

Cooperative Action Seen Essential In Drug Programs

By Steven E. Perkel

Would you expect a policeman to be involved in the diagnosis and long term treatment of a medical disease? Would you expect a doctor to be involved in protecting citizens from crime? By any sensible appraisal, the answer to both questions is no. However, the answer is yes when you happen to be dealing with a drug dependent person who has been classified "ill" but whose illness is by legal definition a criminal act. This paradox lies at the heart of the dilemma facing the criminal justice system today. It presents the system and State Planning Agencies with a unique challenge. Traditionally, drug addiction has been dealt with in a punitive manner with largely ineffective results. Now that society has begun to accept drug abuse as a psycho-medical phenomena with concomitant criminal activities, society also is beginning to realize that the quest for solutions

The author, a former community service officer for the N.J. Division of Narcotics and Drug Abuse Control, is a principal program analyst for SLEPA and is in charge of drug treatment-rehabilitation programs.

requires close cooperation between the medical and criminal justice establishments.

Three Treatment Methods

Medical professionals can treat hepatitis, abscesses and dental deterioration that heroin use frequently causes but as they try to reduce the compulsive need of the addict for drugs, the treatment alternatives diminish. Drug Treatment specialists have developed three major treatment methods. The drug free therapeutic community approach is based upon highly structured group interaction within a relatively protective living environment. Chem-

(continued on page 4)

DELINQUENCY PRIME TARGET OF LATEST ACTION GRANTS

Community Input Key In 1973 Plan

Fourteen cities and seven counties burdened with New Jersey's highest rates of crime are winding up a painstaking 18 months of planning for improved criminal justice operations. These 21 plans will form the nucleus around which the State Law Enforcement Planning Agency will build its Comprehensive Criminal Justice Plan for 1973. The completion of the local plans marks the culmination of a revised system of planning which involves community-wide input and departs from the old concept of "planning by crisis". Developed by the State Planning Agency in early 1971, the new system is providing a fresh and innovative approach to the accurate assessment of needs, problems and priorities in the 21 urbanized jurisdictions.

The first problem to be faced was the planners themselves, half of them "systems oriented" persons from the law enforcement field and the other half specialists in urban planning. The agency sought to mold each of these planners into "criminal justice planners" through an intensive four-day seminar in mid-1971. Each unit also was given a model planning outline designed to assure overall planning consistency. All but one of the 21 planning units also has set up a local planning board mechanism in order to include in the individual plans needs and priorities of police, courts and corrections officials as well as those of representatives of service agencies allied with criminal justice projects, community leaders, business executives, academicians and residents.

The State Planning Agency is following up its evaluation and ap-

(continued on page 2)

New Jersey's priority criminal justice goal—the reduction of juvenile delinquency—has captured a major share of the latest action funds voted by the State Law Enforcement Planning Agency Governing Board. Eleven projects aimed at the prevention of delinquent behavior, rehabilitation of juvenile offenders and a more streamlined juvenile court system were among 40 approved by the Board at its November and December meetings for a total of \$1,754,297 in Federal Safe Streets Act monies. Grants of 1972 funds (see chart on Page 3) put the state agency at about the half way point in allocating its Fiscal 1972 action grant appropriation of \$16 million.

The juvenile delinquency grants, which account for \$651,798 of the latest awards, include a \$100,000 grant to help establish Essex County's first residential treatment center for delinquent girls. Other major awards will aid Irvington in establishing a youth center, Essex County in continuing its rehabilitation program for hard core offenders on probation and West Orange in continuing the "MAYBE" youth services project that has involved a coordinated effort between police and Seton Hall University educators. Projects aimed at expanding and improving diagnostic services available to juvenile courts in Hudson, Morris and Middlesex Counties were awarded a total of \$148,818.

A speedier court process also is an object in a large continuation grant given to Hudson County for a program which provides employment and other services for defendants. Improved police services, drug abuse and alcoholism are other major targets of the recent grants. Substantial grants were awarded to continue drug rehabilitation programs in Camden and

(continued on page 2)



PROFILE

Harold F. Damon
Assistant Director, Operations, SLEPA

A few weeks ago, Newark Mayor Kenneth Gibson asked the State Law Enforcement Planning Agency to provide a temporary director to help get the stalled \$20 million Newark Impact Program rolling again. John J. Mullaney, the agency's executive director, gave the assignment to his top aide and chief advisor, Harold Damon. It was the obvious choice. A veteran of a 16-year long career with the New Jersey correctional system and a former resident of the state's largest city, Damon has been with the agency since its infancy and has played a major role in the development of the state's own innovative program. Damon joined the agency in October, 1968, moving over from the State Bureau of Programs as the agency's correctional programs expert. With just three other staff members, Damon soon found himself dealing with much broader aspects of the new federal aid program. He was promoted to assistant director of field services and planning and then moved up into his present position. As Assistant Director, Operations, Damon is directly responsible for coordinating development of fundable action grant applications as well as all aspects of monitoring funded programs.

A Minnesota native, Damon enlisted in the Army right out of high school at the age of 17 and was sent to Europe as part of the post World War II occupation forces. He enrolled at Upsala College after his three-year Army stint and earned a bachelor of arts degree in English and History. He went on to get a master's degree in public administration from New York University. During this period—1948-1953—Damon was residing in Newark where his father was pastor of the Mt. Pleasant Baptist Church. Damon, now 44, started his correctional programs career in 1953 at the State Prison in Rahway where he taught, developed educational programs and directed recreational activities. Three years later he became a parole officer with the New Jersey Parole Bureau. Next came three years as a jail inspector for the Central Office of the Division of Corrections and Parole. It was a post that involved Damon in the investigation of local police lockup facilities and treatment of prisoners together with a general effort to have detention standards in the state raised. In 1961, Damon was assigned as institutional parole officer at the Annandale Reformatory. Two years later he was named assistant district parole supervisor for the area encompassing Mercer, Burlington and Somerset Counties. Damon shifted over to the Central Office of the State Bureau of Programs as a program analyst in 1965. Functioning as staff to the Division of Correction and Parole, Damon became involved in the whole spectrum of statewide correctional work, including planning for improved standards, programs and practices, resolving problems and investigating inmate complaints. He specialized in institutional discipline practices, food service and institutional maintenance. Today, even some of Damon's hours away from SLEPA are devoted to administrative work as he serves as chairman of the administrative board for the Broad Street Methodist Church in Trenton.

QUESTION BOX

- Q. What's this about tighter cash control on grants and monthly expenditure reports?
A. In order to assure that grant money doesn't lay idle, a new cash control system has been implemented. It involves the monthly submittal of two-month projections of expendi-

tures and is designed particularly for Section II subgrants where monthly payments are disbursed. Full instructions for making detailed cost statements, cash reports and requests can be found on Page 65 of the 1972 APPLICANTS' GUIDE.

Goals Session Set

Twenty-five of New Jersey's foremost criminal justice authorities and officials will join with some 1,500 colleagues from all over the country January 23-26 for a National Conference on Criminal Justice. The Washington conference, marking the first time key individuals from the nation's criminal justice community have been brought together, will focus on the findings of the National Advisory Commission on Criminal Justice Standards and Goals headed by former Delaware Governor Russell Peterson. It will include sessions to analyze the report and develop strategies for implementing the updated standards and goals.

The State Law Enforcement Planning Agency will be well represented at the conference with at least five Governing Board members and three staff members slated to be in attendance. Among the Governing Board members nominated to attend are Stanley C. Van Ness, State Public Defender and board vice-chairman, State Senator Raymond H. Bateman, State Police Superintendent David B. Kelly, Edward B. McConnell, Director-Administrative Office of the Courts and Passaic Mayor Gerald Goldman. The staff contingent will be headed by John J. Mullaney, executive director and will include John H. C. West, chief, corrections programs and William P. Finkel, chief, police programs.

KEY (continued from page 1)

proval of the 21 plans with 1973 Fiscal Year planning grants totalling \$750,000. A total of \$590,681 already has been awarded (See chart Page 4). These monies will be used in preparing actual proposals for action grants based on the criminal justice priorities contained in the plans. The agency also is encouraging cooperative city-county planning units and may fund as many as three of these units as pilot projects in 1973. Donald J. Apai, assistant director-planning for SLEPA, says he hopes the 1973 Comprehensive Plan will be ready for distribution by early spring.

TARGET (continued from page 1)

Hudson County. The largest grant approved in December (1971 funds) will aid Union County in the establishment of a detoxification and rehabilitation services center for alcoholics.

NEW JERSEY PROJECTS APPROVED FOR 1972 FUNDS

GRANT NO.	APPLICANT/IMPLEMENTING AGENCY	PROJECT DESCRIPTION	AMOUNT
A-78-72	Newark/Community Information & Referral Service	Bail and Release on Recognizance Project	\$ 27,075
A-79-72	Hillside/Police Department	Criminal Justice Information Statistics System Symposium	264
A-80-72	Bayonne/Police Department	Juvenile Aid Counseling Bureau	30,300*
A-81-72	Bergen County/Bergen Pines Hospital	Remedial Education & Volunteer Services	24,995*
A-82-72	Juvenile Detention Center Bloomfield/Police Department	Radio Equipment for New Communications Net	34,700
A-83-72	Burlington County/Board of Freeholders	Architectural Planning for New Jail	10,000
A-84-72	Camden County/Operation Concern Inc.	Therapeutic Treatment of Juvenile Drug Abusers	100,370*
A-85-72	N.J. Dept. of Law & Public Safety Division of Criminal Justice	Investigative Accounting Training Seminars	33,180*
A-86-72	Essex County/Probation Dept.	"Probationfields" Program for "Hard Core" Juveniles	93,430*
A-87-72	Essex County/Florence Crittenton League-Oranges YMCA	Residential Treatment for Delinquent Girls	100,000
A-88-72	Hackensack/Police Dept.	Juvenile Relations-Drug Education Program	22,632*
A-89-72	Hillside/Police Dept.	Narcotics Education & Enforcement	8,678*
A-90-72	Irvington/Youth Resources Center	Comprehensive Youth Services Program	95,841
A-91-72	Jersey City/Police Dept.	Community Relations Program Expansion	69,350*
A-92-72	Kearny/Police Dept.	Narcotic Enforcement Unit	17,463*
A-93-72	Linden/Police Dept.	Report Recording System	11,405
A-94-72	Maplewood/South Orange Our House, Inc.	Juvenile Delinquency Prevention Program	32,934
A-95-72	Morris County/Prosecutor's Office	Crime Control Unit Equipment	23,332
A-96-72	Passaic County/Probation Dept.	Release on Recognizance Services	38,700
A-97-72	Passaic County/Probation Dept.	Juvenile Court Diagnostic Services	61,583*
A-98-72	Paterson/Police Dept.	High Crime Area Street Lighting	18,000
A-99-72	Phillipsburg/Police Dept.	Juvenile Aid Bureau Expansion	29,925
A-100-72	Plainfield/Police Dept.	Model Crime Prevention Area Street Lighting	10,848*
A-101-72	Plainfield/Police Dept.	Radio Monitors for Off Duty Resident Police	3,600
A-102-72	Plainfield/Model Cities	Juvenile Probationer Education and Vocational Services	56,056*
A-103-72	Union County/Juvenile Detention Center	Juvenile Court Diagnostic Services Information	37,624*
A-104-72	Union County/Juvenile Detention Center	Remedial Education & Counseling Services	22,385
A-105-72	West Orange/Police Department	"MAYBE" Youth Services Program	88,705
A-106-72	Hudson County/County Court Administrator's Office	Pretrial Intervention Services	194,981*
A-107-72	N.J. Administrative Office of the Courts	Court Information Systems Coordinator	29,747*
A-108-72	N.J. Dept. of Institutions & Agencies/ Division of Correction & Parole	National Symposium on Planning & Design of Correctional Environment	1,240
A-109-72	Hudson County/Probation Dept.	Evaluation and Diagnostic Services for Juvenile Court	37,725*
A-110-72	Middlesex County/Detention Home	Counseling Services for Juvenile Offenders	60,647*
A-111-72	Monmouth County/County Jail	Rehabilitation Program for Short-Term Offenders	21,829*
A-112-72	Montclair/Police Dept.	Portable Report Dictation System	20,506
A-113-72	Morris County/Probation Dept.	24-Hour Juvenile Complaint Screening	50,446*
A-114-72	N.J. Division of Narcotics & Drug Abuse Control/Patrick House	Methadone Maintenance-Rehabilitation Services for Six Hudson County Municipalities	92,055*
A-115-72	Vineland-Bridgeton-Millville/Police Depts.	Cooperative Narcotics Enforcement Program	57,352*
A-116-72	Wayne Township/Board of Education	Drug Education-Abuse Prevention Program	14,180
TOTAL			\$1,684,083

*Continuation Grant

DRUG (continued from page 1) therapy treatment blockades the effects of heroin and prevents withdrawal illness by using the synthetic narcotic drug methadone. And most recently there has been developed narcotics antagonists which cause adverse reactions when mixed with narcotic drugs. None of these treatment alternatives have been in use long enough for their long term efficacy to be determined. We are, however, beginning to see successes as evidenced by the increase in the length of time individuals remain free from illicit drugs and engage in socially acceptable activities.

Drug addicts make a conscious decision to use drugs. They do not see themselves as sick and therefore generally do not seek treatment unless in a crisis situation. Crisis can be either internally or externally generated. An addict may be tired of the street life and the constant hustle for drugs and seek treatment. He may overdose and wake up finding himself in a hospital. More often he comes into contact with the police as a result of being caught while committing a crime to support his habit. Unfortunately the

criminal justice system by and large has not provided alternatives for drug dependent persons apprehended for possession, use, or sale of illicit drugs. Similarly, treatment alternatives for drug dependent individuals who have committed felonious crimes have not been available, even though at the time of incarceration they were suffering with the disease of drug addiction.

Recidivism Cycle

The results of the lack of treatment and rehabilitation services, both in correction facilities and as alternatives to incarceration, has placed a tremendous burden on the entire criminal justice system. The pattern for too many years has been drug addiction, crime, arrest, incarceration, adjudication, incarceration, release, re-addiction, crime and so on ad infinitum. A system is needed to interrupt this vicious cycle of recidivism in as many cases as possible but it must be a system that protects society from drug related criminal acts while providing treatment services to drug dependent individuals. With this difficult goal in mind, the State Law Enforcement Planning Agency is concen-

trating its drug rehabilitation efforts on detoxification, along with treatment and rehabilitation programs aimed to serve those whose drug addiction and need to obtain drugs forces them into a criminal lifestyle. To date a variety of state and local government projects have received approximately \$3.5 million in grants and the agency hopes it will be able to continue this sort of financial support. There is a strong sentiment for blending hard drug treatment programs with parole and probation programs, making enrollment in such a program a condition of parole or probation or possibly even a condition of pre-trial release. In addition, SLEPA recently funded a Drug Abuse Treatment Information Project to study the effect of treatment programs on reducing drug-related crime. This survey is being conducted by the State Division of Narcotics and Drug Abuse Control in conjunction with the Urban Education Corps and Montclair State College.

Authorities still aren't sure what causes people to become dependent on chemicals of any sort. Theories range from addiction as a coping mechanism for an unbearable life style to dependency provoked by certain physical and psychological traits in an "addiction prone personality". Authorities are becoming more convinced, however, that treatment programs can work—that the lives of drug dependent individuals can be reoriented while the drug related crimes they commit are curbed.

*** 1973 PLANNING GRANT AWARDS**

GRANT NO.	SUBGRANTEE	AMOUNT
P-1-73	Trenton	\$ 53,367
P-2-73	Union County	43,645
P-3-73	Passaic County	38,318
P-4-73	East Orange	37,592
P-5-73	Hudson County	27,350
P-6-73	Kearny	9,197
P-7-73	Jersey City	45,284
P-8-73	Atlantic County	29,286
P-9-73	Paterson	39,951
P-10-73	Mercer County	26,010
P-11-73	Irvington	21,850
P-12-73	New Brunswick	36,729
P-13-73	Passaic City	18,850
P-14-73	Plainfield	39,550
P-15-73	Union City	26,850
P-16-73	Elizabeth	36,269
P-17-73	Newark	60,583
Total Award		\$590,681

*Formal Awards as of Dec. 22. Additional applications in process.

**NEW JERSEY JUSTICE
Vol. 4, No. 1**

Published six times annually by the State Law Enforcement Planning Agency, 447 Bellevue Ave., Trenton, N.J. 08618. Phone (609) 292-4984. Suggestions for articles, and suitable art may be submitted for possible use but will not be returned unless specifically requested.

Attorney General George F. Kugler, Jr.
Governing Board Chairman

John J. Mullaney, Executive Director
Allan W. Drake, Editor

NEW JERSEY STATE LAW ENFORCEMENT PLANNING AGENCY
447 BELLEVUE AVE., TRENTON, N.J. 08618

BULK RATE
U.S. POSTAGE
PAID
Trenton, N.J.
Permit No. 268