcohol Studies at Rutgers, the State University of New Jersey, to survey and evaluate treatment programs for drunkenness offenders and to assess the number of chronic drunkenness offenders, the number in contact with the legal-law enforcement system their characteristics and response to treatment, and the costs of various treatment methods and their effectiveness.

BUDGET

- | | |
|---|-----------|
| 1) LEAA Support Requested | \$300,000 |
| 2) State Support | 16,667 |
| 3) Local Support | 83,333 |
| 4) Other Support (Federal or Private) | -0- |
| 5) Program Total | \$400,000 |
| 6) Applicable Federal-State Contribution Ratio: | |
| 75% Federal 25% State/Local | |
| 7) Prior Funding for Program, i.e., | |
| Approved Fiscal 1969/1970 Fund Request | \$ -0- |

PAST PROGRESS

Not funded in FY 1969 or FY 1970.

Expected funding for six major cities in 1971 \$200,000

MULTI-YEAR PROJECTIONS

	FEDERAL SUPPORT	OTHER SUPPORT	TOTAL
1972	\$ 750,000	\$ 250,000	\$1,000,000
1973	1,000,000	333,334	1,333,334
1974	1,000,000	333,333	1,333,333
1975	1,000,000	333,333	1,333,333
TOTAL	\$3,750,000	\$1,250,000	\$5,000,000

Program 3.2.4 EXPANSION OF CORRECTIONAL ADVISORY AND CONSULTIVE SERVICES TO COUNTIES AND MUNICIPALITIES (Approach No. f-8)

OBJECTIVE

The objective of this program is to expand capabilities for giving municipal and county detention centers aid, through advisory and consultant services, in order that uniform correctional standards may be established throughout the state.

In 1969, the State's municipal and county detention facilities handled a total of 84,000 individuals. This is a large number of people, but more important, for many of these persons it was a first time for incarceration. Because of their problems these centers deserve a great deal of attention, but because of a lack of both staff and funds programs designed to improve the facilities have been slow in beginning.

The Department of Institutions and Agencies has specific statutory responsibility for visitation and

inspection of all county and municipal detention facilities in the State. The Division of Correction and Parole, while fulfilling this function, has emphasized the need for more comprehensive aid. Requests to the inspection unit have been varied, and many have been unfulfilled. As of this date, there are only two people handling the inspection function for 302 facilities in the State. Expansion of the inspection unit is needed to give impetus to the improvement of local correctional practices.

IMPLEMENTATION

The activities planned for which funds are being requested will take place under the State Division of Correction and Parole. The funds will be used to expand the Division's staff in the area of assisting local units in

planning and programming areas. The scope of operations will include:

- Providing consultive and advisory services to county and municipal correctional facilities in the establishment of new facilities or modification of those presently existing.
- Assisting in program planning and development in the areas of control, custody, discipline, treatment, work, personnel management and integration with community resources.
- Intensifying coordination and improving correctional practices at the county and municipal levels.

To fully achieve implementation of these goals, varied methods and techniques will be used. These include: surveys of needs and practices, advisory activities, consultations, planning assistance, standard setting, compliance audits and reports, coordination of both internal and external correctional endeavors, periodic review and assessments of the program, and dissemination of information on developments. It is expected that this program will permit all 302 local

facilities to be visited annually, commencing in 1971, with special visits to jurisdictions requiring extraordinary services.

SUBGRANT DATA

The funding level for 1971 is \$30,000. One applicant is eligible for this program. The Department of Institutions and Agencies will be the applicant on behalf of the Division of Correction and Parole.

BUDGET

- 1) LEAA Support Requested \$ 30,000
- 2) State Support 10,000
- 3) Local Support -0-
- 4) Other Support (Federal or Private) -0-
- 5) Program Total \$ 40,000
- 6) Applicable Federal-State Contribution Ratio:
75% Federal 25% State/Local
- 7) Prior Funding for Program, i.e.,
Approved Fiscal 1969/1970 Fund Request \$ -0-

PAST PROGRESS

Not funded in 1969/1970.

MULTI-YEAR PROJECTIONS

	FEDERAL SUPPORT	OTHER SUPPORT	TOTAL
1972	\$ 50,000	\$ 16,667	\$ 66,667
1973	50,000	16,667	66,667
1974	-0-	83,333	83,333
1975	-0-	83,333	83,333
TOTAL	\$ 100,000	\$ 200,000	\$ 300,000

**Program 3.2.5 IMPROVEMENT OF COUNTY JAIL PRACTICES AND PROGRAMS
(Approach No. f-9)**

OBJECTIVE

To assist counties in instituting projects that will promote the rehabilitation of adults placed in custody pending municipal or county court disposition or serving sentences as a result of court commitments.

Each of the 21 counties in the State is responsible for operating detention facilities for adults placed in custody pending court action or other administrative determination, and for adults serving short-term sentences as a result of municipal or county court determination. A recent survey of county jail officials disclosed that little effort is being exerted to develop rehabilitation programs in the jails, or to assist releasees in becoming integrated as productive citizens in the community.

In addition to the need for assisting county jails, some counties have within their jurisdictions adult State correctional institutions to which county educational resources are being directed. Community colleges are

conducting courses for the benefit of adult prisoners and, with additional help, may make such services more effective and more available.

IMPLEMENTATION

Projects that initiate or expand rehabilitation efforts for adult inmates in county correctional facilities will be eligible for funding. Projects that are sponsored by counties, initiating or expanding rehabilitation services to adult inmates in State correctional facilities will also be eligible for funding.

Applications may include requests for staffing to provide remedial education, group therapy, social casework or psychological counselling. The purchase of professional services to supplement jail program activities can be included. Consideration will be accorded to the development of volunteer services to inmates. Counties might, for example, wish to employ a director of volunteer services who would be responsible

for stimulating citizen interest in the implementation of rehabilitation projects.

Counties that are currently conducting courses in State adult correctional institutions through the community college program may apply for funds to expand these efforts. Such request may be for equipment, closed circuit T.V., or other program aides that can be justified in terms of reaching more individuals.

It is expected that this program will reach up to 27,000 individuals in 1971, either directly through participation of inmates in funded project activities, or indirectly by altering overall emphasis in institutional operations.

SUBGRANT DATA

It is anticipated that from four to six subgrants from \$50,000 to \$75,000 will be made to counties. Special

consideration will be accorded those counties with a population in excess of 200,000.

BUDGET

1) LEAA Support Requested	\$ 300,000
2) State Support	-0-
3) Local Support	100,000
4) Other Support (Federal or Private)	-0-
5) Program Total	\$ 400,000
6) Applicable Federal-State Contribution Ratio:	
75% Federal 25% State/Local	
7) Prior Funding for Program, i.e.,	
Approved Fiscal 1969/1970 Fund Request	-0-

PAST PROGRESS

Not funded in 1969/1970.

MULTI-YEAR PROJECTIONS

	FEDERAL SUPPORT	OTHER SUPPORT	TOTAL
1972	\$ 200,000	\$ 66,667	\$ 266,667
1973	300,000	100,000	400,000
1974	400,000	133,333	533,333
1975	400,000	133,333	533,333
TOTAL	\$1,300,000	\$ 433,333	\$1,733,333

Program 3.3.1 SPECIFIC PROBLEM-ORIENTED RESEARCH IN REDUCING THE NEED AND DESIRE TO COMMIT CRIME (Approach No. j-6)

OBJECTIVE

This research program will attempt to determine the particular causative factors that lead to individual criminal acts, and to identify specific intervention techniques that may act to remove or reduce the basic causation for certain criminal behavior.

There are four specific problems covered in this program. The first project is designed to study the causes and prevalence of narcotic addiction. The second project is to study the patterns of criminal victimization. The third project is to study factors underlying community violence. The fourth project is to study the effects of work release and training release on individual offenders.

IMPLEMENTATION

There are four specific research projects projected under this program:

A project to study the social and psychological aspects of narcotic addiction. This project will be operated in two locations by municipal governments of large cities that have more than 300 identified narcotic addicts. Detailed data on individual addicts will be drawn from the records of public and private agencies in the

municipalities. The data will be reduced to machine readable form and will be analyzed to develop information pertaining to the unique characteristics associated with narcotic addicts. Variables to be applied will include the age of first drug use and addiction, age at first and subsequent abstinences, relapse rate as correlates of different treatment modes, choice of drugs, collateral criminal activities, and social/psychological factors showing positive or negative correlation with addiction. Research data will be derived from psychological testing, interviewing, secondary data from public and private agency records, and physical examinations.

A project to study the effects of work release on individual offenders. This project will be operated by a county government or a municipal government in cooperation with a county correctional system. An experimental project will be established to provide vocational placements and supportive services to offenders engaged in a work release program from a county correctional institution. The project will collect data on the work release group and comparable control group in the same institution. Background data will be collected for each individual by reviewing existing

records, testing and interviewing the subjects, and observing the performance of the study group.

Data will be collected on the work release group to determine the individual's job performance, job satisfaction, skill development and attitude changes. Comparable data will be collected on the study group and control group after release from the institution in order to compare measures of job stability, skill level, job satisfaction, earning rates, social adjustment, and recidivist behavior.

A project to study criminal victimization. Because it is not possible to determine the nature and extent of the problems of crime by reviewing the statistics of reported crime alone, this project will provide information on the full range of criminal problems by contacting the victims of crime. A representative sample of the population of a city will be interviewed in depth to determine the rate of victimization, the costs of victimization, the propensity to report crimes, attitudes toward the police and satisfaction with police service, and factors that may have an effect on the reporting of criminal activities.

A project to study the causes of community violence. The project will require a series of interviews on a community-wide basis over a period of one year to identify beliefs, attitudes, incidents and events as they affect various sub-groups in the city to determine what factors cause critical levels of tension to become manifest and to identify those indicators that will predict community violence.

By identifying these critical factors it will be possible to predict the likelihood of violent outbreaks and to intervene through corrective actions before violent incidents occur.

SUBGRANT DATA

There are five subgrants planned under this program. The two projects to study the social and psychological aspects of narcotic addiction will be sponsored by municipal governments in cities of 100,000 population or

more at a monetary range of \$30,000 to \$40,000. The project to study the effects of work release will be sponsored by a county or municipal government at a monetary range of \$75,000 to \$100,000. The project to study criminal victimization will be sponsored by a municipal government in a city of 100,000 population or more at a monetary range of \$30,000 to \$50,000.

The project to study the causes to community violence will be sponsored by a municipal government in a city of 50,000 population or more at a monetary range \$40,000 to \$60,000.

BUDGET

1) LEAA Support Requested	\$ 250,000
2) State Support	-0-
3) Local Support	83,333
4) Other Support (Federal or Private)	-0-
5) Program Total	\$ 333,333
6) Applicable Federal-State Contribution Ratio:	
75% Federal 25% State/Local	
7) Prior Funding for Program, i.e.,	
Approved Fiscal 1970 Fund Request	\$ 50,000

PAST PROGRESS

In 1970 two projects were funded under this program in the amount of \$69,703. These projects were "An Analysis of the Narcotic Addicts Case Register" in Newark by the New Jersey College of Medicine and Dentistry, and "Development of a Narcotics Addict Register" in Paterson by the Mayor's Committee on Narcotic and Dangerous Drugs.

PROJECT	SUBGRANTEE	AMOUNT
An Analysis of the Narcotic Addicts Case Register	Newark	\$ 39,978
Development of a Narcotics Addict Register	Paterson	29,725
Expected funding for six major cities in 1971		\$180,000

MULTI-YEAR PROJECTIONS

	FEDERAL SUPPORT	OTHER SUPPORT	TOTAL
1972	\$ 300,000	\$ 100,000	\$ 400,000
1973	300,000	100,000	400,000
1974	300,000	100,000	400,000
1975	300,000	100,000	400,000
TOTAL	\$1,200,000	\$ 400,000	\$1,600,000

Program 4.1.1 EXPANDED INVESTIGATION AND PROSECUTION OF ORGANIZED CRIME (Approach No. g-1)

OBJECTIVE

To expand and improve the capabilities of state and local agencies in the investigation and prosecution of organized crime, and to structure the control of organized crime into a continuous, cohesive enforcement effort.

Organized crime control in the State of New Jersey has been, for the most part, primarily a State effort. Although some of the county prosecutors' and major metropolitan police departments have engaged in limited investigative and prosecutive measures independently, little of major significance has been accomplished to combat organized crime on a cooperative basis. Local efforts, out of necessity, largely because of existing shortages of specially trained personnel and technological equipment, have been centered on reported crimes and prosecutions of arrested and indicted persons. These efforts need to be expanded by giving both State and local agencies the capability to investigate, identify and reduce organized crime activity operating in their respective areas of jurisdiction. In order to make a significant impact on the hierarchy of organized crime, it is vital that State and local prosecutors and police plan and carry out an effective strategy on a close cooperative basis.

IMPLEMENTATION

I. The first project planned for which funds are being allocated in 1971 is the continuation of the Statewide Organized Crime Intelligence Project instituted by the New Jersey State Police in 1970 (subgrant period is June 30, 1970 to June 29, 1971). These funds will enable the Division of State Police to continue the present project after June 29, 1971, and to expand the capabilities of the Intelligence Unit.

Specifically, the Intelligence Unit will be programmed for computerization over a one-year period. The existing keypunch cards will be entered into the system to form the nucleus of the intelligence data base. Reporting procedures will be updated to provide a system that will allow investigators to remain in the field. Part of the needed equipment for this system is included in this second phase of the project. The remainder will be budgeted for during 1972 and 1973. Programmers and keypunch operators are available to the Intelligence Unit from within the Division of State Police.

Security of information will be provided by controlling input, modification, cancellation, and retrieval of information at the regional access centers. Access will be limited to authorized law enforcement agencies according to rules and procedures promulgated by the Intelligence Unit.

SUBGRANT DATA

One subgrant of \$100,000 will be made available to the Division of State Police in the Department of Law and Public Safety.

The subgrant will be used as follows:

1) \$90,000 will be used to partially compensate five detectives, five troopers, and seven clerical personnel. These positions were established during the first year of the project. Additional compensation costs will be assumed by the State of New Jersey.

2) \$7,500 will be used to purchase a MTST Magnetic Card Selectric typewriter.

3) \$2,500 will be used for rental of dedicated communications lines from field terminals to the main computer.

II. The second project planned for which funding is being requested is continuation of support for the Organized Crime and Special Prosecutions Section of the Division of Criminal Justice and the Organized Crime Task Force Bureau of the New Jersey State Police. These units have recruited and trained two additional attorneys and 25 State Police personnel during the first year of the project. Two more attorneys have been authorized and are actively being sought. Three clerical personnel have been added to provide the increased administrative support necessary.

The Organized Crime and Special Prosecutions Section of the Division of Criminal Justice provides legal advice as required to the State Police Intelligence Bureau and to the State Police units with peripheral organized crime responsibilities. The State Police personnel function as the operational arm of the Organized Crime and Special Prosecutions Section in the field.

Additional support is necessary to systematize the reporting methods of the OCTFB, and to consolidate the files on organized crime investigations in order to increase the investigatory capabilities of the OCTFB personnel. Additional funds will be used further to add law clerk interns and seasonal law interns as trainees in the Division of Criminal Justice.

The subgrant to continue these ongoing activities will not commence until October 1, 1971, in order not to overlap the current grant periods. The programmed support in 1971 will provide only a portion of the expenditures necessary to maintain and expand the current level of operation. Additional costs will be assumed by the State of New Jersey.

SUBGRANT DATA

One subgrant of \$256,000 will be awarded to the New Jersey Department of Law and Public Safety and administered by that Department's Division of State Police and Division of Criminal Justice. The subgrant will be used as follows:

1) \$80,000 will be used to partially compensate four attorneys, three secretaries, two full-time law clerk trainees, and two to four seasonal law interns.

2) \$150,000 will be used to partially compensate 25 new State Police personnel added in the first two years of the project (one lieutenant, four detectives, and 18 troopers).

3) \$26,000 will be used for travel and subsistence, necessary office supplies, and operating costs.

III. The third level of activity planned is the series of training courses in specialized surveillance techniques and the methods of obtaining background data and intelligence on organized crime operations. Ten two-week courses will be scheduled for accountants, attorneys, tax investigators, State Police personnel and other selected law enforcement personnel. In addition, four one-week organized crime seminars will be scheduled for graduates of the two-week training courses. It is anticipated that approximately 500-600 personnel will participate in the training program during the ensuing year.

SUBGRANT DATA

One subgrant of \$30,000 will be made to the Division of State Police of the Department of Law and Public Safety to be used as follows:

will be used to compensate the training coordinator.

1) \$15,000 will be used to compensate the training coordinator.

2) \$10,000 will be used for subsistence for in-residence trainees.

3) \$2,500 will be used for training manuals, classroom supplies, office supplies, postage and other operating costs.

4) \$2,500 will be used for resource leaders and training consultants to be used in the Organized Crime Training School.

IV. The fourth activity planned will establish a resource pool of organized crime personnel and equipment which will be available to local law enforcement agencies and State agencies for the purpose of combating organized crime. This resource pool will be under the control of the Attorney General of the State of New Jersey. Specialized, operative, technical, and prosecutorial personnel will provide expert knowledge and assistance in such areas as accounting and finance, investigation of land transactions, surveillance and intelligence gathering techniques, and specialized prosecution techniques. It will also create a central pool of technological investigative aids to be made available to appropriate local and State agencies. These resources will be temporarily assigned to requesting agencies as approved by the Attorney General. The requesting agency must justify its need for these additional personnel and equipment resources in order to increase its investigative and prosecutive capabilities for a particular purpose at a particular time.

SUBGRANT DATA

A subgrant of \$80,000 will be made to the Division of Criminal Justice of the State Department of Law and Public Safety. This subgrant will be used as follows:

1) Between \$50,000 and \$60,000 will be used to recruit, train and compensate two accountant-finance

specialists, one statistician and one land title searcher.

2) \$10,000 will be used for travel and subsistence expenditures for the personnel in the resource pool.

3) \$10,000 will be used to purchase the following items of equipment: one Recordak machine (reader and printer), and two calculators. Sophisticated calculators are an indispensable aid to accountants.

V. Provide funds for two joint county-city projects for recruiting and training of specialized personnel, and purchasing technical investigative and detection equipment.

The local cohesive effort envisioned in this program will utilize the legal and investigative staff of the county prosecutor and the investigative arm of the police to form a unit exclusively dedicated to investigation and prosecution of organized crime figures. This county-city unit will be directed by the county prosecutor in conjunction with the city police or public safety director, and be assisted by and work in harmony with the State Department of Law and Public Safety through that Department's Divisions of Criminal Justice and State Police.

The desired results are the improvement of local capability against organized crime in major metropolitan areas, and development of model county-city programs for other metropolitan jurisdictions in the State.

SUBGRANT DATA

There will be two subgrants of \$300,000 and \$250,000 respectively, to be awarded to Essex County and Mercer County. The matching funds will be shared proportionately between Essex County and the City of Newark for one project, and between Mercer County and the City of Trenton for the other project.

The first subgrant of \$250,000 (Mercer-Trenton) will be utilized as follows:

1) \$190,000-200,000 (80 percent of the Federal funds) will be used to cover the expenditures for recruiting, training and compensating the following personnel:

- Six detective-investigators (these are existing personnel, three of whom are currently with the Trenton Police Department, who will be transferred and utilized on a full-time basis with the county-city organized crime task force).

- Six new detective- investigators.
- One accountant.
- One attorney (assistant Prosecutor).
- Two secretaries.

2) \$30,000 will be used to purchase seven fully equipped automobiles and/or a surveillance vehicle for the detective-investigators.

3) \$5,000 will be used for purchase of communications equipment, i.e., purchase of hand-talkies, scramblers, etc.

4) \$3,000 will be used for travel expenses for attorneys, accountants, and detective-investigators in conjunction with the operations of the county-city organized crime task force.

5) Approximately \$15,000 will be used to cover a

portion of the expenditures for the rental of office space, and for office equipment and office supplies.

The second subgrant (Essex-Newark) of \$300,000 will be utilized as follows:

1) \$218,700 will be used to pay the costs of the following personnel:

- Three assistant prosecutors.
- One prosecutor's lieutenant.
- One Newark police lieutenant.
- One Newark police sergeant.
- Four Newark police detectives.
- One accountant.
- Three clerk-stenographers.

This expenditure constitutes approximately 73 percent of the Federal funds.

2) \$25,000 will be used to cover expenditures for travel, including out of State travel related to training, and on-the-job travel.

3) \$12,000 will be used as a confidential fund for the county-city organized crime task force.

4) \$5,000 will be used to cover the expenditures for consultants, i.e., accountants, statisticians, etc.

5) \$2,500 will be used to hire a part-time court reporter on an as needed basis.

6) \$36,800 will be used to purchase an automatic answering device, a calculator, hand-held dictating or recorder units, and concealable transceivers and transmitters; and for the rental of surveillance vehicles.

The Tel-Cord Recording Device will be used primarily as a source of information. Through this device, every law enforcement officer in the county will have a number he can call at any time during the day or night to provide information relating to organized crime. It is felt that officers on a beat or on patrol frequently observe activities which may or may not indicate the presence of organized crime. Much of this information is unreported. The availability of a means by which such information can be immediately reported orally with little expenditure of time or energy will greatly facilitate its being reported. Secondly, after a program of public awareness is put into effect, this information may be utilized as a channel through which citizens can provide information and also speak to those charged with the responsibility for prosecuting organized crime.

The concealable transceivers, transmitters, radios and recorders are also indispensable. The transceiver can be worn beneath clothing and permits an officer to maintain two-way communication without exposing his identity. Where the proximity of the police officer and person he is surveilling is such that two-way communication is prohibited, the transmitter will be used. The radios will be on low band surveillance frequency and will be especially helpful by providing a common means of communication when working with other law enforcement agencies. The use of the hand-held cassette recorders will allow recording in detail of all observations without the necessity of making notes. They will facilitate nighttime surveillances especially.

The electronic surveillance equipment is the

fundamental tool by which organizations such as that proposed will achieve success.

Surveillance vehicle rentals will be necessary, since it is not planned to purchase surveillance vehicles, and since it is felt that the most economical way to achieve lack of recognition when on a surveillance would be frequent renting of diverse makes and models of automobiles by surveillance teams.

BUDGET

1) LEAA Support Requested	*\$ 686,000
2) State Support	128,667
3) Local Support	100,000
4) Other Support (Federal or Private)	-0-
5) Program Total	\$ 914,667
6) Applicable Federal-Local Contribution Ratio:	
75% Federal 25% Local	
7) Prior funding for program, i.e.,	
Fiscal 1969 Fund Request	95,067
Fiscal 1970 Fund Request	\$ 350,000

*\$330,000 in additional Federal funds are being requested for this purpose under the Discretionary Grant Program for FY 1971. Approval of this discretionary grant will require additional State and local support, depending upon the level of discretionary funding approved.

* See Section B, The Multi-Year Plan - Reduction of Organized Crime (Goal 4.0)

PAST PROGRESS

In September, 1969, the Division of State Police was awarded a subgrant of \$95,067 for the Expanded Investigation of Organized Crime. In October, 1970, another subgrant of \$95,000 was awarded to the Division of State Police. These funds have been used to establish and administer an Organized Crime Training School (two 2-week sessions have been conducted for 50 State, county and municipal law enforcement personnel); to add 25 additional detectives to the OCTFB (14) and to the Intelligence Bureau (11); and to purchase special investigative equipment used as training aids in the training program, and to support the activities of the additional personnel.

In July, 1970, a subgrant of \$55,000 was awarded to the Organized Crime and Special Prosecution Section (organized Crime Unit) of the Division of Criminal Justice. Two attorneys and two secretaries have been hired, and all investigative equipment has been requisitioned under this subgrant.

Also in July, 1970, the Division of State Police was awarded \$100,000 in block grant funds and \$58,846 in discretionary grant funds for a Statewide Intelligence Project. This project is providing a system through which organized crime intelligence data can be developed, gathered, centrally filed, and properly disseminated from and to all law enforcement and related agencies in the State. Preliminary planning on the project has been completed, operating procedures outlined, an operating instruction manual written, and reporting forms devised and printed.

Because of State budgetary problems, implementation of this project did not commence until August, 1970. In general, implementation of all 1970 projects was delayed, as Federal and State budgetary approval took approximately two months.

A second intelligence project for approximately \$100,000 in 1970 funds is being developed by the State Commission of Investigation.

Since July, 1970, more than 20 cases have been brought before the Statewide Grand Jury as a result of the efforts of the Division of Criminal Justice and the Division of State Police under the grant projects. As a result of these cases, organized crime figures, law enforcement officers, and other public officials were indicted.

Expected funding for six major cities
for 1971 \$150,000

MULTI-YEAR PROJECTIONS*

	FEDERAL SUPPORT	OTHER SUPPORT	TOTAL
1972	\$1,150,000	\$ 383,333	\$1,533,333
1973	1,450,000	483,333	1,933,333
1974	1,675,000	558,333	2,233,333
1975	1,675,000	558,333	2,233,333
TOTAL	\$5,950,000	\$1,983,332	\$7,933,332

*See Section B, The Multi-Year Plan – Reduction of Organized Crime (Goal 4.0)

**Program 4.3.1 SPECIFIC PROBLEM-ORIENTED RESEARCH
IN REDUCING ORGANIZED CRIME (Approach No. j-7)**

OBJECTIVE

To analyze the structure, volume, and location of various types of illegal gambling, and to project the impact of various forms of control, regulation, or legalization on these elements.

The proceeds of illegal gambling are considered to be the primary economic underpinning for a hierarchy of organized criminal activities including corruption of public officials, loansharking, and purchase of legitimate businesses that can be used, in conjunction with extortion, to develop criminal monopolies on goods and services. Because illegal gambling is basic to the organized criminal enterprise, it has been selected for an initial detailed study to provide a factual basis for developing control and regulation techniques which will effectively curtail the illegal profits obtained from this source.

IMPLEMENTATION

The new Division of Criminal Justice (established by Chapter 74, Laws of New Jersey, 1970) in the Department of Law and Public Safety has within its organizational structure a Research and Planning Section. This Section has not yet become operational nor been staffed. Funds will be provided to this Division to enable it to obtain the services of professional research staff to implement this project and to continue as the nucleus of an ongoing research effort on the causes, operations and effects of various facets of organized crime.

This project will require three professional Research Associates in the following disciplines:

1. Business-Economist with experience in micro-economics and statistical methods.
2. Sociologist/Criminologist with expertise in organizational analysis.
3. Political scientist with experience in state and local government structure as it applies to law enforcement systems.

One Secretary will be provided to the Research and Planning Section, and supervision will be provided by the Division Director. Supportive services and data will be provided by staff of the Division's Investigative, Trial, Appellate, Prosecutors Supervisory, and Organized Crime and Special Prosecutions Sections.

This research project is planned for one year and will proceed in the following sequence:

- 1) Preparation of the detailed study design and data collection methodology in order to define and quantify the forms of illegal gambling; i.e., bookmaking, numbers, sports gambling, etc.; the relative popularity of the various forms by geographic area, economic strata, racial and ethnic groups, and the underlying structure of the organization, such as distribution system, financial investment, profit margins, and information systems.
- 2) Collection of data from the Division of Criminal Justice, Division of State Police, State Commission of Investigation, etc., deriving from past investigations and testimony. Survey instruments will be applied to random subjects in various geographic areas (this survey will be confidential and the names of the subjects will not be recorded).
- 3) Collected data will be analyzed and a detailed

report will be prepared providing estimates within ranges of the information suggested earlier, covering the following:

- a) The location and volume of illegal gambling activities in the State.
- b) The location and volume of different types of organized gambling.
- c) The estimated number of citizens in the State who engage in illegal gambling as bettors and the volume and frequency of their play.
- d) Differential popularity of different types of gambling by economic class and ethnicity of the population.
- e) By inference, the relative gross take, profits, and organization members supported by various types of gambling in various areas of the State. By organizational analysis it may be possible to construct the organization pattern of personnel and duties within a particular area.
- f) Project various models of control or regulation activities, and estimate their impact on the various forms of illegal gambling in terms of reducing the gross take, reducing the net profit by increasing risk, reducing public acceptance through the introduction of competitive models, or reducing public acceptance through public information techniques.

SUBGRANT DATA

One subgrant of \$56,000 will be awarded to the State Department of Law and Public Safety to be administered by that department's Division of Criminal Justice. These funds will be used to provide for the following research staff:

1. Research Associate/Economist — \$12,603-\$16,383.
2. Research Associate/Political Scientist — \$12,603-\$16,383.
3. Research Associate/Sociologist — \$12,603-\$16,383.
4. Principal Clerk Stenographer — \$6,684-\$8,685.

State matching funds will provide for supervision, office expense and supplies, equipment, travel, consultants, computer time, printing, etc.

BUDGET

- | | |
|---|----------|
| 1) LEAA Support Requested | \$56,000 |
| 2) State Support | 18,667 |
| 3) Local Support | -0- |
| 4) Other Support (Federal or Private) | -0- |
| 5) Program Total | \$74,667 |
| 6) Applicable Federal-State Contribution Ratio: | |
| 75% Federal 25% State/Local | |
| 7) Prior Funding for Program, i.e., | |
| Approved Fiscal 1969/1970 Fund Request | \$-0- |

PAST PROGRESS

Not funded in FY 1969/1970.

MULTI-YEAR PROJECTIONS

	FEDERAL SUPPORT	OTHER SUPPORT	TOTAL
1972	\$ 60,000	\$ 20,000	\$ 80,000
1973	60,000	20,000	80,000
1974	60,000	20,000	80,000
1975	60,000	20,000	80,000
TOTAL	\$ 240,000	\$ 80,000	\$ 320,000

Program 5.2.1 PROJECT "ALERT" (Approach No. h-4)

OBJECTIVE

The alert radio system, which provides radio communications between different units at a riot or civil disorder site, will be expanded to provide its direct and ancillary benefits to those areas of the state not presently covered by the system.

This system, started in 1968-1969 needs to be expanded in size and scope to keep pace with the changing pattern and nature of civil disorders. It has become apparent that civil disorders are not confined to major cities or even to communities per se. The recent history of civil disorders in New Jersey indicates that colleges and universities are targets for major

disturbances requiring intervention by law enforcement agencies.

In initially dealing with problems in the high disturbance potential areas, the ALERT system, for the most part, involved larger urban police departments that had some facilities, though largely inadequate, to handle communications. The suburban and rural areas, now potentially involved, cause even greater concern in terms of adequate communications and other facilities. In the second year of the ALERT system development (1970), a more fluid approach, providing additional emergency communications capabilities was introduced. At present the ALERT system needs to be further expanded to close the gaps that still exist in New Jersey.

IMPLEMENTATION

The particular activities planned for which funding is being requested include:

- Continuing the management of the system and improving the maintenance program through 1971.
- Continuing the expansion of the system by the creation of three regional control centers, one each in the north, central and southern sections of the State to provide better operational communications control.
- The addition of eight base stations to link those areas of the State previously bypassed.
- The addition of a closed circuit portable television communications system which can be used with helicopters or other vehicles to visually transmit disturbance scenes to control centers for command decisions and better coordination of information and operational efforts.

SUBGRANT DATA

Because of the centralized nature of this program, there will be one subgrant of \$150,000 to be awarded to the New Jersey Department of Law and Public Safety and administered by that Department's Division of State Police. Because this program will be operated for the direct benefit of local law enforcement agencies throughout the State, the funds allocated will be considered as part of the 75% of funds made available to local units of government.

BUDGET

1) LEAA Support Requested	*\$150,000
2) State Support	50,000
3) Local Support	-0-
4) Other Support (Federal or Private)	-0-
5) Program Total	\$200,000

- 6) Applicable Federal-State Contribution Ratio:
75% Federal 25% State/Local
- 7) Prior Funding for Program, i.e.,

Approved Fiscal 1969 Fund Request	\$151,814
Approved Fiscal 1970 Fund Request	\$ 52,000

*An additional \$100,000 is being requested for this purpose under the Discretionary Grant Program for 1971, "State and Regional Emergency Communications and Coordination Systems." Approval of this discretionary grant will require additional State support, depending upon the level of discretionary funding approved.

PAST PROGRESS

During FY 1969, the Project ALERT radio system was installed and became operational in 25 potential disturbance-prone cities and four State Police locations. The total funding for FY 1969 was \$202,464. The Federal portion was \$151,814, and the State provided a cash match of \$50,650.

During FY 1970, the Project ALERT radio system was expanded. A control center was installed at State Police Division Headquarters in West Trenton. An additional 75 portable two-channel radios were purchased and stored at three strategic locations throughout the State. The equipment to stock an additional eight sites has been purchased, but the sites have not been selected to date. The total funding for FY 1969 and FY 1970 was \$421,810. The Federal portion was \$303,814 (including \$100,000 in Discretionary Grant funds) and the State provided a cash match of \$117,996.

The Grant period for the current phase of Project ALERT is July 1, 1970 to June 30, 1971. Additional funds will not be awarded under this program until July, 1971, and will be contingent upon a satisfactory evaluation of the completed phases.

MULTI-YEAR PROJECTIONS

	FEDERAL SUPPORT	OTHER SUPPORT	TOTAL
1972	-0-	-0-	-0-
1973	-0-	-0-	-0-
1974	-0-	-0-	-0-
1975	-0-	-0-	-0-
TOTAL	-0-	-0-	-0-

II. COMPLIANCE WITH FUNDING LIMITATIONS

a. Funds Available to Local Units

Section 303(2) of the Omnibus Crime Control and Safe Streets Act, Title I, requires that at least 75% of all Federal funds be available to units of general local government or combinations of such units. Of the total Federal request of \$11,870,000 the State Law Enforcement Planning Agency will make \$9,325,000 (78.6%) available to local government in the following program areas:

1.1.1	Improvement of Police-Juvenile Relationships (c-2)	\$ 300,000
1.1.2	Community Involvement in Local Juvenile Delinquency Prevention Programs (c-1)	965,000
1.1.3	Youth Services Bureaus (c-12)	500,000
1.2.1	Expand and Improve the Diagnostic Services Available to the Juvenile Court (c-3)	300,000
1.2.2	Improvement of Juvenile Detention Practices and Programs (c-11)	300,000
2.1.1	Increase Police Patrol Effectiveness Through More Efficient Allocations of Existing Police Resources (b-1)	600,000
2.1.2	Increase Apprehension and Deterrence Effectiveness Through Reduction of Police Response Time (d-4)	200,000
2.1.3	Prevention of Crime Through "Hardening" of Crime Targets (b-2)	200,000
2.1.4	Specialized Equipment for Local Police to Improve the Detection and Apprehension of Criminals (d-3)	200,000
2.2.3	Recruitment of Criminal Justice System Personnel (a-1)	200,000
2.2.4	Basic Academic Education Improvement for Criminal Justice System Personnel (a-2)	50,000
2.2.5	Higher Education for Criminal Justice System Personnel (a-3)	150,000
2.2.6	Establishment and Training of Community Relations Units in Local Police Departments (i-6)	300,000
2.2.7	Management of Court Information and Records (e-2)	300,000
2.2.9	Local and Regional Communications (d-2)	500,000
2.2.10	Recruitment, Selection and Training of Minority Group Police Officers (i-4)	250,000
2.3.1	Specific Problem-Oriented Research in Increasing the Efficiency and Effectiveness of the Criminal Justice System (j-5)	250,000
3.1.1	Prevention of Narcotics and Dangerous Drug Abuse (b-6)	750,000
3.1.2	Public Education on How to "Harden" Crime Targets (b-3)	50,000
3.2.1	Rehabilitation of Narcotics and Dangerous Drug Offenders (f-6)	1,335,000
3.2.2	Community-Based Corrections (f-2)	375,000
3.2.3	Rehabilitation for Alcoholic Offenders (f-7)	250,000
3.2.5	Improvement of County Jail Practices and Programs (f-9)	300,000
3.3.1	Specific Problem-Oriented Research in Reducing the Need and Desire to Commit Crime (j-6)	250,000
5.2.1	Project "ALERT" (h-4)	150,000
	Total available to local units of government or combinations thereof	\$9,325,000

b. Construction Costs

There are no construction programs projected for 1971 as defined under Section 301(c). All facilities to be used for 1971 projects will be rented or will utilize existing facilities provided by State agencies or municipal governments.

c. Personnel Compensation

- (1) Estimated total personnel compensation in all programs (exclusive of compensation for time engaged in conducting or attending training programs). \$6,500,000
- (2) Estimated expenditure from Federal share for personnel compensation, exclusive of compensation for time engaged in conducting or attending training programs (may not exceed 1/3 of total Federal action grant awards). 3,900,000
- (3) Estimated total increases in personnel compensation of implementing agencies (i.e., salary and other compensation increases for existing personnel but exclusive of time engaged in conducting or attending training programs) 600,000
- (4) Estimated expenditures from Federal share for the increased personnel compensation projected in (3) above [may not exceed 50 percent of (3)] 300,000

d. Addenda on Award of Advance Action Grant Funds

- (i) Total amount of advance action grant funds awarded up to January 1, 1971 \$169,718
- (ii) Distribution of advance action grant funds among programs:
 - Programs 1.1.2 - Community Involvement in Local Juvenile Delinquency Prevention Programs (c-1) 99,687
 - Program 1.2.1 - Expand and Improve the Diagnostic Services Available to Juvenile Court (c-3) 18,257
 - Program 3.2.2 - Community-Based Corrections (f-2) 51,774
- (iii) Advance action grant funds were distributed according to the following criteria to assure consistency with the approved 1970 plan and this 1971 plan submission:
 - (a) Advance 1971 action grant funds were awarded for projects that are consistent with 1970 program areas in which previously allocated funds were exhausted.
 - (b) Advance 1971 action grant awards were made only in those program areas to be continued in the 1971 annual action program.

III. LOCAL PARTICIPATION AND FUND BALANCE

The allocation of funds among general local units of government, decided on by the Governing Board, is based on an effort to obtain a balanced distribution among cities and counties of various sizes. This reflects in part the relative need for improvement in the respective local law enforcement systems.

This balanced distribution of funds is to be accomplished in part by maintaining a relatively even

balance between population proportion and Index Crime Rate proportion for a first rough evaluation on the proper allocation for a unit of local government, or for a combination of units. Such a unit, or combination, must also meet the qualitative criteria for funding. These include the relative excellence of the request for funds, the innovative content as well as the practical application of the proposed project, the area of priority in the current Plan, and the relative excellence of the operating personnel. Questions regarding the precise allocation within the order of magnitude are decided by factors relating to the project and its sponsor (e.g., feasible levels of funding for the kind of project in question, or relative needs and abilities of the applicant).

Urban crime problems, and interjurisdictional crime problems, will be given the emphasis and priority called for by the Act. Special priority consideration will be accorded applications from the State's largest cities and most populous counties.

Descriptive data analyzing the law enforcement systems needs and problems of the major municipalities and their metropolitan areas is provided under Section B. This section describes the need for improvement in the respective law enforcement systems, the intensity of the crime control problem in large cities and metropolitan areas, and the share of resources and expenditures for law enforcement activity shouldered by major local units.

To find a firm basis for its 1970 priorities, SLEPA disseminated in August, 1969, an eighteen page questionnaire based upon all of the 73 programs listed in the 1969 State Plan. This questionnaire was mailed to thousands of officials and citizens of the State in 39 general categories. These categories were: Mayor and Council; Boards of Freeholders; Municipal Police; County Police; County Sheriffs; County Prosecutors; County Probation Departments; Community Action Programs; Model Cities Administrations; Superintendents of Schools; County Criminal Court Judges; County Juvenile Court Judges; Juvenile Shelters; Municipal Attorneys; Superior Court Judges; Supreme Court Judges; Public Defenders; New Jersey State and County Bar Associations; High School Principals; State Commission on Investigation; Criminal Law Revision Commission; Juvenile Court Law Revision Commission; Patrolmen's Benevolent Association; Law Enforcement Education Advisory Committee; Halfway House Directors; New Jersey Conference of Mayors; New Jersey State League of Municipalities; New Jersey State Special Police Association; New Jersey Welfare Council; South Jersey Association of Chiefs of Police; New Jersey Legislature; State Correctional Institution Superintendents; Fraternal Order of Police; and Newspaper Editors. In addition, many individual interviews were conducted by the SLEPA staff with persons related by employment and background to these 39 areas.

Response analysis was completed in June, 1970, and from the data gathered and weighted according to category of respondent, a guide to assist in selecting

1970-73 program priorities was obtained for both funding levels and funding sequence.

To improve and update this data, 5,000 letters were sent in September to officials and citizens of the State representing the categories mentioned above. The letter requested new program ideas, changes in priority, or suggestions for improving any part of the previous State Plan. A substantial number of replies were received and reviewed and the resulting suggestions led to several new program areas and changes in fund balance among programs for the present Plan.

As a result of the aforementioned questionnaire and the interviews, 36 program priorities have been selected for 1971. Details on the recommended participation of State and local units of government in these priority programs are set forth below:

1) Only State agencies may participate in the following programs:

1.2.3	Improvement of Juvenile Conference Committees (c-6)	\$ 40,000
1.3.1	Specific Problem-Oriented Research in Reducing Juvenile Delinquency (j-4)	75,000
2.2.1	Statewide Communications and Information System (d-1)	700,000
2.2.2	Increased Laboratory Service (d-5)	240,000
2.2.11	Higher Educational Institutions for Criminal Justice Personnel (a-11)	120,000
2.2.12	Criminal Judicial Information Reporting System (e-3)	40,000
2.2.13	Improvement of Bail System (e-6)	153,000
3.2.4	Expansion of Correctional Advisory and Consultive Services to Counties and Municipalities (f-8)	30,000
4.3.1	Specific Problem-Oriented Research in Reducing Organized Crime (j-7)	56,000
		\$1,454,000

2) Both State agencies and local units of government may participate in the following listed programs:

	LOCAL	STATE
1.1.2	Community Involvement in Local Juvenile Delinquency Prevention Programs (c-1)	\$ 35,000
	\$ 965,000	
2.2.3	Recruitment of Criminal Justice System Personnel (a-1)	30,000
2.2.5	Higher Education for Criminal Justice System Personnel (a-3)	50,000
3.2.1	Rehabilitation of Narcotics and Dangerous Drug Offenders (f-6)	165,000
3.2.2	Community-Based Corrections (f-2)	375,000
3.2.3	Rehabilitation of Alcoholic Offenders (f-7)	50,000
4.1.1	Expanded Investigation and Prosecution of Organized Crime (g-1)	386,000
	\$3,575,000	\$1,091,000

3) The balance of the 1971 action program funds are allocated solely to units of local government as follows:

1.1.1	Improvement of Police-Juvenile Relationships (c-2)	\$ 300,000
1.1.3	Youth Services Bureaus (c-12)	500,000
1.2.1	Expand and Improve the Diagnostic Services available to the Juvenile Court (c-3)	300,000
1.2.2	Improvement of Juvenile Detention Practices and Programs (c-11)	300,000

2.1.2	Increase Apprehension and Deterrence Effectiveness Through Reduction of Police Response Time (d-4)	200,000
2.1.3	Prevention of Crime Through "Hardening" of Crime Targets (b-2)	200,000
2.1.4	Specialized Equipment for Local Police to Improve the Detection and Apprehension of Criminals (d-3)	200,000
2.2.4	Basic Academic Education Improvement for Criminal Justice System Personnel (a-2)	50,000
2.2.6	Establishment and Training of Community Relations Units in Local Police Departments (i-6)	300,000
2.2.7	Management of Court Information and Records (e-2)	300,000
2.2.9	Local and Regional Communications (d-2)	500,000
2.2.10	Recruitment, Selection and Training of Minority Group Police Officers (i-4)	250,000
2.3.1	Specific Problem-Oriented Research in Increasing the Efficiency and Effectiveness of the Criminal Justice System (j-5)	250,000
3.1.1	Prevention of Narcotics and Dangerous Drug Abuse (b-6)	750,000
3.1.2	Public Education on How to "Harden" Crime Targets	50,000
3.2.5	Improvement of County Jail Practices and Programs (f-9)	300,000
3.3.1	Specific Problem-Oriented Research in Reducing the Need and Desire to Commit Crime (j-6)	250,000
5.2.1	Project "ALERT" (h-4)	150,000
		\$5,750,000

Projected funding for 1971 for the six largest cities — \$4,070,000.

a. Major Cities in New Jersey

There are six cities in New Jersey of 100,000 population or more. Although these six cities contain less than 19% of the total State population, they account for almost 30% of the total reported index crime. In keeping with the SLEPA policy of maintaining a balanced distribution of funds to local units of government based on an equal weighting of population and index crime rate, these six cities have received slightly more than 25% of the funds allocated to local units of government in 1969-1970. The specific fund allocations were as follows:

	1969	1970	TOTAL
Camden	\$ 42,291	\$118,855	\$ 161,146
Elizabeth	33,853	2,832	36,685
Jersey City	65,229	51,795	117,024
Newark	126,840	467,361	594,201
Paterson	6,073	344,579	350,652
Trenton	87,761	12,450	100,211
TOTAL	\$ 362,047	\$997,872	\$1,359,919

Because of the continuing severity of crime problems in the six major cities, the State Law Enforcement Planning Agency will allocate a higher proportion of total funds to these cities in 1971. For 1971 \$4,070,000, or 34%, of the total will be made available to the six major cities.

b. Special Problem Areas in New Jersey

There are other areas of the State that, by virtue of their unique geographic or economic situation, experience particular law enforcement problems not

found in other sectors of the State. The most striking example is seen in the heavy tourist area along the Atlantic shore during the summer months. The four counties that front on the Atlantic shore, Monmouth, Ocean, Atlantic, and Cape May, show large increases of population and crime during the summer. The increase is centered on the continuous chain of small shore resort towns stretching from Sandy Hook in the north to Cape May at the southern tip.

The highest index crime rates in the State occur in the larger resort towns such as Atlantic City and Asbury Park. Part of the reason for the extremely high crime rates can be found in the computation method. The number of crimes recorded during the summer months are measured against the permanent resident population size rather than the transient summer population, which may be three to five times greater than the permanent population. Despite this modifying factor in analyzing the crime index, there is still a real problem in the increase in actual crime during the summer. In recognition of this particular problem, the State Law Enforcement Planning Agency will give special consideration to programs initiated by the shore communities that are designed to prevent crime and increase police effectiveness during the summer season. Programs that are planned and operated jointly by two or more adjoining communities will be encouraged because of their common interest in the problem of seasonal increase in the demand for law enforcement services.

Another potential problem that must be considered is the development of the Delaware Water Gap National Recreation Area created under Public Law 89-158 in 1965. This project will create a park of 728,000 acres under Federal control that touches on seven counties in New Jersey, New York and Pennsylvania. The total area affected by the park is estimated to be 1,000 square miles, including peripheral residential and commercial developments. The permanent residential population is expected to increase from the present 193,000 to 926,000 in the surrounding area and the annual number of seasonal visitors is expected to be 10,500,000.

There are two major problems to be considered. The first is the rapid growth of population and the concurrent increase in the demand for police, courts, and correctional services provided by State and local government. The second is the problem of coordination of Federal, State, and local law enforcement systems. As a Federal reserve, ceded by the States, the Delaware Water Gap National Recreation Area is under Federal jurisdiction and the U.S. Code would apply. Questions concerning police responsibility and jurisdiction, court venue, and incarceration of offenders should be resolved prior to the opening of the area.

Another area of special interest is the Port of New York, which embraces several municipalities and counties lying in the States of New Jersey and New York. The waterfront continues to be a focus for crimes such as loansharking, hijacking, pilferage and gambling. Organized crime exerts its influence on the waterfront

and derives substantial income through such influence.

The responsibility for policing the pier areas has been given to the Waterfront Commission for the Port of New York. The Waterfront Commission was created in 1953 under a bi-state compact between New Jersey and New York as a direct result of the Moreland Commission Crime hearings. This approach gave recognition to the fact that organized crime was more than a local problem within a single State.

The Waterfront Commission is a police agency with the power to issue subpoenas to compel attendance and to take testimony under oath. A primary function is to eliminate corrupt labor practices through the licensing of people and companies to work or engage in business on the waterfront. The Commission currently has a staff of 13 attorneys, 5 investigative accountants, and 50 special agents with full police powers in the Port of New York and New Jersey.

IV. TECHNICAL ASSISTANCE AND SERVICES

Technical assistance to local units is an on-going operational responsibility of SLEPA. Technical assistance falls into the following categories: (1) explanation of the Crime Control Act and the SLEPA program, (2) assistance with local planning activities, (3) assistance with local planning grant applications, (4) provision of advice or information on the prevention, police, courts, or corrections disciplines, (5) assistance in the development of action projects, (6) assistance in the analysis of local systems, needs, problems, and priorities, and (7) assistance with local action grant applications.

During 1969, the six principal SLEPA staff members, and the two field analysts, provided the following technical assistance in the aforesaid seven categories: 505 office conferences with local officials; 1623 telephone conferences with local officials, and 407 field conferences with local officials. In addition, remarks explaining the SLEPA program and requirements were made before the annual meeting of the New Jersey Chiefs of Police Association (approximately 200); the annual meeting of the F.B.I. National Academy Associates (approximately 75); and the annual meeting of the New Jersey State League of Municipalities (approximately 300).

In 1970 technical assistance was focused primarily on individual project development and assistance with local action grant applications. Two staff members traveled around the State full-time to assist local sponsors in project development and application procedures. Local planners also met with the SLEPA planning staff in Trenton to review project applications and discuss future proposals. An average of five such meetings were held each week for a total of more than 250 planning meetings during the year.

During 1970 a new type of technical assistance was provided for local sponsors that had begun implementation of action grants. They required

information on project operations, such as sources of published materials for training and education, sources of equipment or project materials, reports on similar projects conducted in other jurisdictions, and a wide variety of requests for assistance in overcoming problems that were not foreseen in the planning stage. As the number of local applicants increase and the number of action grants increase, there has been an equivalent increase in the demand for technical assistance. The heaviest demand has been for assistance in the drug prevention and treatment area. SLEPA will attempt to meet the growing volume of requests by a transfer of drug program specialists from the New Jersey Department of Health under a joint agreement by the Commissioner of Health and the State Law Enforcement Planning Agency.

Ongoing technical assistance is also provided to subgrantees (State and local governments) for programs under the Omnibus Crime Control and Safe Streets Act by:

The New Jersey Division of Budget and Accounting on matters of financing and contract procedures;

The New Jersey Department of Community Affairs in planning areas dealing with Model Cities' programs, Community Action programs, and housing, community relations and comprehensive health;

The New Jersey Department of Education in curriculum design and program implementation for education related programs;

The Department of Institutions and Agencies in the field of corrections and rehabilitation;

The Department of Law and Public Safety in law enforcement systems including police, prosecution and organized crime, and legal advice;

The Office of the Public Defender in matters pertaining to legal defense of indigent criminal defendants;

The New Jersey Police Training Commission on the development and training of law enforcement personnel;

The New Jersey Administrative Office of the Courts on court related matters; and

Other departments and agencies of State government when specific needs are identified.

The step-by-step advancement of the state of criminal justice in New Jersey with Crime Control Act incentive funds can only be achieved if SLEPA acts as a dissemination center (1) for program and planning ideas, and (2) for monitoring and evaluation of on-going programs (both SLEPA and non-SLEPA funded).

Accordingly, SLEPA has published a series of dissemination documents designed to supply such programmatic information, and inaugurated a Newsletter to be printed at regular intervals.

Providing a State Plan by itself is not enough. Local units must be capable of designing projects to implement locally one or more of the broad objectives of a current State Plan. Planning grants help, but preparation for change and improvement is most crucially affected by the people involved. To meet this need, SLEPA has held several planning conferences for local officials.

These consist of presentations of an introductory nature, workshops for local planners, and specific presentations on the preparation of action grant applications.

V. ALLOCATIONS TO SUBSTANTIVE AREAS OF LAW ENFORCEMENT

The 35 priority programs for 1971 have been allocated funds among the principal subdivisions as follows:

Program No.	Police	Crime & Delinquency Prevention	Courts and Prosecution	Rehabilitation & Corrections
1.1.1	\$ 300,000			
1.1.2		1,000,000		
1.1.3		500,000		
1.2.1				300,000
1.2.2				300,000
1.2.3				40,000
1.3.1				75,000
2.1.1	600,000			
2.1.2	200,000			
2.1.3		200,000		
2.1.4	200,000			
2.2.1	700,000			
2.2.2	240,000			
2.2.3	200,000			30,000
2.2.4	20,000		15,000	15,000
2.2.5	66,667		66,666	66,667
2.2.6	300,000			
2.2.7			300,000	
2.2.9	500,000			
2.2.10	250,000			
2.2.11	40,000		40,000	40,000
2.2.12			40,000	
2.2.13			153,000	
2.3.1	200,000		50,000	
3.1.1		750,000		
3.1.2		50,000		
3.2.1				1,500,000
3.2.2				750,000
3.2.3				300,000
3.2.4				30,000
3.2.5				300,000
3.3.1		150,000		100,000
4.1.1	393,000		293,000	
4.3.1	28,000		28,000	
5.2.1	150,000			
1971 Grant Allocations	\$4,387,667	\$2,650,000	\$985,666	\$3,846,667
% of Total	37%	22.3%	8.3%	32.4%

By combining the amounts for police and crime and delinquency prevention, for purposes of comparison only, we are able to compare SLEPA's 1971 Action Grant Allocations with the latest New Jersey cost figures that are available (State and local expenditures for FY 1969/1970).

	Police & Crime & Delin. Prevention	Courts and Prosecution	Rehabilitation & Corrections
1971 Grant Allocations	\$ 7,037,667 59.3%	\$ 985,666 8.3%	\$ 3,846,667 32.4%
1969/1970 State & local cost figures	\$184,934,028 66.3%	\$55,177,984 19.8%	\$38,818,598 13.9%

VI. UTILIZATION OF SERVICES, FACILITIES, AND EQUIPMENT

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

For example, an important program approach is developing a Statewide communication and information system to coordinate all local and State Police systems. The system will eventually be capable of interfacing with related systems, such as the National Crime Information Center, New York State Intelligence and Information System, New England State Police Association Compact, Law Enforcement Teletype System, and the proposed Middle Atlantic State Police Association Compact. Also being implemented is a system of regional crime laboratory facilities for the use of local law enforcement agencies; and shared local and regional communications. The implementation of these program approaches is described in Section C herein. "Project ALERT" is an outstanding example of sharing of facilities. It has already been funded for two years, and can be found in Section C herein (Reduction of Riots and Civil Disorders).

D. RELATED PLANS, PROGRAMS AND SYSTEMS

Because law enforcement and criminal justice activities are so broad in terms of their relationship to other agencies and programs, the New Jersey State Law Enforcement Planning Agency is involved, in varying degrees, with a large number of supplementary or related plans and systems. The following plans and programs are considered by SLEPA to have a significant relationship to the comprehensive law enforcement planning activities for New Jersey:

The Juvenile Delinquency Prevention and Control Act of 1968

In August of 1969, then Governor, Richard J. Hughes, designated the New Jersey Department of Community Affairs as the Agency to undertake planning and implementation of the Juvenile Delinquency Prevention and Control Act of 1968. A planning grant of \$50,000 was applied for and received by the Department of Community Affairs and an Office of Juvenile Justice was established. The initial activity of the Office of Juvenile Justice was a Statewide study of the juvenile justice system for the purpose of identifying deficiencies in the system and developing programs for the improvement of the system. This study is currently underway utilizing students from Princeton University to collect data and conduct interviews with police, court, and corrections personnel throughout the State. The results of this study will assist in joint program development and implementation in the area of juvenile delinquency prevention and control by the Office of Juvenile Justice and the State Law Enforcement Planning Agency.

One project undertaken by the Office of Juvenile Justice is examining the criteria for disposition by the Mercer County Juvenile Court. Another project deals with the impact of authority patterns on the feelings about employment of girls at the State training school.

The Office of Juvenile Justice provides technical assistance to the designates of local government who are proposing programs for SLEPA funding.

Office of Community Services

The Office of Community Services, located within the Department of Community Affairs, administers two programs similar in concept to that of the State Law Enforcement Planning Agency.

The municipal consultant program provides consultant assistance to municipalities on specialized projects, such as administrative surveys, police studies, recreation and budgeting.

Under the "Technical Assistance to Municipalities Program," the Office of Community Services provides such services as: assistance in the preparation of Federal grant applications, liaison representation between local government and State and Federal agencies, and advice on Federal and State programs to local and county governments.

The Model Cities Program Under the Demonstration Cities and Metropolitan Development Act of 1966

One of the major responsibilities of the Office of Community Services is the administration of the State Model Cities Program, which seeks to improve the quality of life in selected "model neighborhoods" and to assist local governments in recognizing and responding to the needs of low-income residents. The State operates this program in conjunction with the Federal Model Cities program, administered by the U.S. Department of Housing and Urban Development (HUD).

The State Law Enforcement Planning Agency has encouraged joint planning for law enforcement programs between the Model Cities Programs and municipal governments. In conjunction with this, the Justice Department and the Department of Housing and Urban Development have agreed to allow Model Cities Agencies to use Model Cities supplementary grant funds to be used as matching funds for these projects. To assist those Model Cities agencies which do not have Federal supplementary funds available, the New Jersey Department of Community Affairs will provide up to \$15,000 to meet the local matching requirement for Model Cities agencies' projects approved for funding by the State Law Enforcement Planning Agency.

These cooperative arrangements enabled five cities to apply for law enforcement projects consistent with the State Law Enforcement Planning Agency 1970 State Plan. Applications for projects subsequently approved and funded in 1970 were all in the area of drug abuse prevention and rehabilitation with one exception, a career preparation program for juvenile probationers. The programs are as follows:

CITY	PROGRAM TITLE	LEAA FUNDS	MODEL CITIES' MATCHING SHARE
Camden	Rehabilitation and Treatment for Drug Abuse	\$149,965	\$31,000
Newark	Residential Treatment Center for Juvenile Addicts	379,568	125,000
Paterson	Drug Prevention Program	99,480	57,000
	Study of the Social and Psychological Aspects of Narcotic Addiction and Program Evaluation	49,725	20,000
	Methadone Maintenance Station	83,400	16,700
	Juvenile Drug Treatment Center	216,347	15,000
	Program to Assist Private Drug Rehabilitation Programs	159,929	16,300
Plainfield	Reduction of Juvenile Delinquency & Improvement of Career Preparation for Probationers Between 14 and 17 Years of Age	103,387	35,755
Trenton	Public Education for Prevention of Drug Abuse	216,347	15,000

The National Highway Safety Act of 1965

Program planning and coordination under the National Highway Safety Act is conducted by the Police Traffic Services Liaison Bureau of the Division of State Police, Department of Law and Public Safety. The Bureau is responsible for the initiation and preparation

of programs conducted by the State Police, and also assists local police departments in planning of programs and preparation of grant applications to the National Highway Safety Bureau.

Programs funded from May 1, 1970, to November 30, 1970 included:

POLICE DEPARTMENT	TITLE	AMOUNT
North Haledon	Alcohol Enforcement Program	\$ 850
South River	Traffic Safety Operation Program	35,113
Sayreville	Highway Enforcement Lifetime Project	75,226
Matawan	Traffic Accident Investigation thru Selective Enforcement	82,915
Piscataway Township	Traffic Safety Operation	107,456
Cranford	Police Traffic Communication System	63,982
North Brunswick	Traffic Safety Bureau	60,065
Keyport	Traffic Safety Operation Program	36,092
Rutherford	Traffic Safety via Law Enforcement	5,800
Ringwood	Alcohol Enforcement Program	850
Parsippany-Troy Hills	Police Traffic Services	32,000
Riverdate	Alcohol Prevention Program	910
Millville	Traffic Safety Bureau	35,869
Hoboken	Traffic Control and Safety Division	57,484
Brielle	Alcohol Enforcement Program	850
West Caldwell	Traffic Safety Program	59,167
Cherry Hill	Traffic Safety Bureau	114,708
Madison	Traffic and Safety Program	101,961
Hillside	Alcohol Enforcement Program	3,153
TOTAL		\$874,451
STATE POLICE GRANTS		
Police Traffic Services Liaison Bureau		55,133
Interstate Highway Patrol Command Bureau		49,968
Police Traffic Administration Training Program		12,190
TOTAL		\$117,291
GRAND TOTAL		\$991,742

Division of State and Regional Planning

To avoid duplicating or conflicting planning efforts, all plans are submitted to the Division of State and Regional Planning, Department of Community Affairs, and must be approved by the Director before being acted upon or forwarded to the Federal government. In certain instances, i.e., construction subgrants, the Director will refer applications to the county planning boards for review and comments before clearance.

Office of Program Development

This Office is technically the design center of the Department of Community Affairs, responsible for devising new ways and means in which State government can provide better services or direct existing services to new groups of people. Many of the ideas formulated are tested through demonstration projects, which, if they produce the desired results, are expanded into regular programs or incorporated into existing programs.

Planning-Programming-Budgeting

The Planning-Programming-Budgeting System (PPBS) is a method being implemented by the Division of Local Finance to relate planning decisions to budget decisions in order to improve administration and make long-range objectives more relevant to the day-to-day operations of government agencies. A project is presently under way to study the feasibility of using PPBS at both the State and local level as a means of improving decision-making between and among departments.

The technical services staff of the State Law Enforcement Planning Agency, which lends assistance to local units of government submitting planning and action proposals, assists subgrantees in developing proposals consistent with the city's current and projected budget allowances. This insures that the local unit will have the funds available to provide the required matching share and to assume the total project costs after a reasonable period of assistance.

Division of Narcotic and Drug Abuse Control

Chapter 153, P.L. 1969, "The Narcotic and Drug Abuse Control Act of 1969" established the Division of Narcotic and Drug Abuse Control in the Department of Health. This Statute mandates that the Division provide education and training in prevention, diagnosis, treatment, rehabilitation, and control of drug addiction for medical students, physicians, nurses, teachers, social workers, and others. In accordance with this, the Division of Narcotic and Drug Abuse Control lends invaluable assistance to the State Law Enforcement Planning Agency in reviewing drug programs submitted for action funding. The Division also provides staff support in field work among subgrantees and in program development for the annual Plan.

Under recently enacted New Jersey statutes, the Department of Health and Education have been required to develop and implement narcotic and drug abuse preventive education programs for teachers and community members throughout the State.

To insure a synergistic effort and avoid duplication, a cooperative arrangement has been established whereby qualified people from one department are assigned to coordinate a unified school-community education approach with members of the other department.

The Division of Criminal Justice

The Division of Criminal Justice, as previously mentioned, was created by legislation in 1970, to coordinate and administer the criminal justice efforts within the Department of Law and Public Safety. Shortly after the Division became operational, a liaison was appointed by the Director to assist the State Law Enforcement Planning Agency staff and a representative of the State Police in the formulation and implementation of Statewide organized crime control programs. This arrangement insures involvement and agreement among the three major State level agents dealing in the area of organized crime control planning.

A Research and Planning Staff is presently being established within the Division, and will include Social Scientists and other experts in areas outside of law enforcement. This staff will conduct studies and suggest new approaches to crime problems. It is anticipated that cooperation will be maintained with the State Law Enforcement Planning Agency to carefully consider and predetermine the impact of planning and program development.

Delaware Valley Regional Planning Commission

The Delaware Valley Regional Planning Commission covers an eight-county area whose boundaries border the Delaware River. Four of the eight counties (Mercer, Burlington, Camden and Gloucester) are in New Jersey.

Foreseeing the role of a regional agency in law enforcement planning, the Delaware Valley Regional Planning Commission, after passage of the Omnibus Crime Control bill, launched a study of the criminal justice institutions in the Delaware Valley.

The stated purpose of the study, "Attack on Crime," was to "investigate the possibility of improving the effectiveness of existing methods and processes of law enforcement through regional cooperation."

The essential strategy and complexity of criminal justice programs for this region, which includes the cities of Philadelphia and Trenton, were brought to light in the aforementioned study. In view of this, the Delaware Valley Regional Planning Commission established a liaison committee on criminal justice plans and programs to represent the interests of the region to the two State planning agencies.

Education

The Division of Correction and Parole receives funds under the Elementary and Secondary Education Act for vocational and academic education programs. During fiscal 1970 these funds enabled five of the State juvenile institutions to continue services such as learning disabilities programs, developmental reading, speech correction therapy, and special classes for the severely and emotionally disturbed, in addition to continuation of the regular academic program.

The State Department of Education was granted \$2,035 for a Distributive Education program through August, 1970.

At Annandale Reformatory, Federal funds provided by the Manpower Development and Training Act, totaling \$159,509, assured vocational courses in welding, carpentry, plumbing, gas station attending, building service maintenance and vocational counseling. Of the 401 youths participating, 318 successfully passed and qualified for State Department of Education Vocational Training Certificates.

The Manpower and Training Development projects combine vocational classroom theory with practical experience. Follow-up studies have demonstrated that close to half of those released used their skill training during parole.

The New Jersey State Bar Association

The Criminal Law Section of the State Bar Association maintains a constant watch over existing inequities within State laws, and lobbies for revisions and amendments to rectify any inadequate or incomplete statutes. In accordance with this policy, the Bar periodically submits resolutions to the State Legislature for consideration and subsequent presentation. These resolutions invariably involve the operations of criminal justice agencies, particularly the courts and prosecutors' offices with which the Bar members are in constant association. Assistance and legal expertise has been offered to the State Law Enforcement Planning Agency in drawing up programs to reduce the courts' backlogs and to improve the storage and dissemination of information.

Tri-State Transportation Commission

The Tri-State Transportation Commission is the official planning agency for the greater New York-New Jersey-Connecticut metropolitan planning region. In this capacity, it is responsible for all aspects of development planning for the Region and is the official agency charged with reviewing Federal assistance grant requests to insure compliance with Regional plans.

Because of the requirements for project review, the Commission has assigned one staff member to thoroughly study Regional law enforcement problems. A staff report, "Police Recruitment and Educational and Vocational In-Training Facilities" demonstrated the hypothesis that one of the major problems in the Region is providing a sufficient number of well-educated, well-trained policemen for the localities.

The authors contend that present restrictions make it difficult to attract the high school graduate into police work; and that the profession loses many qualified people who are unable to delay choosing a career until they reach twenty-one. Also, a well-designed training program would provide college trained policemen and might assure, by scholarship and other means, a better representation from minority groups.

The Commission's staff does not include law enforcement experts, and for this reason, anticipates

working closely with the SPA's in the Region in formulating viable programs.

National Institute of Law Enforcement and Criminal Justice

There have been no projects funded by the LEAA National Institute program in New Jersey.

Discretionary Grants Program

New Jersey received \$1,940,116 under the discretionary grant program during 1970, this was distributed as follows:

Atlantic City, Dept. of Public Safety. "Establishment of a Community Service Bureau" \$131,389.

New Jersey, Dept. of Health, Division of Narcotic Addiction and Drug Abuse. "Expanded Methadone Maintenance Program" \$100,000.

New Jersey, Dept. of Institutions and Agencies, "A Community Treatment Center for Delinquents 14 to 16 Years of Age" \$88,463.

New Jersey, Dept. of Law and Public Safety. "Prosecutor Training Program" \$31,570.

New Jersey, Dept. of Law and Public Safety. "Statewide Organized Crime Intelligence Units" \$58,846.

New Jersey, Dept. of Law and Public Safety. "Project Alert" \$100,000.

New Jersey, Dept. of Law and Public Safety. "Special Service Bureau" \$54,025.

New Jersey, Dept. of Law and Public Safety. "Expansion - New Jersey Uniform Crime Reporting System" \$30,000.

New Jersey, Dept. of Law and Public Safety. "Expansion of Central Laboratory and Establishment of Regional Laboratories" \$120,000.

New Jersey, Dept. of Law and Public Safety. "State Commission on Police Standards and Training" \$30,000.

Essex County, "Community Information and Referral Center" \$192,547.

Newark, "Total Area Coverage - Communication System" \$149,974.

Trenton, "Drug Addiction Treatment, Rehabilitation and Prevention" \$139,600.

Hoboken, "Street Surveillance to Reduce Crime" \$25,224.

Jersey City, "Special Narcotic and Dangerous Drug Enforcement, Education and Prevention Program" \$102,330.

New Jersey, Dept. of Law and Public Safety. "State Narcotic and Dangerous Drug Bureau" \$85,102.

New Jersey and New York, Waterfront Commission of New York. "Establish Regional Organized Crime Intelligence System to Eliminate Organized Crime Activities in New York and New Jersey Waterfront" \$251,554.

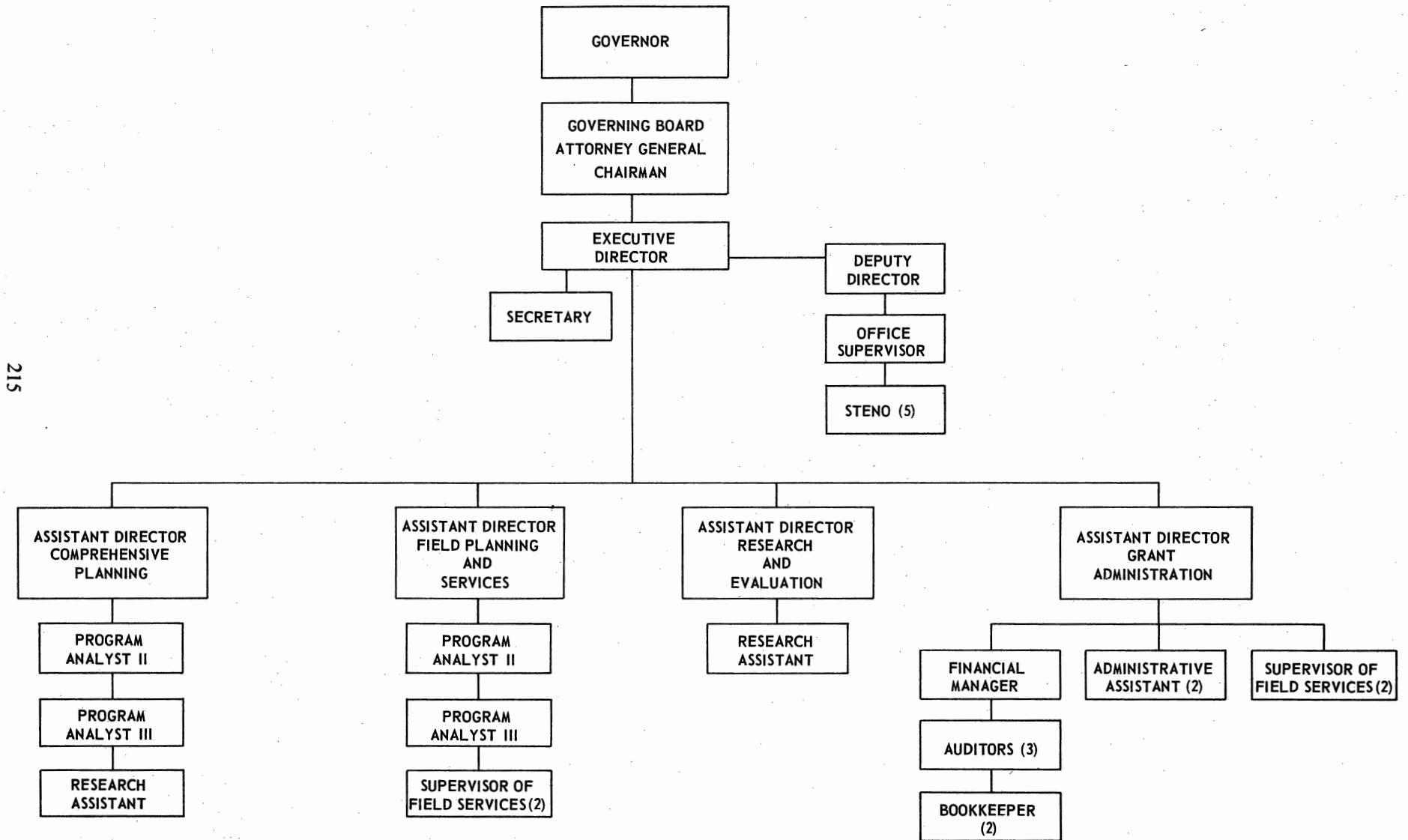
New Jersey, Department of Law and Public Safety.
"State-wide Organized Crime Investigatory and
Prosecutorial Units" \$196,492.

Newark, "Police Executive Development Fellowship"
\$8,000.

Jersey City, "Police Legal Advisor" \$15,000.

New Jersey, Dept. of Law and Public Safety. "Court
Disposition Reporting System" \$30,000.

STATE LAW ENFORCEMENT PLANNING AGENCY



II. ADMINISTRATIVE COMPONENT OF PLAN

A. ORGANIZATIONAL AND ADMINISTRATIVE STRUCTURE FOR PLAN IMPLEMENTATION

1. AGENCY ORGANIZATION

a-b Structure and Staffing

(1) STAFFING PLAN

Initially the planning function was practically the total concern of the SLEPA Staff and this was reflected in the staffing pattern. After completion, submission and approval of New Jersey's first Statewide Comprehensive Law Enforcement Plan in June of 1969, the staffing pattern was changed to reflect the added responsibilities for detailed audit, review, evaluation, and general administration of the "Action" grant program.

Planning continues concurrently with the grant administration since P.L. 90-351 requires annual revision of the Plan both to advance its level of development and to include what has been learned from the evaluation of "Action" grants during the year. The number of staff position devoted solely to planning has, however, been reduced because of increasing grant administration responsibilities for both block action grants and discretionary grants, and because unreplaced personnel losses have necessitated or curtailed comprehensive planning effort.

Titles in the current administrative structure that represent the changed emphasis in agency mission are Deputy Director, Assistant Director for Research and Evaluation, Assistant Director for Comprehensive Planning, Assistant Director for Grant Administration, and Assistant Director for Field Planning and Technical Services. These positions were filled through realignment of existing staff who formerly fulfilled exclusively planning roles.

The staffing plan is currently being restructured, effective in 1971, to reflect a reorganization of Agency functions and to provide the additional Staff support needed to carry out increasing responsibilities.

(2) PRINCIPAL STAFF POSITIONS

Executive Director

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

Deputy Director:

The Deputy Director exercises, with the Executive Director, supervision over the work of the SLEPA staff, and handles general administrative matters. He also assists the Executive Director in helping to prepare and supervise the annual Planning and Action programs. He assumes the function of the Executive Director whenever necessary.

Assistant Director — Research and Evaluation:

Is responsible to the Executive Director for research conducted by SLEPA, and for research conducted by other public or private agencies under contract to SLEPA; for the review and recommendation of research proposals received by SLEPA for funding by the National Institute of Law Enforcement and Criminal Justice within the United States Department of Justice; and for designing evaluation components of action grant programs funded by SLEPA and operated by State or local agencies.

He is responsible for making available to the planning and field assistance staff, data and research reports to assist them in their program planning responsibilities.

Assistant Director — Comprehensive Planning:

Advises and assists the Executive Director in regard to comprehensive law enforcement planning, which consists broadly of the preparation of yearly updated Statewide comprehensive law enforcement plans. His planning responsibility entails study, analysis and program development for each aspect of the criminal justice system, giving adequate emphasis to the interrelationship between the various aspects of the criminal justice system (prevention, apprehension, adjudication and rehabilitation). This responsibility entails coordinating the planning efforts in each of the aspects of criminal justice represented within the Agency staff. His responsibility also includes developing and monitoring the local criminal justice planning program.

Assistant Director — Field Planning and Technical Services:

Is responsible to the Executive Director for encouraging project development within identified priority program areas; for assisting agencies of State and local government in preparing applications that meet Federal and SLEPA technical requirements; for following applications through administrative processes while maintaining liaison with the applicants; and for disseminating information to public officials and relevant agency heads. In addition, a specific functional area of expertise in a facet of criminal justice is required

to render assistance in the development of the State Comprehensive Law Enforcement Plan, and to respond to queries relating to his particular discipline.

Assistant Director — Grant Administration:

The Assistant Director — Grant Administration, advises and assists the Executive Director in regard to all phases of the fiscal and other administrative services related to Planning and Action Grants. He works in close liaison with the Assistant Director — Field Planning and Technical Services, and the Fiscal Manager in dealing with general financial and administrative (Federal, State and Local) matters concerning subgrants. He oversees the progress of the individual subgrants.

In addition, he supplies a specific functional area of expertise and renders assistance in the development and upgrading of the State Comprehensive Law Enforcement Plan. He also responds to inquiries relating to his particular area of expertise.

Program Analysts II & III:

The major duties include the collection and updating of comprehensive plan data for each of the functional areas of the law enforcement system.

They assist in the analyses of subgrant planning and action applications. These analyses involve reviewing programmatic components, assuring compliance with Federal and State guidelines and participating in the decision-making process on subgrant funding.

Fiscal Manager:

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

(3) INDIVIDUAL STAFF QUALIFICATIONS

Executive Director:

(Presently being filled on an acting basis by the Assistant Director — Grant Administration.)

The Assistant Director — Research and Evaluation:

Is a college graduate with ten years of varied Federal, State, and local planning and program development on the social systems side. Most recently he was Senior Research and Evaluation Specialist in the Newark Model Cities program, where he was involved in the law enforcement and community relations aspects. Prior to that he was Senior Consultant (Program Development) at the New York University Center for the Study of Unemployed Youth. He has also been involved in human resources program development projects in Detroit, Boston, and Federal O.E.O.

Assistant Director — Comprehensive Planning:

He holds a Doctor of Philosophy awarded by New York University's Center for Human Relations Studies. His doctoral thesis was in the field of police-community relations. He also holds a Master's degree in sociology

and criminology. He has been a research assistant (consultant) to the New Jersey Police Training Commission, and a research associate for the Commission to Study the Causes and Prevention of Crime in New Jersey. At an earlier stage in his career he worked in the field of juvenile rehabilitation, and was Assistant Superintendent at New Jersey's Ocean Residential Group Center, a guided group interaction facility employing the "Highfields" concept.

Assistant Director — Field Planning and Technical Services:

He holds a Master's degree in public administration, and has over 16 years' experience in many phases of the New Jersey correctional system. Immediately prior to his present assignment, he served with the Bureau of Programs, Division of Correction and Parole, assisting in the development of administrative standards for the Division's operating units.

Assistant Director — Grant Administration:

He is a Lieutenant in the New Jersey State Police detached to SLEPA. He is a veteran of 17 years of all phases of New Jersey State police duty, including three years as an assistant planning officer in the Planning, Research and Computer Bureau of the New Jersey State Police. He is a graduate of the U.S. Merchant Marine Officers Training School and later attended Central Michigan College. He has completed various police science courses at institutes, colleges and universities.

Fiscal Manager:

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

c. Supervisory Board Composition

Executive Order No. 45 established a State Law Enforcement Planning Agency Governing Board. The Executive Director of the State Law Enforcement Planning Agency acts in accordance with policy directives of the Board in matters relating to law enforcement improvement activities. Composition of the State Law Enforcement Planning Agency's Governing Board is based upon the relevant law enforcement, general governmental, and other interests of State and local units of government and the general public. Members selected are the elected spokesmen of the various law enforcement and general governmental associations.

d. Representative Character

Some members of the Governing Board, because of their primary agency affiliations, reflect both State and Local governmental interests. The Department of Community Affairs, for example is a State agency en-

CURRENT GOVERNING BOARD MEMBERS

Name	City and County of Residence	Principal Employment	Position Title in Principal Employment	Representative of State Govt., Local Govt., or Public	Branch of Law Enforcement Represented (if any)	Months Board Service
W. D. Anderson	Verona – Essex County	Essex County Prosecutor's Office	Chief of Detectives	Local Government		25
A. E. Brown	Englewood – Bergen County	Attorney	Attorney	Public		28
G. W. Calissi	Hackensack – Bergen County	Attorney	Attorney	Public		28
E. B. Forsythe	Moorestown – Burlington Cty.	Businessman	Co. President	U.S. Representative		28
Henry Garton, Jr.	Vineland – Cumberland Cty.	Trucking Company	President	Mayor Local Government		28
E. T. Hume	Maplewood – Essex County	N. J. Dept. of Community Affairs	Commissioner	State Government		11
D. B. Kelly	South Amboy – Middlesex Cty.	N. J. State Police	Superintendent	State Government	State Police	28
G. F. Kugler, Jr.	Haddonfield – Camden County	Dept. of Law and Public Safety	Attorney General	State Government	State	11
Raymond Mass	Shrewsbury – Monmouth County	Shrewsbury Police Dept.	Chief of Police	Local Government	Local Police	28
E. B. McConnell	Princeton – Mercer County	New Jersey Courts	Administrative Director	State Government	State Courts	28
L. W. McCorkle	Trenton – Mercer County	N. J. Dept. of Institutions & Ag.	Commissioner	State Government	State Corrections	28
R. Oriscello	Elizabeth – Union County	Union County Sheriff's Office	Sheriff	Local Government	County	28
A. S. Smith	Atlantic City – Atlantic County	Hospital Administration	Director	Assemblyman – State Government		28
S. C. VanNess	Lawrence Twsp. – Mercer County	Lawyer–State Public Defender	Public Defender	State Government	State	25
K. A. Gibson	Newark – Essex County	Mayor Newark	Mayor	Mayor Local Government		3
L. F. Kramer	Paterson – Passaic	Mayor Paterson	Mayor	Mayor Local Government		3
V.J. Infinito	Denville-Morris	Attorney	Attorney	Public		2

gaged in planning to devise, stimulate and organize local, community centered programs and, therefore, its Commissioner is by design sensitive to the needs of the local community. Others, such as the Administrative Director of the Courts, have integrated administrative responsibilities for an aspect of law enforcement at all levels of government: State, County, and Municipal.

The Governing Board is representative of both major political parties of the State. All three branches of State government — Executive, Legislative, and Judicial — are represented. All three levels of government — State, County, and Municipal — are represented. General government, operating law enforcement, and general citizenry are represented. Each of prevention, apprehension, adjudication, and rehabilitation is represented. From the adversary criminal trial system, each of courts, public defense, the criminal bar, and prosecution is represented. Both of the major racial groups making up New Jersey citizenry are also represented.

e. Supervisory Board Operation

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

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

Committee on Juvenile Delinquency (Goal 1.0)

Stanley C. Van Ness, Chairman
Edmund T. Hume
Henry Garton, Jr.

Committee on the Criminal Justice System (Goal 2.0)

Edward B. McConnell, Chairman
Guy W. Calissi
William D. Anderson
Raymond Mass

Committee on Prevention and Rehabilitation (Goal 3.0)

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

Committee on Organized Crime and Civil Disorders (Goal 4.0 and 5.0)

David B. Kelly, Chairman
Kenneth A. Gibson
Lawrence F. Kramer

Committee on Legislation

Edwin B. Forsythe, Chairman
Albert S. Smith
Arnold Brown

Committee on Finance

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

f. Agency Authorization

In response to the enactment of the Omnibus Crime Control and Safe Streets Act of 1968, and in conformity with the provisions contained therein, the State of New Jersey, on August 13, 1968, through Executive Order Number 45 (attached), issued by then Governor Richard J. Hughes, formed the State Law Enforcement Planning Agency (SLEPA). The Agency is under the direct jurisdiction of the Governor, existing as part of his executive office, and is charged with the responsibility of developing a comprehensive Statewide plan for the improvement of law enforcement and criminal justice throughout the State; designing, developing and correlating programs and projects for the State and units and combinations of units of general local government for improvement in law enforcement and criminal justice; establishing priorities for law enforcement and criminal justice throughout the State. The Agency receives and administers allocated funds to achieve these objectives. Twice during each year, the Agency summarizes progress made in implementation of the Omnibus Crime Control and Safe Streets Act of 1968 in a written report to the Governor, Legislature, courts, and chief executives of local government within the State.

STATE OF NEW JERSEY EXECUTIVE DEPARTMENT Executive Order No. 45

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

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

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

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

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

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

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

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

(c) The Governing Board shall consist of members chosen by the Governor to be representative of the police, prosecutive, corrections, and court functions on the State level; the police, prosecutive, corrections, and general government functions on the local level; and the public other than law enforcement personnel. Members of the Board shall serve without compensation, but within the limits of funds available therefor, shall be entitled to reasonable reimbursement for all necessary expenses incurred in the discharge of their duties.

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

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

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

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

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

(e) The Governor shall appoint the Executive Director, who shall serve at the pleasure of the Governor. Between meetings of the Governing Board, the Executive Director shall be available to the Governor

for consultations or information relating to any matters concerning the work of the Agency.

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

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

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

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

4. This Order shall take effect immediately.

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

signed — Richard J. Hughes

GOVERNOR

Attest:

Acting Secretary to the Governor

2. AGENCY OPERATION AND PROCEDURES

a. Plan Development

Since April 15, 1970, when the 1970 New Jersey Plan for Criminal Justice was filed, the updating and revision of this Plan has taken two major thrusts. First, nearly 5,000 State and local governmental and other public officials, including all the law enforcement and criminal justice representatives in the State, were contacted by letter asking for ideas and proposals to be incorporated in the 1971 Plan. A number of proposals thus solicited, which were deemed consistent with the Agency's overall goals, objectives and priorities, were followed up for greater detail and specification.

The primary purpose of this effort, in addition to broadening the scope of the Plan, was to insure that the programs being developed for funding would be truly responsive to the needs and problems of the applicant operational agencies. This effort took approximately four months.

The second major thrust was in the direction of expanding and improving the local criminal justice planning program, focusing initially on the six major cities. Planning units in these cities were asked to assess their available law enforcement resources and to pinpoint the priority needs and problems within their jurisdictions (the results are contained in Sections A and B). Local planning will continue to play an increasing role in the plan development process in 1971.

The scope of planning in the six major cities will be widened to include the development of local program packages to be incorporated as part of the State Plan. The planning and program development will be done under the guidance and direction of criminal justice coordinating councils to be formed in as many of the major cities as possible. Staff work will be done by local planners in liaison with SLEPA Staff planners, and the councils will have a policy-making and priority setting role.

In developing the 1971 Plan, extensive consultation with a number of State agencies took place. These included the Division of Correction and Parole, Division of State Police, Administrative Office of the Courts, Police Training Commission, Division of Criminal Justice, Office of the Public Defender, Department of Higher Education, Department of Community Affairs, Department of Health, etc. Most of this consultation was for purposes of obtaining data and information within the functional areas of these agencies. However, their representatives also participated in program review and development.

A consortium of individual consultants was also established to assist in planning and program development, but has been little used to date. A greater role for this individual consultant pool is envisioned in 1971.

b. Plan Implementation and Subgrant Administration

1. General Statement:

The Omnibus Crime Control and Safe Streets Act of 1968 requires (82 Stat. 205) in Section 303 thereof, and particularly in 303: (1), (3), and (7), that each State Planning Agency develop administrative procedures for accepting, processing, and awarding grant applications from all potential subgrantees under the current State Law Enforcement Comprehensive Plan. This should include a mechanism for review, approval or denial of the applications and for the administrative appeal by the applicant of a denial or termination of a grant.

2. Definitions:

The definitions set forth in Section 601 of the Omnibus Crime Control and Safe Streets Act of 1968

(82 Stat. 205) are adopted for review and appeal purposes.

3. Plan Implementation:

Within the 1971 State Comprehensive Plan are program approaches aimed at controlling or reducing criminal behavior or improving and upgrading the criminal justice system and its personnel.

Of these programs, SLEPA has selected 36 as the fiscal 1971 priorities.

Only applications for action funds designed to implement and carry out projects which fall within the objectives of these programs will be considered by SLEPA for 1971 funding.

4. Application Procedures:

To conserve the time of applicants and to encourage maximum participation, SLEPA has continued an optional pre-application procedure for 1971 which was first instituted for 1970. Applicants may opt to submit their project outlines on abbreviated forms designed to convey their idea and projected request for SLEPA funds, or they may follow the formal application procedure. The pre-application procedure will provide a basis for initial screening of those proposals that do not logically fall within the current year's priority program approaches, and a contact point for SLEPA to offer technical assistance in drawing up a formal application that meets Federal and SLEPA requirements. However, funding decisions will be made solely on the basis of the formal application submission prepared on the official agency forms (SLEPA 101). A resolution of the local governing body approving the applicant's participation with the State of New Jersey in the SLEPA programs must accompany the application. A sample resolution and certification is contained herein.

Sample application forms are appended to this section. SLEPA Form 110 is to be used for optional, initial action grant pre-applications, and SLEPA Form 101 is to be used for formal applications for planning grants, action grants, revision of prior applications or a continuation of existing funded projects.

Upon receipt of a pre-application form, a determination will be made by the SLEPA Staff as to whether the project idea falls within the fundable program areas and whether the concept has sufficient merit to warrant development of a formal application. Those applicants submitting a pre-application that is rejected for further development for any reason will be so notified. Applicants submitting pre-applications that warrant development of a full application will be notified and technical assistance in completing Form 101 will be offered. Those applicants who choose not to use the pre-application procedure, but choose instead to submit only the formal application will also be given technical assistance where necessary.

The decision process will begin for each group of formal applications immediately following their submission. SLEPA Staff will review all applications and make recommendations to the SLEPA Governing Board. Staff recommendations will be based upon the

relative merits of applications, within any one program category, in contributing to the goal under which submitted, and with due regard for a distribution of funds that will assist those jurisdictions with the most serious crime problems. The Governing Board or a designated Committee of the Board will then make the grant decisions.

When a decision is reached, the applicant is so notified on SLEPA Form 102.

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

c. Subgrant Denial or Termination

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

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

Upon receipt of notification of denial, the applicant has twenty (20) days after receipt to request in writing that an appeal be held on the denial. SLEPA Form 104 (Notice of Appeal) is forwarded to the applicant for the signature of the Mayor, Freeholder-Director or State Department Head.

The Board Chairman of SLEPA or any authorized officer thereof, will convene the Governing Board, to hold a hearing at the next regularly scheduled Board meeting in not less than thirty (30) days after the return receipt of SLEPA Form 104. Such hearings or investigations will be held at such times and places as

designated following appropriate written notice to such applicant or subgrantee.

The hearing shall not be bound by the rules of evidence whether statutory, common law, or adopted by Rules of Court. The Governing Board may in their discretion exclude any evidence if they find that its probative value is substantially outweighed by the risk that its admission will either (1) necessitate undue consumption of time, or (2) create substantial danger or undue prejudice or confusion. In that event, they will accept for filing a written offer or proof which may also argue relevancy to the issue at hand.

The Governing Board will render its decision and so inform the appellant immediately following the hearing. There shall be ten (10) days after the hearing to file written exceptions, objections and replies to the findings of the Governing Board.

The findings of fact and determinations made by the Governing Board of SLEPA shall be final and conclusive, unless the Governor shall, within thirty (30) days of the Governing Board decision, reverse that decision.

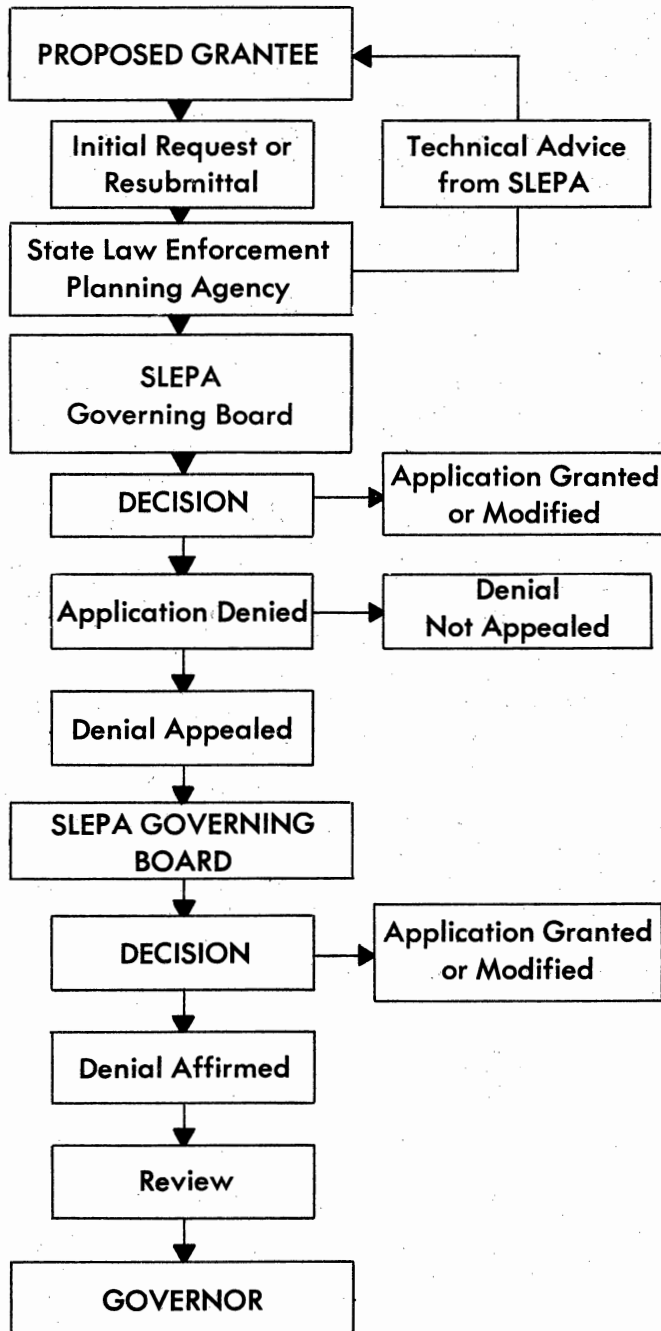
Determination for suspension or termination of funds will initiate with SLEPA and will be based upon the subgrantee's inability to perform in accordance with the conditions of the grant award; upon the unsatisfactory or non-filing of monthly cost statements and/or the unsatisfactory or non-filing of quarterly reports as required under the grant conditions.

SLEPA will notify the subgrantee by telegram to the Mayor/Freeholder/Director or State Department head advising of SLEPA's initial determination and citing the reasons for such termination or suspension of funds. This will be followed immediately by a letter to the subgrantee, with copies to the Project Director and the Financial Officer, detailing the exact discrepancies with regard to the grant award.

Reinstatement of funding may be approved by SLEPA after satisfactory compliance by the subgrantee. Formal guidelines are being established to control suspension, termination, and reinstatement of financial assistance. These will be available during 1971.

Review and appeal procedures have been utilized by subgrant applicants in five instances to date.

SUB-GRANT APPLICATION REVIEW AND APPEAL PROCEDURES



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

1. Project Title _____
2. Type of Application Planning Action Revision Continuation
3. Applicant Unit of Government _____
4. Location of Project _____
5. Project Duration From _____ To _____
6. Program Area (see instructions) _____
7. Description of Project (describe in detail on ATTACHMENT ONE)
8. Budget (see instructions — provide itemization as called for on ATTACHMENT TWO)

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

10. Specify How Non-Slepa Share will be provided _____
11. Project Director _____

Name _____ Title _____

Address _____ Telephone Number _____
12. Financial Officer _____

Name _____ Title _____

Address _____ Telephone Number _____

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

1. Authorization to proceed with this law enforcement project is requested. If this is an action project, it is expressly agreed that this project is consistent with New Jersey's Comprehensive Law Enforcement Plan established under Part B, Public Law 90-351 for Fiscal Year 19____. If this is an action or a planning project, it is expressly agreed that this project will meet the requirements of Part B or Part C, as applicable, Title I, of Public Law 90-351, and all administrative regulations established by the federal law Enforcement Assistance Administration and the New Jersey State Law Enforcement Planning Agency.

2. Acceptance of conditions - The undersigned agrees, on behalf of the applicant agency, that:

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

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

- g.** The provisions and requirements of Title VI of the Civil Rights Act of 1964 and all regulations issued by the Department of Justice (28 CFR Part 42) issued pursuant to that Title, to the extent that no persons shall, in regards to race, color or national origin, be excluded from participation in, or denied the benefits of, or be otherwise subjected to discrimination under any program or activity for which the applicant received federal assistance originating from the United States Department of Justice, will be adhered to.
- h.** It is the intent of Applicant that (if this be an action grant application), after a reasonable period of time, the cost of continued support of the project will be completely absorbed into the Applicants own budget.
- i.** Funds awarded pursuant to this application will be used for the program described by applicant herein, or in any amendment thereto duly filed with and approved by SLEPA.
- j.** Any action grant funds expended for the increase in compensation of personnel as part of the program described by applicant herein, will be matched by applicant expenditures to increase personnel compensation in an equal amount.
- k.** If copyrightable or patentable subject matter is produced by a subgrantee through the subgrant project, the applicant herein will notify SLEPA and request advice as to federal policy thereon, before undertaking to copyright or patent such matter.
- l.** Accounting procedures will provide for an accurate and timely recording of receipt of funds by source, of expenditures made from such funds, and of unexpended balances. Controls will be established which are adequate to ensure that expenditures charged to grant activities are for allowable purposes and that documentation is readily available to verify that such charges are accurate. All required records will be maintained until an audit is completed and all questions arising therefrom are resolved, or three years after completion of a project, whichever is sooner.

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

Attachment 1: Description of Project

Attachment 2: Project Budget

By:

Name: _____

Signature: _____

Title: _____

Mayor, Freeholder-Director, State Department Head

Project Number

Applicant

ATTACHMENT ONE

PART A - ITEM 7. DESCRIPTION OF PROJECT

ATTACHMENT TWO (Continued)

BUDGET EXPLANATION (Use if additional space needed)

SLEPA - 101.7

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

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

All applicants must submit four copies of the completed application to the State Law Enforcement Planning Agency. Information about the program and assistance in filling out an application may be obtained by contacting:

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

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

SECTION A.

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

1. Project Title.

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

2. Type of Application.

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

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

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

(1) When an increase in the SLEPA share is requested.

(2) When the total budget for the grant period is increased or decreased by 10 per cent or \$1,000, whichever is less.

(3) When a substantial change is desired in the nature or scope of the project. A separate letter of explanation should accompany a revision application.

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

3. Applicant Unit of Government.

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

4. Location of Project.

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

5. Project Duration.

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

6. Program Area.

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

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

7. Description of Project

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

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

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

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

d. *Project Management.* Describe the proposed duties and responsibilities of the Project Director (if appropriate). Indicate to whom the Director reports and the manner in which project accountability will be maintained.

e. *Personnel.* If the project requires the employment of full- or part-time personnel, indicate the positions to be filled and the duties or responsibilities of each. If training is involved, indicate the number of persons (by position) to be trained.

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

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

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

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

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

8. Budget.

Estimated cost details of the first year's budgets should be itemized on ATTACHMENT 2. If additional space is needed, use Budget Explanation. The total project cost should be broken down by SLEPA, State or local share.

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

Accounts and records of the State and local subgrantees for both Federal and State or local contributors must be accessible to authorized Federal and State officials for the purpose of audit and examination. The principles are set forth in Bureau of the Budget Circular A-73, "Audit of Federal Grants-

In-Aid to State and Local Governments", dated August 4, 1965. Circular A-73 attached, is available from SLEPA upon request.

a. *Salaries and Wages.* List each position that will be involved, indicating the percent of time and monthly salary of each.

Employee benefits such as retirement, FICA, health insurance, vacation, should be shown separately.

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

Section 301 (d) of the Act (P.L. 90-351) specifies that amounts expended from the Federal portion of grant funds to increase personnel compensation . . . "shall not exceed the amount of State or local funds available to increase such compensation."

This requirement will be deemed to have been met if subgrantee expenditures to increase compensation of personnel during the subgrant period at least equals the increase in personnel compensation charged to Federal funds under its subgrant. Thus, if a subgrant project conducted in a particular law enforcement agency involves an increased personnel compensation outlay of \$5,000 from Federal funds, the subgrantee will have been deemed to have met the matching requirement if local or State funds of \$5,000 are made available during the project period to increase total personnel compensation outlays by the subgrantee agency.

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

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

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

d. *Office Supplies.* Estimate the cost of materials directly required by the project, such as office supplies, postage, printing, and other expendable materials, needed during the course of normal operation of the project.

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

f. *Equipment.* Bureau of the Budget Circular A-87 prohibits the purchase of equipment without specific approval by the U.S. Justice Department unless the need for such equipment has been approved and included in the State Plan. Show the type of equipment, quantity and estimated cost.

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

9. Total Estimated Costs.

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

10. Non-SLEPA Share.

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

11. Project Director.

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

12. Financial Officer.

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

SECTION B

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

**STATE LAW ENFORCEMENT PLANNING AGENCY
APPLICATION FOR CRIMINAL JUSTICE
IMPROVEMENT GRANT**

(Under Part B or Part C,
Title I, Public Law 90-351)

NOTICE OF SUB-GRANT APPROVAL OR DENIAL

Unit of Government: _____ Applicant's Filing Date _____
Local Project Director _____ Project Number _____
Today's Date _____ Application's Title _____

YOUR ABOVE-IDENTIFIED APPLICATION TO THE STATE LAW ENFORCEMENT PLANNING AGENCY FOR LAW ENFORCEMENT GRANT UNDER PUBLIC LAW 90 - 351 HAS BEEN:

Approved

Denied

INSTRUCTIONS

Notice to the Applicant : In accordance with the administrative rules set out in the current crime control plan of SLEPA, and in accordance with applicable federal law and guidelines, this document will constitute notice of sub-grant approval or denial of your SLEPA form 101 Planning Action, application filed with SLEPA on _____
Date

SUB-GRANT APPROVAL

If this document reports sub-grant approval, only portions thereof relating to approval will be filled in by SLEPA, and a Grant Agreement form (SLEPA 103) will be attached hereto. Also attached will be a form 100 of the State of New Jersey, constituting a demand upon the State Treasury for funds in the amount of the Grant Agreement.

Should this document report sub-grant approval by SLEPA, the applicant should execute both form 103 and form 100, keep one copy for his files and return the other copy to SLEPA. SLEPA will then transmit the form 100 to the New Jersey Treasury Department as a request for disbursement of funds. It should be clearly understood that funds may be disbursed upon any of several basies, including by initial lump sum or by time-period based installments during the active period of applicants project.

SUB-GRANT DENIAL

If this document reports sub-grant denial, only portions thereof relating to denial will be filled in by SLEPA. In that event also, the appeal procedures set forth below should be read. Should applicant wish to appeal, he should request of SLEPA in writing a copy of SLEPA form 104, the Notice of Appeal form. The period for filing a Notice of Appeal form with SLEPA shall not extend for any reason, except administrative error on the part of SLEPA.

APPEAL PROCEDURES

Upon receipt of notification of denial, the applicant has twenty (20) days after receipt to request in writing (form 104) that an appeal hearing be held on the denial.

The Board Chairman of SLEPA or any authorized officer thereof, will convene the Governing Board to hold a hearing at the next regularly scheduled Board meeting in not less than thirty (30) days after the return receipt of SLEPA Form 104. Such hearings or investigations will be held at such times and places as designated following appropriate written notice to such applicant or subgrantee.

The hearing shall not be bound by the rules of evidence whether statutory, common law, or adopted by Rules of Court. The Governing Board may in their discretion exclude any evidence if they find that its probative value is substantially outweighed by the risk that its admission will either (1) necessitate undue consumption of time, or (2) create substantial danger or undue prejudice or confusion. In that event, they will accept for filing a written offer or proof which may also argue relevancy to the issue at hand.

The Governing Board will render its decision and so inform the appellant immediately following the hearing. There shall be ten (10) days after the hearing to file written exceptions, objections and replies to the findings of the Governing Board.

The findings of fact and determinations made by the Governing Board of SLEPA shall be final and conclusive, unless the Governor shall, within thirty (30) days of the Governing Board decision, reverse that decision.

REASONS FOR DENIAL

(Extra sheets may be attached)

- | | |
|--|--|
| <input type="checkbox"/> Project does not conform to a current program approach in the current State plan. | <input type="checkbox"/> No subgrant funds are available in the plan category (program approach) applicable. |
| <input type="checkbox"/> Project description or data is incomplete by SLEPA standards (explain below). | <input type="checkbox"/> Other (explain below). |

FOR SLEPA USE ONLY, BELOW THIS LINE

If this is an Approval, Check:

- Grant Agreement form 103 attached
- Applicants Application attached to form 103
- SLEPA portions of form 103 completed
- New Jersey form 100 attached

If this is a Denial, Check:

- Appeal period starting date entered _____
- Request for Notice of Appeal form 104 received dated _____ on _____
(Date request received)
- Form 104 sent to applicant on _____
Date

NEW JERSEY STATE LAW ENFORCEMENT PLANNING AGENCY

447 Bellevue Avenue
Trenton, New Jersey 08618

SUB- GRANT AWARD

Agency Using Grant		Sub-Grant Amount
Sub-Grantee Unit of Government		Date of Award

In accordance with the provisions of Part B, Title I, of the Omnibus Crime Control and Safe Streets Act of 1968 (P.L. 90-351) and based on the appended application, the State Law Enforcement Planning Agency hereby awards to the above named Sub-grantee a _____ sub-grant in the amount specified, for the purposes set forth in the approved application.

This sub-grant is subject to the General Conditions set forth in the Federal Bureau of the Budget Circulars A-73 and A-87; the General Conditions for _____ sub-grants promulgated by the State Law Enforcement Planning Agency (copy of which is attached hereto); all applicable Statutes of the State of New Jersey; the requirements of the Federal government (U. S. Department of Justice) and the State Law Enforcement Planning Agency; and the requirements of the State of New Jersey for State and local financial accounting. It is subject also to any special conditions attached to this sub-grant.

This Sub-Grant Award incorporates all conditions and representations contained or made in applicant's application form 101 hereto attached.

The sub-grant shall become effective, as of the date of the award, upon return of the duplicate copy of this award, duly executed by the Chief Executive (Mayor, Freeholder-Director, or State Department Head) of the Sub-grantee unit of government.

**NEW JERSEY STATE LAW
ENFORCEMENT PLANNING AGENCY**

Executive Director, SLEPA

Chairman or Vice Chairman, SLEPA Governing Board

FOR THE SUB-GRANTEE:

Signature of Mayor/Freeholder-Director/State Dept. Head
(Signature indicates agreement to attached conditions, if any)

Typed Name of Official and Title

SUB-GRANT AWARD DATA

This award is subject to special conditions (attached)

Sub-Grant Number : _____

Date Application Received : _____

_____ to _____
Sub-Grant Period

APPROVED AS TO FORM

ATTORNEY GENERAL OF NEW JERSEY

By _____
DEPUTY ATTORNEY GENERAL

STATE LAW ENFORCEMENT PLANNING AGENCY

NOTICE OF APPEAL

Unit of Government: _____

Title of Application: _____

_____ Project Number _____

Date of Application Submission: _____

SLEPA Program Number: _____

It is hereby requested that a formal hearing be held pertinent to the denial of funding of the above identified application, in accord with the established procedures for appeal. (SLEPA Form 102.1)

Name: _____

Signature: _____

Title: _____

MAYOR, FREEHOLDER-DIRECTOR, STATE DEPARTMENT HEAD

Date: _____

**GENERAL ACTION
SUB-GRANT CONDITIONS**

1. It is expressly agreed that this project will meet the requirements of Part C, Title I, of Public Law 90-351, and all administrative regulations established by the Federal Law Enforcement Assistance Administration and the New Jersey State Law Enforcement Planning Agency.

2. Acceptance of conditions- The sub-grantee agrees, on behalf of the applicant agency, that:

a. The sub-grant award shall be subject to and will be administered in conformity with the (i) General Conditions Applicable to Administration of Grants under Part C, Title I, Public Law 90-351, (ii) Conditions Applicable to the Fiscal Administration of Grants under Part C, Title I, Public Law 90-351, and (iii) Any Special Conditions contained in the grant award.

b. The sub-grant award may be terminated or fund payment discontinued by the State Law Enforcement Planning Agency when in its opinion a substantial failure to comply with the provisions of Public Law 90-351 or any regulations (SLEPA or Federal) promulgated thereunder, including these sub-grant conditions has occurred.

c. Reports will be submitted whenever requested by SLEPA.

d. Fiscal control and fund accounting procedures will be established which assure proper disbursement of, and accounting for grant funds and required non-federal expenditures (if any) that meet the requirement of the State of New Jersey to the federal government as specified in Title I, Part C, of the Omnibus Crime Control and Safe Streets Act of 1968.

e. Applicants will make available and expend from non-federal sources as needed, adequate resources for meeting matching requirements (if any) specified in Title I, Part B or C, Omnibus Crime Control and Safe Streets Act of 1968.

f. Funds awarded pursuant to this sub-grant award will be used to supplement and not supplant funds otherwise made available for law

enforcement purposes, and to the extent possible, will be used to increase such funds. (*The test of not supplanting funds, to which the sub-grantee hereby agrees, shall be that SLEPA funds are not substituted for local funds directly, and also that expenditures for law enforcement for the annual period covered, are at least as great as for the preceding year plus the average annual increment in such expenditures for the past 2, 3, 4, or 5 years.*) A further statement will be executed by the sub-grantee, attesting that funds have not in fact been so supplanted, either at the end of the project or at some time intermediate the commencement and termination of the project, at the request of SLEPA.

g. (1) The provisions and requirements of Title VI of the Civil Rights Act of 1964 and all regulations issued by the Department of Justice (28 CFR Part 42) issued pursuant to that Title, to the extent that no persons shall, in regards to race, color or national origin, be excluded from participation in, or denied the benefits of, or be otherwise subjected to discrimination under any program or activity for which the sub-grantee received federal assistance originating from the United States Department of Justice, will be adhered to.

(2) There shall be no discrimination against any employee engaged in the work required to produce the services covered by this sub-grant or against any applicant for such employment because of race, creed, color, national origin or ancestry. This provision shall include, but not be limited to the following: employment upgrading; demotion; transfer; recruitment or recruitment advertising; layoff or termination; rates of pay or other forms of compensation; and selection for training including apprenticeship.

(3) The parties to this sub-grant do hereby agree that the provisions of N.J.S.A. 10:2-1 through 10:2-4, dealing with discrimination in employment on public contracts, and the Rules and Regulations promulgated pursuant thereto, are hereby made a part of this sub-grant and are binding upon them.

h. Funds awarded pursuant to

this sub-grant award will be used for the program described by applicant in the attached application, or in any amendment thereto.

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

j. Accounting procedures will provide for an accurate and timely recording of receipt of funds by source, of expenditures made from such funds, and of unexpended balances. Controls will be established which are adequate to ensure that expenditures charged to sub-grant activities are for allowable purposes and that documentation is readily available to verify that such charges are accurate. All required records will be maintained until an audit is completed and all questions arising therefrom are resolved, or three (3) years after completion of a project, whichever is sooner.

k. All payments made to the sub-grantee under this grant will be recorded by the sub-grantee in accounting records separate from all other fund accounts, including funds derived from other grant awards. Amounts paid shall be available for expenditure by the sub-grantee in accordance with the provisions of the sub-grant throughout the project period subject to such conditions as the State Law Enforcement Planning Agency may prescribe.

l. Except as specifically approved in writing by the State Law Enforcement Planning Agency, expenditures for planning services and assistance by non-governmental agencies under contract may not exceed 33 1/3 percent of total allowable expenditures and will comply with applicable State policy and procedures concerning contract procurement.

m. Except when specifically approved in writing by the State Law Enforcement Planning Agency, funds transferred between budgetary categories may not exceed 10 percent of total allowable expenditures.

State of New Jersey

STATE LAW ENFORCEMENT PLANNING AGENCY

DETAILED COST STATEMENT
(SUBMIT IN TRIPLICATE)

TO THE SUB-GRANTEES

YOU ARE REQUIRED BY THE TERMS OF YOUR S.L.E.P.A. SUB-GRANT, TO SUBMIT MONTHLY FINANCIAL REPORTS, YOU SHOULD DO SO ON THIS FORM.

NAME/ADDRESS OF SUB-GRANTEE	SUB-GRANT NUMBER	REPORT NUMBER
	GRANT PERIOD FROM _____ TO _____	DATE OF REPORT

COST COMPONENT	APPROVED PROJECT BUDGET		CUMULATIVE COSTS		REPORT PERIOD COSTS	
	FEDERAL	STATE / LOCAL	FROM	TO	FROM	TO
			FEDERAL	STATE / LOCAL	FEDERAL	STATE / LOCAL
Staff Salaries / wages						
Fringe Benefits						
Total Staff Salaries / wages						
Training Salaries / wages						
Fringe Benefits						
Total Training Salaries / wages						
A. Total Salaries / wages						
B. Consultants/Contract Services						
C. Travel						
Other Expenses						
D. OFFICE SUPPLIES, PRINTING, ETC.						
E. FACILITIES, OFFICE SPACE, ETC.						
F. EQUIPMENT PURCHASE						
G. INDIRECT COSTS						
Total Other Costs						
TOTAL PROJECT COST						

For S.L.E.P.A. Use only EXAMINED _____ ACCEPTED _____ Remarks _____	SUB-GRANTEE CERTIFICATION: I certify that the costs incurred are taken from the Books of Account and that such costs are valid and consistent with the terms of the Grant. _____ Administrator _____ Financial Officer
---	--

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S.L.E.P.A.

INSTRUCTIONS FOR COMPLETING SLEPA 107, "DETAILED COSTS STATEMENT".

1. Each successful applicant receiving either **planning** or **action** awards from SLEPA will submit monthly, a separate **Detailed Cost Statement** of expenditures for each grant. This report must be submitted by the project Administrator or Financial Officer, in triplicate, and mailed to the:

Fiscal Officer
SLEPA
447 Bellevue Avenue
Trenton, New Jersey 08618

on or before the 5th day of the month following the report month.

2. Completing the form:

- (a) Name/Address of Sub-Grantee (as per application)
- (b) Sub-Grant Number (P-____ or A-____).
- (c) Report Number (consecutively starting with No. 1).
- (d) Grant Period (as per award).
- (e) Date of Report (date signed by Administrator or Financial Officer).
- (f) Approved Project Budget—these columns must agree with the budget application as approved by SLEPA.

Training Salaries/Wages/Fringes will be entered separately from Staff Salaries. Other than that, the cost categories A through G conform to the Budget application.

- (g) Cumulative Costs.

From _____ To _____. These columns will show the total expenditures under the grant from its inception, against each approved cost category.

Note: for Report No. 1 this will be the same as those in **Report Period Costs**. For Report No.2 they will reflect the sum of Report No. 1 and 2, etc.

- (h) Report Period Costs.

From _____ To _____. These columns will show the expenditures during the report month. (For example:—
From 9/1/69 To 9/30/69).

3. Each report is to be certified by the Project Administrator and the designated Financial Officer.
4. These reports will form the basis for both Federal and State audit and for the distribution of additional funds, in cases where the full project funds were not initially transmitted.
5. In no case will the **Approved Project Budget** columns show anything other than the amounts as awarded by SLEPA. Requests for budget modifications which are pending or under negotiation *are not to be considered* until a **Revised Project Budget** has received SLEPA's *written* approval.

NEW JERSEY STATE LAW ENFORCEMENT PLANNING AGENCY

**REQUEST FOR QUARTERLY
PLANNING REPORT**

Agency Using Grant:	Sub-Grant Amount:
Sub-Grantee Unit of Government:	Date of Award:
	Sub-Grant Number:

To the Sub-Grantee indicated above:

Your planning sub-grant obligates you to report in narrative form, on a quarterly basis, as to your developed data and analysis of each of the SLEPA eleven categories for your jurisdiction. Please attach your narrative for the quarter ending _____ to this form, and return to SLEPA by _____.

STATE LAW ENFORCEMENT PLANNING AGENCY
447 Bellevue Avenue
Trenton, New Jersey 08618

BUDGET ESTIMATE

COST CATEGORIES	SLEPA FUNDS	SUBGRANTEE MATCH	CATEGORY TOTAL
1. Salaries and Wages			<hr/> \$
2. Consultants			<hr/> \$
3. Travel, Transportation, Subsistence			<hr/> \$
4. Office Supplies, Postage, Printing, etc.			<hr/> \$
5. Facilities, Office Space, Utilities, Equipment, Rental			<hr/> \$
6. Equipment			<hr/> \$
7. Indirect Costs			<hr/> \$
8. Total Project Costs	\$	\$	\$

SLEPA 110.1

**INSTRUCTIONS FOR COMPLETING FORM SLEPA 110
PRE-APPLICATION FOR CRIMINAL JUSTICE IMPROVEMENT GRANT**

GENERAL INSTRUCTIONS:

Use of the Pre-Application form (SLEPA 110) is optional. It is designed to provide an applicant the opportunity to present his project to SLEPA without spending a great deal of time and effort; to convey his ideas to SLEPA on a short form and receive technical advice and assistance in his project design and regular SLEPA process which must follow.

This Pre-Application form (SLEPA 110) consists of two pages. The second page, or SLEPA 110.1, is a Budget Estimation. This page must be completed and accompany the first page, SLEPA 110. Page 110.1 may include rough estimates of expenditures in the seven categories and need not be accompanied by a Budget Narrative.

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

PAGE 110

1. SHORT PROJECT TITLE:

The title of the Project should be short and descriptive, (e.g., "Police Juvenile Relations Unit", "Narcotics Rehabilitation Program").

2. APPLICANT UNIT OF GOVERNMENT:

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

3. PROJECT DURATION:

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

4. SLEPA FUNDS SOUGHT:

Enter the total amount of SLEPA funding requested to conduct the project.

5. PROJECT DIRECTOR:

Show the name, address, title and telephone number of the individual who will be in direct charge of the project.

6. FINANCIAL OFFICER:

Show the name, address, title and telephone number of the individual who will have the responsibility for financial matters relating to the project.

7. AGENCY IMPLEMENTING PROJECT:

Show the official name, address and telephone number of the local government unit, State agency or State department or specific private agency which will carry out the project.

8. OFFICIAL AUTHORIZED TO SIGN APPLICATION:

Show the name, address, title and telephone number of the official authorized to enter into contracts on behalf of the applicant or implementing agency (i.e., Mayor, Freeholder-Director or State Department Head.)

9. SUMMARY OF PROJECT:

Briefly describe project pursuant to instructions on the form. This is the most important part of the pre-application, because it not only describes what will be done and who will do it, but justifies the need for the project.

PAGE 110.1

BUDGET ESTIMATE:

Show rough estimates of expenditures required to implement project in each of the seven categories. No budget itemization or narrative is required.

State of New Jersey
STATE LAW ENFORCEMENT PLANNING AGENCY
SPECIAL
APPLICATION FOR CRIMINAL JUSTICE
EDUCATION GRANT
(UNDER PART C, TITLE I, PUBLIC LAW 90-351)

For SLEPA Use Only

COUNTY	FUNCTIONAL CATEGORY
PROJECT NO.	DATE RECEIVED
TRANSACTION NO.	DATE APPROVED

SECTION A

1. Program 2.2.5 HIGHER EDUCATION AND PROFESSIONAL DEVELOPMENT
FOR CRIMINAL JUSTICE PERSONNEL

2. Type of Application Grant 2.2.5(a) Fellowship 2.2.5(b)

3. Applicant Unit of Government _____

4. Location of Project or Course _____

5. Project or Course Duration: From _____ To _____

6. Program Area (see instructions) _____ **NOT APPLICABLE**

7. Description of Project or Course (describe in detail on ATTACHMENT ONE)

8. Budget (see instructions – provide itemization as called for on ATTACHMENT TWO)

9. TOTAL ESTIMATED COST		
SOURCE OF FUNDS	%	AMOUNT
SLEPA		
LOCAL		
OTHER		
TOTAL	100	

10. Specify How Non-SLEPA Share will be provided _____

11. Dept. Head Name: _____ Signature: _____

Street _____ Title: _____

City, State, Zip _____ Telephone Number: _____

12. Officer of Municipality or County Attending Project or Course (See ATTACHMENT ONE)

Name: _____ Signature: _____

Street: _____ Title: _____

City, State, Zip _____ Telephone Number: _____

SECTION B (To be completed by the official responsible for Grant – see instructions)

1. Authorization to proceed with this law enforcement Education Project is requested. It is expressly agreed that this project is consistent with New Jersey's Comprehensive Law Enforcement Plan established under Part B, Public Law 90-351 for Fiscal Year 19____. It is expressly agreed that this project will meet the requirements of Part C, Title I, of Public Law 90-351, and all administrative regulations established by the Federal Law Enforcement Assistance Administration and the New Jersey State Law Enforcement Planning Agency.

2. Acceptance of conditions – The undersigned agrees, on behalf of the applicant agency, that:

a. Any grant awarded pursuant to this application shall be subject to and will be administered in conformity with the (i) General Conditions Applicable to Administration of Grants under Part C, Title I, Public Law 90-351, (ii) Conditions Applicable to the Fiscal Administration of Grants under Part C of Title I, Public Law 90-351, and (iii) Any Special Conditions contained in the grant award.

b. Any grant received as a result of this application may be terminated or fund payment discontinued by the State Law Enforcement Planning Agency when in its opinion a substantial failure to comply with the provisions of Public Law 90-351 or any regulations (SLEPA or Federal) promulgated thereunder, including these Grant Conditions, has occurred.

c. Reports will be submitted whenever requested by SLEPA.

d. Fiscal control and fund accounting procedures will be established which assure proper disbursement of, and accounting for, grant funds and required non-Federal expenditures that meet the requirement of the State of New Jersey to the Federal government as specified in Title I, Part C, of the Omnibus Crime Control and Safe Streets Act of 1968.

e. Applicant will make available and expend from non-Federal sources as needed, adequate resources for meeting matching requirements specified in Title I, Part C, Omnibus Crime Control and Safe Streets Act of 1968.

f. Funds awarded pursuant to this application will be used to supplement and not supplant funds otherwise made available for law enforcement purposes, and to the extent possible, will be used to increase such funds. (The test of not supplanting funds, to which the Applicant hereby agrees, shall be that SLEPA funds are not substituted for local funds directly, and also that expenditures for law enforcement for the annual period covered, are at least as great as for the preceding year plus the average annual increment in such expenditures for the past 2, 3, 4, or 5 years.) A further statement will be executed by the applicant, attesting that funds have not in fact been so supplanted, either at the end of the project or at some time intermediate the commencement and termination of the project, at the request of SLEPA. Applicant hereby acknowledges specific agreement to this paragraph.

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

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

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

i. If copyrightable or patentable subject matter is produced by a subgrantee through the subgrant project, the applicant herein will notify SLEPA and request advice as to Federal policy thereon, before undertaking to copyright or patent such matter.

j. Accounting procedures will provide for an accurate and timely recording of expenditures made for such funds. Controls will be established which are adequate to ensure that expenditures charged to grant activities are for allowable purposes and that documentation is readily available to verify that such charges are accurate. All required records will be maintained until an audit is completed and all questions arising therefrom are resolved, or three years after completion of a project, whichever is sooner.

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

Attachment 1: Description of Project or Course

Attachment 2: Project Budget

By:

Name: _____

Signature: _____

Title: _____

Mayor, Freeholder-Director.

Project Number

Applicant

ATTACHMENT ONE

PART A – ITEM 7. DESCRIPTION OF PROJECT OR COURSE

Note:

Special Conditions:

1. The officer of the municipality or county who is attending the project or course attests that he/she will remain with his/her Agency for:

a) In the case of Project 2.2.5(a) – a minimum of one year following completion of the project or course for which the grant was issued.

b) In the case of Project 2.2.5(b) – a minimum of three years following termination of their fellowship grant.

The officer must attest to one of the above by signing his/her name on line 12 of Section A.

2. Under this special application procedure funds will not be transmitted to the grantee prior to completion of the project or course applied for. The municipality or county will be given a Notice of Subgrant Approval or Denial (SLEPA Form 102) and, if approved, a Subgrant Award (SLEPA Form 103). Upon completion of the project or course, the municipality or county will submit a standard State of New Jersey Form 100 for reimbursement of funds.

ATTACHMENT TWO

PART A – Item 9

BUDGET DETAIL (Estimate)

Cost Element	Federal Share	Local Share	Project Total
A. 1. Salary and Wages Continued During Project Duration	\$ NA	\$	\$ NA
2. Normal Yearly Salary \$ _____			
3. Employee Benefits Continued During Project Duration @ _____ %	\$ NA	\$	\$ NA
Total Salaries	\$ NA	\$	\$ NA
B. Travel, Transportation, Subsistence (Itemize)			
	\$	\$	\$ NA
Total Travel	\$	\$	\$ NA
C. Project (Course) Costs (Itemize)	\$	\$	\$
D. Total Project Cost	\$	\$	\$

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

INSTRUCTIONS FOR COMPLETING FORM SLEPA 111
SPECIAL APPLICATION FOR CRIMINAL JUSTICE EDUCATION GRANT

Local units of government must submit 2 copies of the completed application to the State Law Enforcement Planning Agency. Information and assistance in filling out an application may be obtained by contacting:

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

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

SECTION A

All items in SECTION A and ATTACHMENTS 1 and 2 should be completed by the person in the agency using the money.

1. PROGRAM TITLE.

The title of the program is already filled in.

2. TYPE OF APPLICATION. (Check appropriate box).

a. A *grant* application is one for funding under Project 2.2.5(a) **PROFESSIONAL DEVELOPMENT FOR CRIMINAL JUSTICE PERSONNEL.**

b. A *fellowship* application is one for funding under Project 2.2.5 (b) Higher Education for Criminal Justice Personnel.

3. APPLICANT UNIT OF GOVERNMENT.

A county or municipality. The criteria in deciding is, who normally funds the work of the agency that will use the grant.

4. LOCATION OF PROJECT.

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

5. PROJECT DURATION.

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

6. PROGRAM AREA

Not applicable.

7. DESCRIPTION OF PROJECT.

This section is the most important part of the application, because it describes what will be done and who will do it. The information requested in Sections "a" and "b" below must be described in detail on ATTACHMENT 1 (add sheets as necessary). Please follow the same order in describing the project or course.

a. **Project Activities.** Show a clear, detailed statement of the proposed step-by-step project activities, and course description, location, instructors, sponsors, etc.

b. **Brief Personnel Biographies.** Include a brief resumé or biography for each person selected to apply for funds.

8. BUDGET. ATTACHMENT 2.

A.1. List here the salary and wages that will be paid to the attendee while he/she is attending school or courses.

2. List here the salary and wages that the attendee normally receives per annum.

3. List here the amount of employee benefits that will be continued while attendee is attending school or courses. Also list the normal percentage (%) of benefits attendee receives above his/her annual salary.

B. List here any travel, transportation or subsistence expenses that will be furnished the attendee to aid him in attending school or courses.

C. List here the project costs such as books, tuition, and incidental educational costs other than those already listed.

D. List here total project costs in all columns.

9. TOTAL ESTIMATED COSTS

List here the information from ATTACHMENT 2.

10. NON-SLEPA SHARE.

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

11. List here the name and address of the department head who is generally responsible for the supervision of the attendee, such as: Chief of Police, Chief of Detectives, Sheriff, etc. Department head must sign that he is giving permission for the attendee to apply for SLEPA funds and that the attendee meets the Special Conditions listed under Program 2.2.5 (HIGHER EDUCATION AND PROFESSIONAL DEVELOPMENT FOR CRIMINAL JUSTICE PERSONNEL).

12. OFFICER OF MUNICIPALITY OR COUNTY ATTENDING PROJECT OR COURSE.

List here the name and address of the school or course attendee. Attendee must sign here to

assure his remaining on the department for a certain period of time. **SEE ATTACHMENT 1.**

SECTION B

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

DRAFT FORM OF RECOMMENDED RESOLUTION

Resolution of the Governing Body of _____ approving participation of the _____ with the State of New Jersey in the State Law Enforcement Planning Agency Programs.

WHEREAS, The State of New Jersey, through the State Law Enforcement Planning Agency, by virtue of Part B, Title I of the Omnibus Crime Control and Safe Streets Act of 1968 (P.L. 90-351) administers the Federal program in New Jersey; and

WHEREAS, the _____ is desirous of making application to the State Law Enforcement Planning Agency of the State of New Jersey in connection with a project to reduce police response time through education and to increase apprehension and response through communication equipment thereby increasing the efficiency of the _____ Police Department; and

WHEREAS, the governing body of _____ has reviewed said application and finds the approval thereof to be in the best interests of _____; and

WHEREAS, said project is a joint project between the State of New Jersey and the _____ for the purposes therein described;

Now, therefore, be it Resolved by the _____ (1) that as a matter of public policy the _____ wishes to participate with the State of New Jersey (State Law Enforcement Planning Agency) to the greatest extent possible; (2) that _____ be and he is requested to accept said application on behalf of the _____ and submit it to the State Law Enforcement Planning Agency; and (3) that the _____ will accept the funds in connection with said resolution to be delivered up by the State Law Enforcement Planning Agency and make disbursements in accordance with such application.

CERTIFICATE OF RECORDING OFFICER

INSTRUCTIONS: To accompany resolution of applicant.

THE UNDERSIGNED HEREBY CERTIFIES AS FOLLOWS:

1. That he is the duly qualified and acting _____ of the _____ (title of recording officer) herein called the "applicant" and the keeper of its records; (name of applicant) including the journal of proceedings of the _____ herein called the "governing body". (governing body)

2. The attached resolution is a true and correct copy of the resolution finally adopted at the meeting of the governing body held on the _____ day of _____, 19 _____ and duly recorded in his office.

3. That said meeting was duly convened in all respects in accordance with law and to the extent required by law due and proper notice of said meetings was given; that a legal quorum was present throughout the meeting and a legally sufficient number of members of the governing body voted in the proper manner and for the adoption of said resolution; and in all other requirements and proceedings under law incident to the proper adoption or passage of said resolution; and in all other requirements and proceedings under law incident to the proper adoption or passage of said resolution, have been duly fulfilled, carried out and otherwise observed.

4. If the municipality is legally required to have an official seal, the certificate is hereby executed under the official seal.

5. That the undersigned is duly authorized to execute this certificate.

IN WITNESS THEREOF, the undersigned is hereunto set his hand this _____ day of _____ 19 _____.

OFFICIAL SEAL

ATTEST:

Signature of Recording Officer

Signature of Attesting Officer

Title of Recording Officer

Title of Attesting Officer

3. FUND AVAILABILITY PLAN FOR LOCALITIES

The New Jersey State Law Enforcement Planning Agency is making available a minimum of 40 percent of the State's Federal planning funds of \$816,000, to units of general local government (counties and municipalities) for comprehensive criminal justice planning, and for the planning and development of specific projects or programs, possibly on a demonstration or experimental basis, in subject areas which have general applicability elsewhere in the State. Such projects will include a research and evaluation component, but will not, by definition, be comprehensive planning.

Information relative to the FY 1971 Part B local planning funds will be distributed to local governmental units (Mayors and Directors of Boards of Chosen Freeholders). The tentative date for return of applications for these funds to SLEPA will be approximately two months after official notification.

Planning funds will not be awarded to regions or other combinations of jurisdictions established for this special purpose.

Criteria for the subgranting of these funds include Index Crime Rate (Index Crimes per 100,000 population), with special attention given to the major cities in the State. Each selected municipality must have a population of over 25,000 and an Index Crime Rate above the average for all municipalities of the State. Each selected county must be a proper unit for inter-jurisdictional crime problems, i.e., there is an overlapping of certain types of crime and delinquency across the municipalities making up the county, making it more feasible to plan on a county-wide basis than on a municipal basis.

Each municipality must be among the more prominent crime centers in a county or region. This means that the municipality is examined for its impact in its own setting, i.e., against its own county or regional baseline, in addition to having to qualify as above average on a Statewide basis. Special consideration will be accorded to those local units who voluntarily wish to pool their planning resources and plan comprehensively on an interjurisdictional basis.

Comprehensive planning competence as demonstrated in those municipalities and counties which have established criminal justice planning units or offices and which have made responsible use of 1969 and/or 1970 local planning funds will be accorded the highest priority in the selection of subgrantees.

It is estimated that there will be approximately 30-35 subgrantees receiving local planning funds. SLEPA will subgrant a minimum of \$10,000 to each local subgrantee, provided the applicant is warranted that minimum according to SLEPA allocation criteria. The actual amount granted will be determined by the particular subgrantee's rating according to the foregoing criteria, the total number of subgrantees involved, and the unexpended balance of previously awarded planning funds. Each subgrant award will be for a one year period.

There will be no "pass through" of local planning funds through specially established regional subgrantees because funds will be awarded directly to individual units of local government.

In order to be consistent with the announcement and award of both the 1969 and 1970 local planning funds, and to prevent extensive overlapping of the 1970 and 1971 funds, it is contemplated that the announcement for applications will be made in February, 1971, with applications to be returned in April. Actual awards will be made as soon thereafter as the applications can be processed.

Comprehensive law enforcement planning conducted with the local planning subgrants includes (as specified in each planning subgrant):

a. Coordination with all relevant ongoing planning efforts which affect the subgrantee's jurisdiction, including both State and local planning efforts on law enforcement and the administration of criminal justice.

b. Coordination and consultation with other agencies, organizations and groups concerned with law enforcement; delinquent youth; probation and parole agencies; courts; educational institutions; Model Cities agencies; Community Action agencies; and any other agencies concerned with the prevention of crime and the rehabilitation of offenders.

c. Participation of, and consultation with, citizen groups, youth and others toward whom planned projects are being targeted.

d. Assessment of present needs, problems and priorities existing in the local jurisdiction in each of the subject areas addressed in the New Jersey Comprehensive Law Enforcement Plan. The subject areas to be covered are as follows:

- 1) Upgrading Criminal Justice System Personnel
- 2) Prevention of Crime, and Public Education
- 3) Prevention and Control of Juvenile Delinquency
- 4) Improvement of Detection and Apprehension of Criminals
- 5) Improvement of Adjudicative Activities and Law Reform
- 6) Increase in Effectiveness of Corrections and Rehabilitation
- 7) Reduction of Organized Crime
- 8) Prevention and Control of Riots and Civil Disorders
- 9) Improvement of Community Relations
- 10) Research, Development, and Evaluation

Quarterly reports on the progress in assessment set forth in paragraph "d" above shall be supplied to SLEPA. Each such report shall, in narrative form, speak to each of the aforesaid ten categories, and improvement of data and analysis will be expected from report to subsequent report. The final report shall set forth the local needs, problems, and priorities in law enforcement and the administration of justice, and shall include a local comprehensive plan for improving law enforcement and the administration of criminal justice in all ten categories.

If the local comprehensive planning funds made available according to the above formula are not applied for by any combination of cities and counties (considering the foregoing allocation criteria), the remaining funds will be set aside for use as discretionary subgrants to local units or combinations of local units for purposes of developing specific projects or programs, possibly on a demonstration or experimental basis, in subject areas which have general applicability elsewhere in the State. Such projects would include a research and evaluation component, but would not, by definition, be comprehensive planning.

The currently operative local planning subgrantees are selected municipalities and counties that received 1970 planning funds.

The individual local units and the names and titles of the current project directors are as follows:

Local Unit and Project Director

Atlantic City

Mario F. Floriani
Director of Public Safety

Atlantic County

John R. Gideonse
Director, County Planning Staff

Camden (city)

William Yeager
Director of Public Safety

Camden County

Robert Sheriden
Criminal Justice Planner

Cape May County

James A. O'Neill
County Prosecutor

Cherry Hill Township

Wallace N. LaPeters
Director of Public Safety

Cumberland County

John J. Holland
Administrator

East Orange

Harold Dunbar
Lieutenant, Police Dept.

Elizabeth

John V. Long
Captain, Police Dept.

Englewood

Larry Kohn
Business Administrator

Essex County

Raymond W. Schroeder
Project Director

Hoboken

Eugene K. McKenna
Patrolman, Police Dept.

Hudson County

Oscar Rittenhouse
County Prosecutor

Jersey City

Charles E. Griffin
Captain, Police Dept.

Middlesex County

Thomas J. Molyneux
Freeholder —
Chairman, Dept. of Corrections
and Penal Institutions

Neptune Township

A. LeRoy Ward
Chief, Police Dept.

Newark

William R. Drake
Program Area Coordinator

New Brunswick

John Brokaw
Captain, Director, Police Community Relations

Orange

John F. Trezza
Commissioner of Public Safety

Passaic County

Samuel Conti
Administration Director, Passaic County Court

Paterson

James Lawless
Captain, Planning Officer

Pennsauken Township

Rendle S. Willgoos
Township Administrator

Perth Amboy

Robert Ungerleider
Director, Model Cities Administrator

Plainfield

John L. Baker
Administrative Assistant to Chief of Police

Rutgers, The State University

Arthur N. Frakt
Associate Dean

Salem County

James A. McManus
Chief County Detective

Sussex County

Jules Marron, Sr.
Director

Trenton

Leon B. Foley
Captain, Police Department

Union City

Eugene Mullen
Captain, Commander-Detective Bureau

Union County

Alfred H. Linden
Planning Director

Warren County

Robert E. Frederick
Prosecutor

B. SPECIAL FISCAL RESPONSIBILITIES

1. STATE ASSUMPTION OF COSTS

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

To date, only one action project, "Expanded Investigation of Organized Crime" conducted by the New Jersey State Police, has completed one full year of funding. This project was funded in 1969. Although the project is being continued by SLEPA as part of a larger action program to expand the investigation and prosecution of organized crime, it is receiving a reduced level of Federal funding, with the State of New Jersey assuming an increasing share of the costs.

It is planned to continue other action grant projects at a reduced level of Federal funding, with the State and local subgrantees assuming a gradually increasing share of the costs.

2. NON-SUPPLANTING OF STATE OR LOCAL FUNDS

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

The certification includes the statement that subgrantee expenditures for law enforcement, for the annual period covered, are at least as great as for the preceding year plus the average annual increment in such expenditures for the past 2, 3, 4, or 5 years (the length of the averaging period to be left to subgrantee option). Specific budgetary information in this regard is required of all subgrantees. Where the certification cannot be made, and there is a reduced or unchanged local investment in law enforcement, there must be an explanation demonstrating that the subgrantee's reduced or unchanged commitment would have been necessitated even if Federal financial support under Title I had not been made available. SLEPA has developed forms to assist in monitoring subgrantees' adherence to the certification. A monthly financial report of expenditures is required of each subgrantee wherein the project director and the financial officer certify to the applicability of all costs to the previously approved project budget.

