

# **STATE LAW ENFORCEMENT PROGRAM ASSISTANCE AGENCY**



**A GUIDE TO  
PLANNING FOR ACTION**

**DISSEMINATION DOCUMENT NO. 3  
(VOLUME I)**

**OCTOBER 25, 1969**

STATE OF NEW JERSEY

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*Governor*

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*Editor for this issue; James A. Spady*



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**OCTOBER 25, 1969**

HV 7280  
No. 1

*America's leadership must be guided by the  
lights of learning and reason — or else  
those who confuse rhetoric with reality will  
gain the popular ascendancy with their  
seemingly swift and simple solutions.*

— John F. Kennedy, in  
a speech intended for  
delivery in Dallas,  
November 22, 1963.





RICHARD J. HUGHES  
GOVERNOR

JAMES A. SPADY  
EXECUTIVE DIRECTOR

## State of New Jersey

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October 25, 1969

Dear Colleague:

We are pleased to place in your hands this multi-volume publication -- Dissemination Document No. 3. It is intended to give you a better understanding of how to plan under the Omnibus Crime Control Act of 1968.

Such increased understanding can have any of several purposes, depending upon your role in the criminal justice system. If you are a concerned citizen or a member of a general government body (e.g., Mayor, Councilman or Freeholder) then this document will help you to understand what comprehensive planning can mean to your town or county, and therefore to whom it should be delegated, and the range of people who should be involved in it. If you are a concerned citizen or a professional in one of the branches of criminal justice, this document will help you to understand the nature of planning for change within the discipline of that branch.

And no matter what your position, this document will help you to understand how a specific project can be designed under one of the broad "Program Approaches" to be found in each year's State crime control plan.

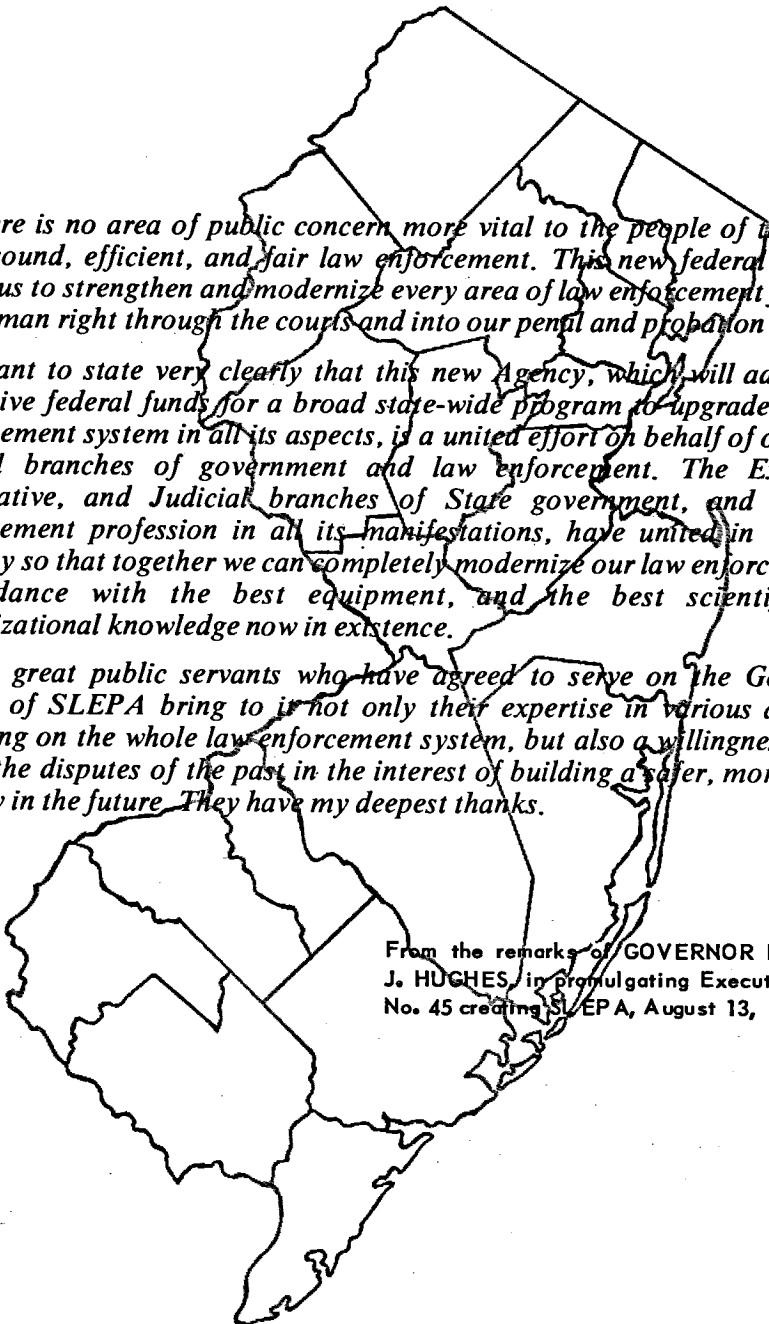
The three broad kinds of criminal justice planning then, are (1) comprehensive planning to discover needs, problems, priorities, and solutions in the whole inter-related field of criminal justice; (2) subject matter planning within a branch of the system, e.g., police or rehabilitation; and (3) project design, to structure a specific innovative program or facility, especially under the SLEPA "Program Approaches" set forth in the State crime control plan.

This multi-volume planning guide is intended to be useful throughout the life of the "Omnibus Crime Control" program. It should be read in conjunction with each successive State crime control plan (currently Dissemination Document No. 1) and each successive guide to current "action" funds (currently Dissemination Document No. 2).

This document's two present volumes will be supplemented from time to time, as is indicated in the Table of Contents herein. An early addition, as Volume 3, will be a collection of model applications on various programs.

We are well aware that a planning guide alone is not enough for the discharging of local responsibilities under this program, and accordingly we are scheduling planning classes, and other supplementary steps, as is set forth in detail in Chapter II.

STATE LAW ENFORCEMENT PROGRAM ASSISTANCE AGENCY



*There is no area of public concern more vital to the people of this State than sound, efficient, and fair law enforcement. This new federal law will allow us to strengthen and modernize every area of law enforcement from the policeman right through the courts and into our penal and probation systems.*

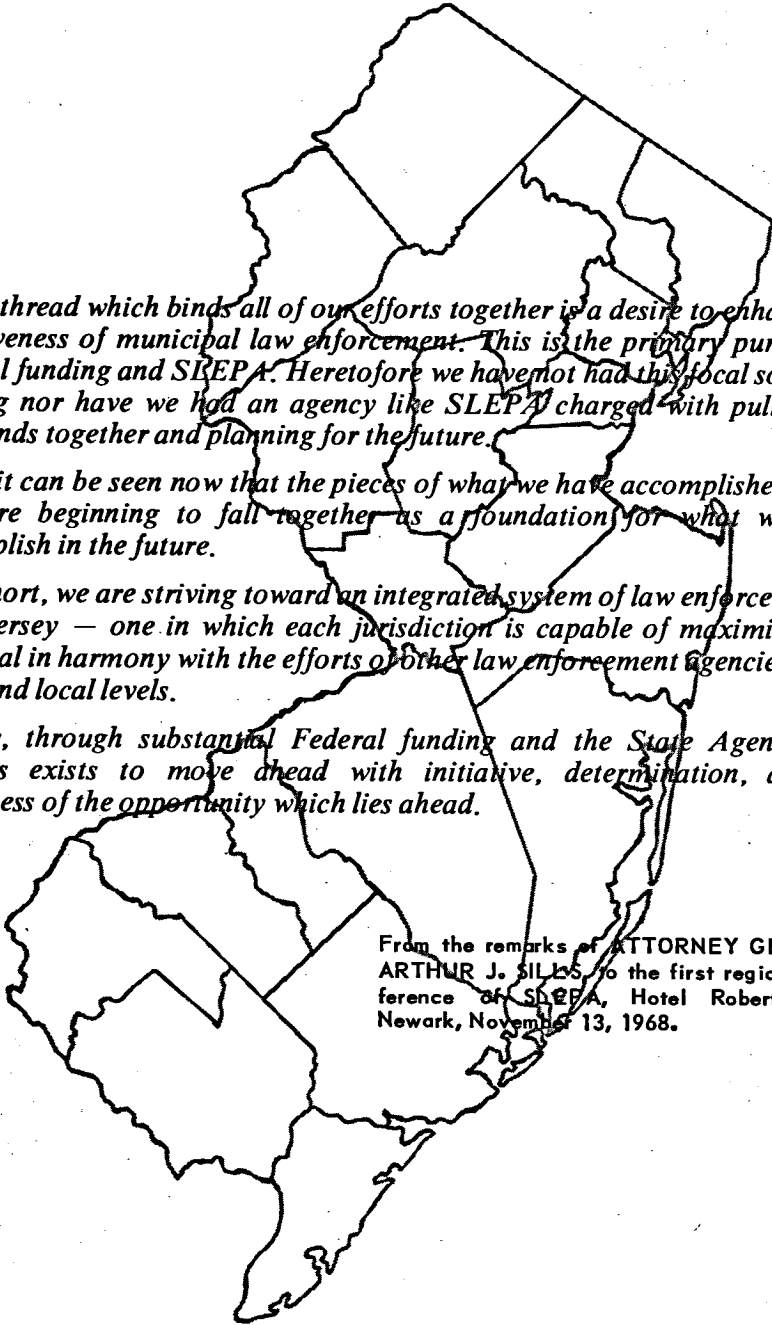
*I want to state very clearly that this new Agency, which will administer extensive federal funds for a broad state-wide program to upgrade our law enforcement system in all its aspects, is a united effort on behalf of our State by all branches of government and law enforcement. The Executive, Legislative, and Judicial branches of State government, and the law enforcement profession in all its manifestations, have united in this new Agency so that together we can completely modernize our law enforcement in accordance with the best equipment, and the best scientific and organizational knowledge now in existence.*

*The great public servants who have agreed to serve on the Governing Board of SLEPA bring to it not only their expertise in various activities touching on the whole law enforcement system, but also a willingness to put aside the disputes of the past in the interest of building a safer, more secure society in the future. They have my deepest thanks.*

From the remarks of GOVERNOR RICHARD J. HUGHES, in promulgating Executive Order No. 45 creating SLEPA, August 13, 1968.



**RICHARD J. HUGHES**  
*Governor*



*The thread which binds all of our efforts together is a desire to enhance the effectiveness of municipal law enforcement. This is the primary purpose of Federal funding and SLEPA. Heretofore we have not had this focal source of funding nor have we had an agency like SLEPA charged with pulling the loose ends together and planning for the future.*

*But it can be seen now that the pieces of what we have accomplished in the past are beginning to fall together as a foundation for what we shall accomplish in the future.*

*In short, we are striving toward an integrated system of law enforcement in New Jersey — one in which each jurisdiction is capable of maximizing its potential in harmony with the efforts of other law enforcement agencies at the State and local levels.*

*Now, through substantial Federal funding and the State Agency, the impetus exists to move ahead with initiative, determination, and an awareness of the opportunity which lies ahead.*

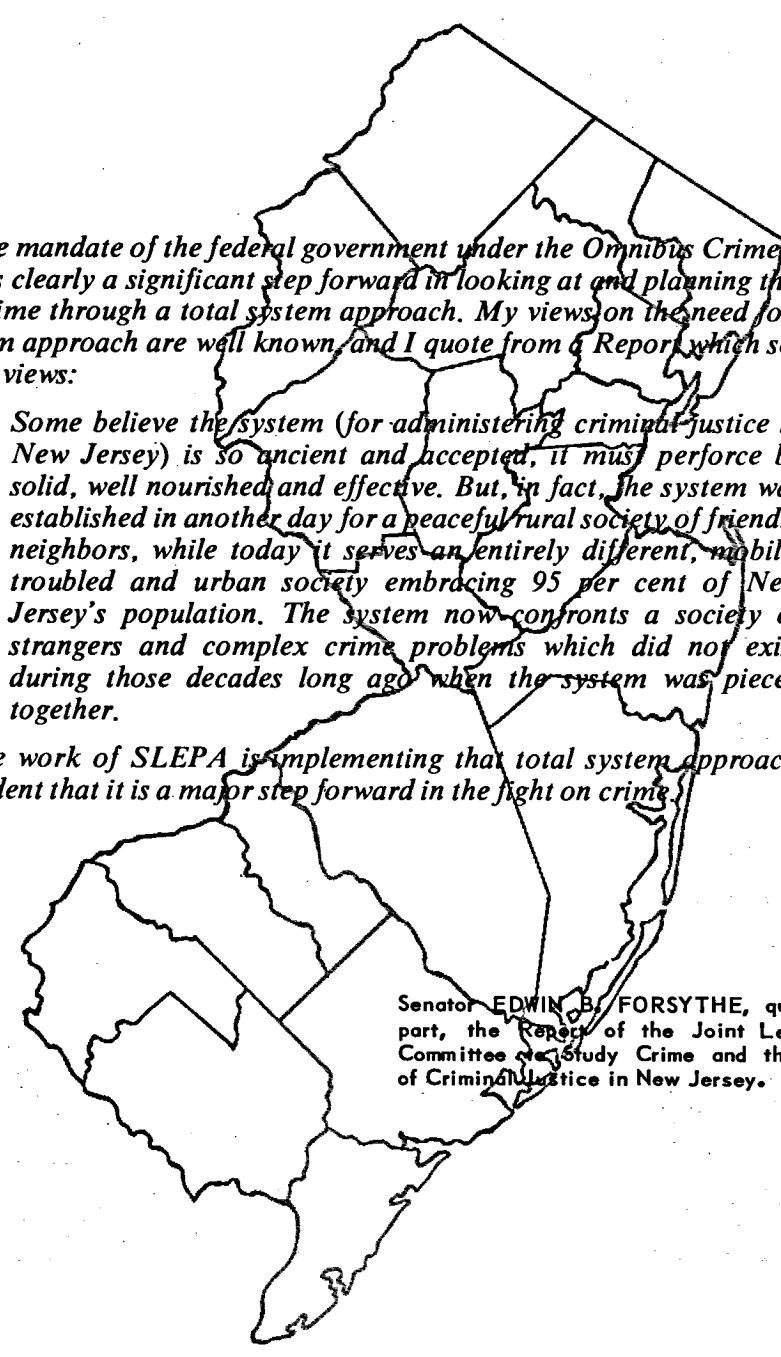
From the remarks of ATTORNEY GENERAL  
ARTHUR J. SILLS to the first regional conference of SLEPA, Hotel Robert Treat,  
Newark, November 13, 1968.



ATTORNEY GENERAL ARTHUR J. SILLS  
*Chairman*

PRESIDENT, NATIONAL ASSOCIATION OF ATTORNEYS GENERAL





*The mandate of the federal government under the Omnibus Crime Control Act is clearly a significant step forward in looking at and planning the attack on crime through a total system approach. My views on the need for a total system approach are well known, and I quote from a Report which sets forth those views:*

*Some believe the system (for administering criminal justice in New Jersey) is so ancient and accepted, it must perforce be solid, well nourished and effective. But, in fact, the system was established in another day for a peaceful rural society of friendly neighbors, while today it serves an entirely different, mobile, troubled and urban society embracing 95 per cent of New Jersey's population. The system now confronts a society of strangers and complex crime problems which did not exist during those decades long ago when the system was pieced together.*

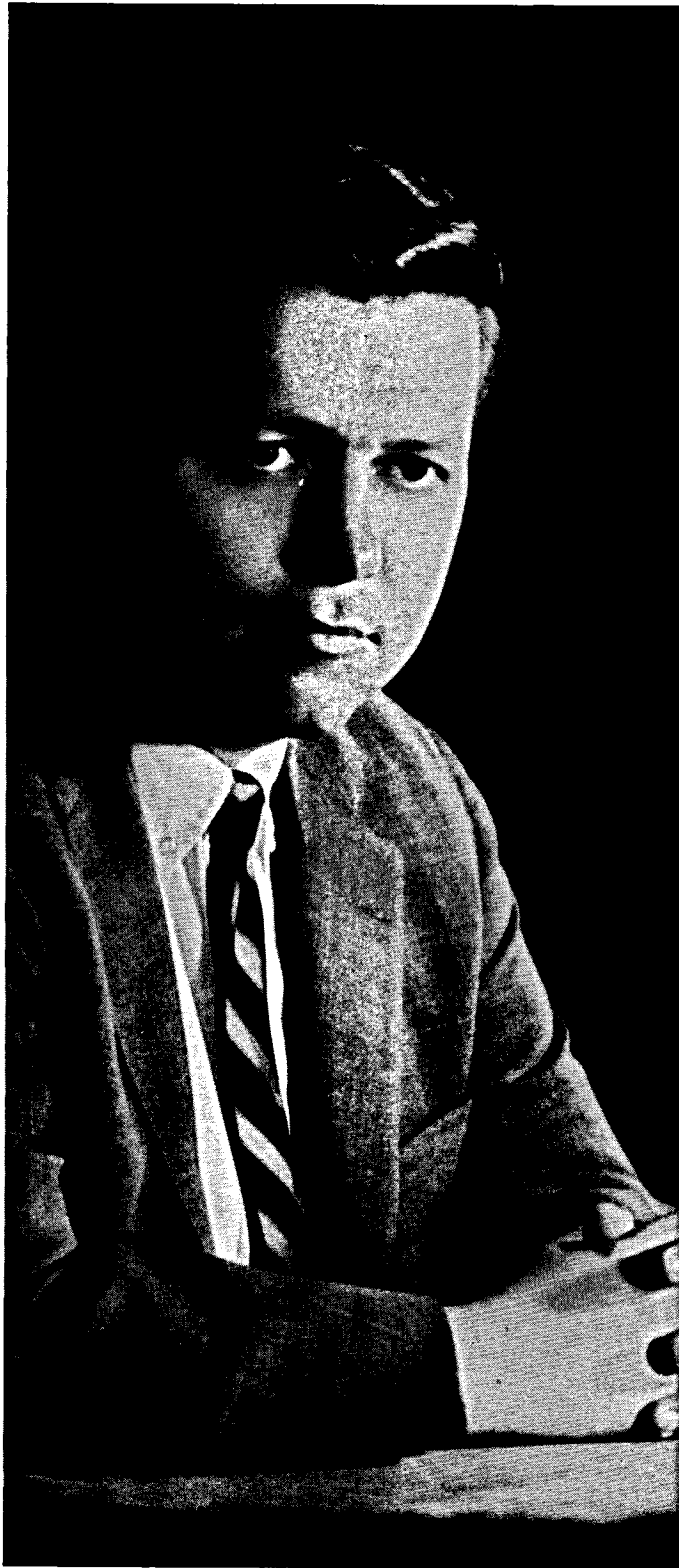
*The work of SLEPA is implementing that total system approach. I am confident that it is a major step forward in the fight on crime.*

Senator EDWIN B. FORSYTHE, quoting, in part, the Report of the Joint Legislative Committee to Study Crime and the System of Criminal Justice in New Jersey.



SENATOR EDWIN B. FORSYTHE  
*Vice Chairman*

CHAIRMAN, SPECIAL JOINT LEGISLATIVE COMMITTEE  
TO STUDY CRIME AND THE SYSTEM OF  
CRIMINAL JUSTICE IN NEW JERSEY



James A. Spady  
*Executive Director*

## **PREFACE**

The purpose of this publication is to disseminate knowledge about the kinds of local planning called for by the federal Omnibus Crime Control Act of 1968, under which the State Law Enforcement Program Assistance Agency (SLEPA) operates.

Specifically, this publication seeks to answer the following questions for those concerned with municipal and county affairs, and particularly for the governing bodies of those units: (1) What is comprehensive criminal justice planning? (2) Why should a local unit institute it, and to whom should it be delegated? (3) What is subject-matter criminal justice planning, and what are its advantages to a local unit? (4) How can a local unit decide whether and what to apply for in "action" funds from SLEPA, and if it wishes to apply, how can it design specific projects for funding under one of SLEPA's broad "program approaches"?

It should readily be apparent that planning is the key to the whole Omnibus Crime Control program. There can be no step by step advancement — the goal of the program — if there is not first a precise understanding of where we are, where we want to be, and how to get from the first to the second. And that is the very definition of planning.

The success of the program will therefore depend upon (1) the quality of the planning that goes into each successive State crime control plan, and (2) the quality of local planning for "action" grants under that plan.

One of these two co-equal elements is just as important as the other. To stand firm, we need both.

No matter how refined the generalized State crime control plan might become, if good specific projects are not designed locally to implement it, the advancement it promises will not come to pass.

The local responsibility is therefore crucial.

If local planning is good, it will rigorously discover needs and problems in every aspect of criminal justice; it will propose solutions; and it will rank them into priorities. It will then design specific projects to implement those solutions — some will be funded as a normal part of local government improvement, and some others will become applications to SLEPA for "action" assistance.

Such "good" local planning will consist of the three kinds that are the subject of this document: comprehensive planning; subject-matter planning; and project design. Such local planning will not be easy — but without it there can be no real improvement in law enforcement and the administration of justice.

The Omnibus Crime Control program, in the last analysis, like law enforcement itself, stands or falls on the quality of leadership exercised by local officials.

\* \* \*

The State Law Enforcement Program Assistance Agency is very well aware that few local units of government have a planning tradition in any of the branches of criminal justice. This document is therefore offered as the first of what will be a long series of efforts, both with planning aids and with planning grants, to begin to rectify that situation.

All businesses plan, and modern "blue-chip" businesses plan with great sophistication and with all the assistance that systems analysis, computer simulation, and decision analysis can offer. They have found that planning pays off.

Obviously we do not imagine that local law enforcement can do *that* kind of planning. But as John F. Kennedy said in his inaugural address, "the longest journey starts with but a single step — let us begin."

And it is worthwhile even just to "begin", because the institution (in even a modest degree) of planning, or the planning viewpoint, will have immediate beneficial effects upon a local unit. It will help clarify current assets, problems, and goals; and it will save money through better coordination of existing assets, and better choice among possible future changes and improvements.

When we speak as we do above, of "planning aids" which SLEPA will offer over the coming months and years, we refer to steps building upon this present document. Specifically, SLEPA will offer face-to-face technical assistance, formal training classes for local comprehensive planners (discussed in Chapter II herein), and written dissemination documents. In general, the SLEPA dissemination documents fall into four classes: (1) documents related directly to the Omnibus Crime Control program, e.g. each successive plan (currently Dissemination Document No. 1), each successive action funds guide (currently Dissemination Document No. 2), and this planning guide; (2) documents disseminating the results of, and the experience with, already-funded "action" projects, e.g. Dissemination Document No. 4 on "Project ALERT"; (3) documents setting out in detail the "state of the art" or the possible direction for development in New Jersey, of a particular single subject within criminal justice, e.g., county corrections, juvenile justice, state-wide communications and information storage and retrieval, narcotics prevention and control, criminal justice education, and so on; and (4) documents periodically summarizing a large number of locally developed, or other general projects for the improvement of the criminal justice system.

The last-mentioned three of these four classes of dissemination documents are specifically intended to fertilize local imaginations by reporting



systematically and in depth what others are proposing, doing, and finding. In short, one of SLEPA's roles is to act as a clearing-house for new ideas and new experience; a switch-board connecting together the local units that are the only true innovators, so that they might learn from one another in a coordinated fashion as they each select and attack different ones of the many problems within the several branches of the criminal justice system.

The dissemination role of SLEPA is central to local planning, which is in turn central to local improvement; and it is therefore one of the most important of SLEPA's roles. This is so, because, while SLEPA will regularly supply critical "seed" money to local units to begin the process of upgrading this or that aspect of law enforcement, it is apparent that financially the bulk of change will, in general, continue to be effected by local resources. For that larger portion of the process of change, what is needed locally is (1) up-to-date information about the state-of-the-art and the options open on any problem, and (2) a local planning mechanism. SLEPA's dissemination responsibility and the responsibility of local units to develop some kind of planning competence or viewpoint, are therefore coordinate necessities to that larger portion of the process of change.

Thus, each "action" grant by SLEPA to a local unit is an investment on behalf of all local units in a project of interest to all, since the project and its results will influence, to one extent or another, what other units do with their *own* innovative monies. If New Jersey is to achieve maximum state-wide benefits from the relatively limited innovation monies to be allocated to it by the Omnibus Crime Control Act, SLEPA will have to see that each "action" project is well designed and well monitored, and it will have to see that whatever can be learned from each project is disseminated in usable form to all. That kind of information, together with the other kinds of dissemination information already described, will help local officials to effect change and improvement far beyond the financial resources available through SLEPA. In other words, the SLEPA funds are merely the tip of the innovative "iceberg". The larger portion of local innovation will continue to proceed with local funds. It is that larger portion that will, in the final analysis, determine the shape of criminal justice in our State 10 or 20 years hence. And it is that larger portion that will profit most from the coordinate effects of local planning and the collection and dissemination by SLEPA of ideas, results, and experience.

\* \* \*

This publication was paid for by federal funds under U.S. Justice Department Grant No. ~~P-030~~ and is part of the ongoing dissemination responsibility assigned to SLEPA by Public Law 90-351 (82 Stat. 197).

This present document is solely the product of SLEPA as regards concept, layout, design, and written or other content; no consultants of any kind advised or assisted in its creation.

*Justice is the great interest of man on earth. It is the ligament which holds civilized beings and civilized nations together. Wherever her temple stands, and so long as it is duly honored, there is a foundation for social security, general happiness, and the improvement and progress of a people. And whoever labors on this edifice with usefullness and distinction, whoever clears its foundations, strengthens its pillars, adorns its entablatures, or contributes to raise its august dome still higher in the skies, connects himself, in name, and fame and character, with that which is and must be as durable as the frame of human society itself.*

DANIEL WEBSTER, 1830

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## CHAPTER I

# WHAT THE OMNIBUS CRIME CONTROL ACT SEEKS OF LOCAL OFFICIALS

*The final custodians of the American idea are the American people — not the experts, not the creative thinkers, not even the politicians certified by combat. I may persuade you that we need stronger government, but until the nation is persuaded, my notion will be unreal. To make things happen they must be made to happen in the American mind, and no man makes up his country's mind — our people do that for themselves.*

McGEORGE BUNDY, in the 1968 Godkin  
Lecture, John F. Kennedy School of Govern-  
ment, Harvard.



*All the great urban problems which are created by congestion of population lie here, right around us, where we are. That is what is infinitely interesting about New Jersey. We have got the problems of the country in such a form that they are raised to their highest degree of difficulty and complexity.*

*Very well — what is the moral? That we in New Jersey have got to show the country how these problems are to be met and settled. New Jersey is the fighting center of the most important social questions of our time.*

WOODROW WILSON, Governor of New Jersey,  
in a speech in Newark, January 25, 1911.

## **WHAT THE OMNIBUS CRIME CONTROL ACT SEEKS OF LOCAL OFFICIALS**

The Omnibus Crime Control and Safe Streets Act of 1968 (Public Law 90-351) grew out of the 1967 report ("The Challenge of Crime in a Free Society", available from the U.S. Government Printing Office, Washington, D.C. 20402, for \$2.25 per copy) of the President's Commission on Law Enforcement and Administration of Justice.

That Report was a landmark in the practical history of law enforcement in this nation, not only because in the short run it clarified the issues in a field that had previously received too little serious study and analysis, but also because it led within sixteen months to Public Law 90-351, the first massive attempt to upgrade law enforcement in the history of the nation.

The President's Crime Commission laid down many principles that found their way into the statute. Among these, there are four of real importance to local officials.

First, the President's Crime Commission reaffirmed that law enforcement was a local (i.e., State, County, and Municipal) matter, as follows:

"Crime is essentially a local problem that must be dealt with by State and local officials if it is to be controlled effectively."

Second, the President's Crime Commission defined a single system of "criminal justice" that is broader than the traditional "law enforcement" system. It includes all agencies, public or private, that affect the prevention or control of crime. As a minimum it includes the police, the courts, prosecution and defence, and corrections, probation, and parole. It also includes other agencies of prevention and rehabilitation — some public, such as the schools, and some private, such as narcotics centers — that also affect the prevention and control of crime. The Commission reasoned that the system is only as strong as its weakest link, and that prevention and control of crime deserve a concerted effort with all available tools.

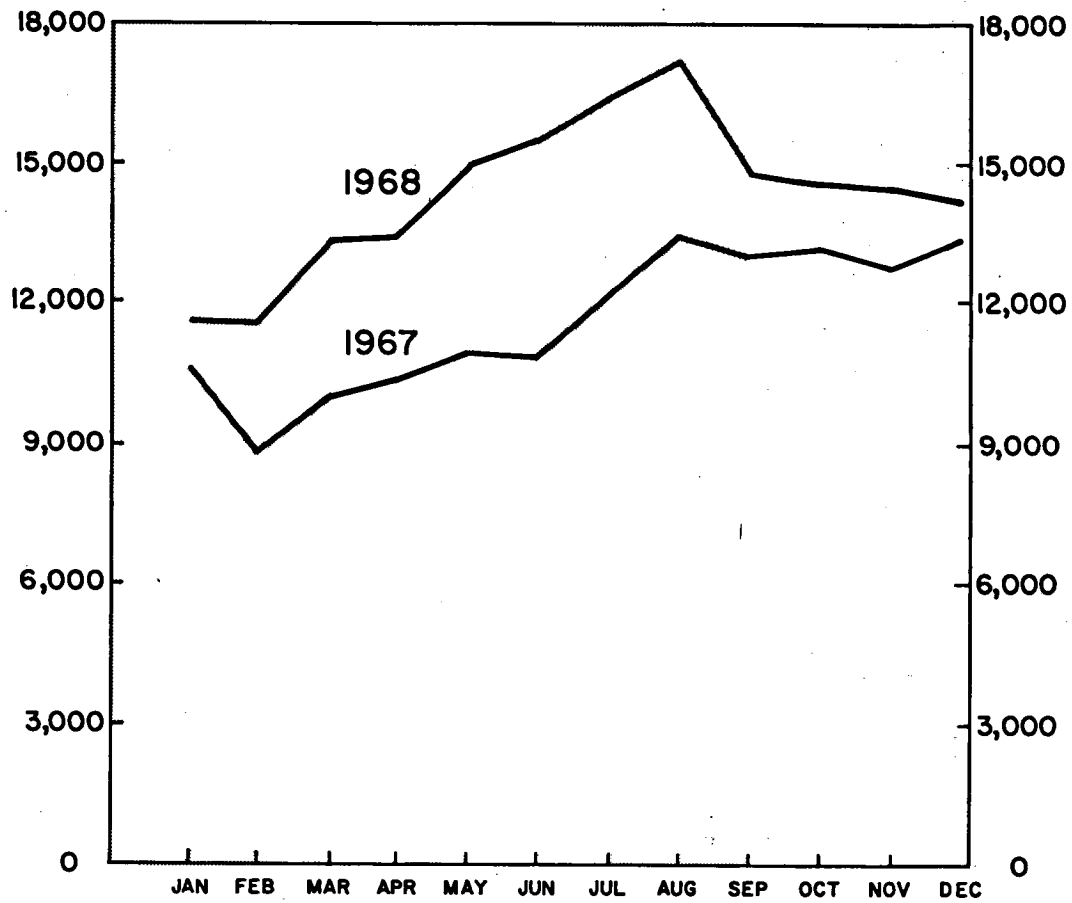
In this regard, the President's Crime Commission said:

"The police, the courts, the correctional system and the non-criminal agencies of the community must plan their actions against crime jointly if they are to make real headway . . ."

\* \* \* \* \*

"Many Americans think controlling crime is solely the task of the police, the courts, and the corrections agencies. In fact,

CHART 1  
TOTAL CRIME INDEX  
BY MONTH  
1967 - 1968



crime cannot be controlled without the interest and participation of schools, businesses, social agencies, private groups, and individual citizens."

Third, the President's Crime Commission determined that it was time that large-scale federal assistance moneys be made available to help mount such a concerted effort, as follows:

"While the Commission is convinced State and local governments must continue to carry the major burden of criminal administration, it recommends a vastly enlarged program of Federal assistance to strengthen law enforcement, crime prevention, and the administration of justice."

Fourth, the President's Crime Commission pointed out that before a concerted effort against crime could be mounted — no matter where the money came from — there would have to be careful assessment and coordination of all possibilities at the local level. Such an effort is, of course, the very definition of planning, and the Commission contemplated that the assessment should include every possible weapon available locally, whether public or private. It said:

"The Commission recommends that in every State and city there should be an agency, or one or more officials, with specific responsibility for planning improvements in criminal administration and encouraging their implementation."

\* \* \* \* \*

"While this report has concentrated on recommendations for action by governments, the Commission is convinced that governmental actions will not be enough. Crime is a social problem that is interwoven with almost every aspect of American life, the way schools are run, the way cities are planned, the way workers are hired. Controlling crime is the business of every American."

These are principles that subsequently shaped the Omnibus Crime Control and Safe Streets Act. What do they mean in practical terms to local officials who wish to apply to SLEPA for funds under that Act?

First, the Act is not a general assistance Act, i.e., it is not an Act intended to supply money for the operation of normal efforts or programs that are already in existence in the applicant unit. Rather, the Act and the federal guidelines require that moneys be used for new programs that improve the practice of criminal justice in the applicant unit of criminal justice. In other words, it is oriented toward improvements in the way things are done locally.

Therefore, a local official who designates someone to plan locally for criminal justice improvements is more likely to turn up solid projects that will be funded in competition with the other cities and counties of the State.

Such planning is nothing more than systematically looking at where you are, where you want to be, and how you can get from the first to the second. Projects need not be "invented" locally, they can be derived from the President's Crime Commission Report, from professional magazines and books, and from what other jurisdictions have found to be successful.

Or, projects can be derived from analysis of local problems by resident or consultant experts.

In outline, local planning procedure is simple: (1) The local jurisdiction should look at its entire criminal justice funding responsibilities broadly, to discover all problems. (2) The local jurisdiction should then assess its own assets (personnel, facilities, expertise, etc.) available against each problem. (3) Then, possible new (i.e., locally new), solutions to each problem should be listed. (4) Finally, a limited number of priority problems should be chosen for action, based on the needs underlying those problems, the locally available assets, and the relative merits of the proposed solutions.

Second, the Act requires that each State's Agency create a plan that includes program approaches — i.e., general objectives under which local units can design their own specific projects — covering a broad range of criminal justice subjects. The Federal Guidelines defined ten such subject categories, and they can be found as titles a through j, bracketing the 73 program approaches listed in Chapter III herein.

The list of 73 approaches is one workable checklist of possible subjects for local planning. It should be kept clearly in mind however that all 73 of these listed program approaches are not current, i.e., are not currently (October of 1969) fundable. Only approaches in the list preceded by an asterisk are current. As time goes on, greater federal funds will become available, allowing more and more of the 73 program approaches to be made currently available for funding. As this occurs, the then current action guide (corresponding to the current Dissemination Document No. 2) will advise as to what is currently fundable.

Furthermore, the Federal Guidelines require that funding of local governments be balanced among those various categories according to a breakdown reviewed ahead of time by the Federal government. In other words, the money must be offered by SLEPA in fixed categories.

Therefore, a local official who plans broadly — at least as broadly as those ten categories — against crime, stands a much greater chance to find a category in which he can win the competition for funds. In addition, he is of



course at the same time preparing for a broader, more meaningful, attack on crime in his jurisdiction, and that is of course the Federal government's purpose in mandating such funding balance in the first place.

So, in summary, the Omnibus Crime Control Act seeks of local officials an assessment of their problems, their goals, and their priorities, in all aspects of the criminal justice system within their funding jurisdiction. In return for well conceived projects resulting from such an assessment, it offers, with time, assistance to a large number of such cities and counties. Such an incentive system will, it is hoped, clarify the best uses of local as well as federal funds in the war against crime.





## CHAPTER II

### THE NATURE OF LOCAL PLANNING

*Significant reform is not to be achieved overnight by a stroke of a pen; it is the product of thought and preparation. No experienced and responsible State or city official needs to be told that. The Commission's point is not the elementary one that each individual action against crime should be planned, but that all of a State's or a city's actions against crime should be planned together by a single body. The police, the courts, the correctional system and the non-criminal agencies of the community must plan their actions against crime jointly if they are to make real headway.*

*In every State and every city, an agency, or one or more officials, should be specifically responsible for planning improvements in crime prevention and control, and encouraging their implementation.*

From "THE CHALLENGE OF CRIME IN A FREE SOCIETY," a report of the President's Commission on Law Enforcement and Administration of Justice, 1967.

*The Commission finds, first, that America must translate its well-founded alarm about crime into social action that will prevent crime. It has no doubt whatever that the most significant action that can be taken against crime is action designed to eliminate slums and ghettos, to improve education, to provide jobs, to make sure that every American is given the opportunities and the freedoms that will enable him to assume his responsibilities. We will not have dealt effectively with crime until we have alleviated the conditions that stimulate it. To speak of controlling crime only in terms of the work of the police, the courts and the correctional apparatus, is to refuse to face the fact that widespread crime implies a widespread failure by society as a whole.*

*The Commission finds, second, that America must translate its alarm about crime into action that will give the criminal justice system the wherewithal to do the job it is charged with doing. Every part of the system is undernourished. There is too little manpower and what there is is not well enough trained or well enough paid. Facilities and equipment are inadequate. Research programs that could lead to greater knowledge about crime and justice, and therefore to more effective operations, are almost nonexistent. To lament the increase in crime and at the same time to starve the agencies of law enforcement and justice is to whistle in the wind.*

*The Commission finds, third, that the officials of the criminal justice system itself must stop operating, as all too many do, by tradition or by rote. They must re-examine what they do. They must be honest about the system's shortcomings with the public and with themselves. They must be willing to take risks in order to make advances. They must be bold.*

From "THE CHALLENGE OF CRIME IN A FREE SOCIETY," a report of the President's Commission on Law Enforcement and Administration of Justice, 1967.

## THE NATURE OF LOCAL PLANNING

While there does exist a literature for each of police, corrections, and courts planning, each such literature is separate from the others. Furthermore, each is *professional* literature, i.e., each explains how to achieve objectives once they have been set by the general government or the citizenry at large. None explains how to set the objectives in the first place, nor is there any coherent attention paid to objectives that fall partially in one branch and partially in another.

The most important part of the process of improvement of the criminal justice system — the setting of goals and objectives for the system as a whole — is therefore without a literature or a methodology.

The Omnibus Crime Control Act, recognizing this absence to be one of the central deficiencies of our system for making and administering the crime and delinquency laws, has set it as the remedial task of what it calls *comprehensive planning*. There is, however, nothing in the Act to explain what comprehensive planning is, and no indication of how it relates to existing subject-matter (e.g., police or corrections) planning. Indeed, despite the generality of the present Chapter, it is, as far as can be determined, the first systematic attempt to set forth the working relationship between the three kinds of planning, and a rationale.

The structure of the Chapter is as follows. First, there is set forth an explanation of comprehensive planning. Then there is set forth the general principles of an example (police) of subject-matter planning, with comments on its relation to comprehensive planning. Next is presented an overview of project design, as it relates to and is derived from subject-matter planning. Then, some examples of conversion of a project design into a SLEPA application are set forth. Finally, a working bibliography is appended.

### COMPREHENSIVE PLANNING

Comprehensive planning, at least insofar as the criminal justice system is concerned, was introduced by the Omnibus Crime Control Act of 1968. As the article from which the quote on the following page <sup>1</sup> indicates, there is no literature of comprehensive criminal justice planning, and only a handful of individuals who have ever done it.

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<sup>1</sup> Throughout this part, a very few footnotes, such as this reference to the Skoler article, will be included only if a helpful publication is listed, with source and price, in the bibliography appended hereto.

*The experience of past years has amply demonstrated that the mere infusion of even a vast amount of federal money is no assurance of success or effective action. Well-defined objectives, realistic goals, appropriate techniques, proper allocation of resources, and careful study and program design are requisites for assuring prudent use of public funds and for guaranteeing, in an increasingly complex age, that the desired results will be achieved.*

*Accordingly, federally financed planning has become a basic tenet of national aid policy, and virtually every important program launched in recent years has included a planning requirement as a condition of eligibility for large-scale aid.*

*\* \* \**

*Despite the newness of the comprehensive planning concept in crime and delinquency control, we can discern the directions indicated by limited past experience, the lessons of planning efforts in other social problem areas, and the results the new federal aid partnership hopes to achieve.*

*\* \* \**

*A comprehensive plan must cover all aspects of criminal administration. This means that police, correction, prosecution, and court services should each receive attention, that all major phases of their operations should be examined, and that the work of all agencies carrying responsibility in a particular jurisdiction should be accounted for. It means further that the need for citizen action, crime prevention efforts of other governmental agencies and private groups, and reform undertakings having no significant "money" dimension (e.g., criminal code revision) should also be reviewed and, where appropriate, planned for.*

*\* \* \**

*Planning is action and should be seen in that light. Properly executed and utilized, it can prove to be one of our most effective tools in the cause of criminal justice reform.*

DANIEL L. SKOLER, now Director of the Office of Law Enforcement Programs, Law Enforcement Assistance Administration, U.S. Department of Justice, writing in CRIME AND DELINQUENCY, July 1968, about the new federal Omnibus Crime Control Act.

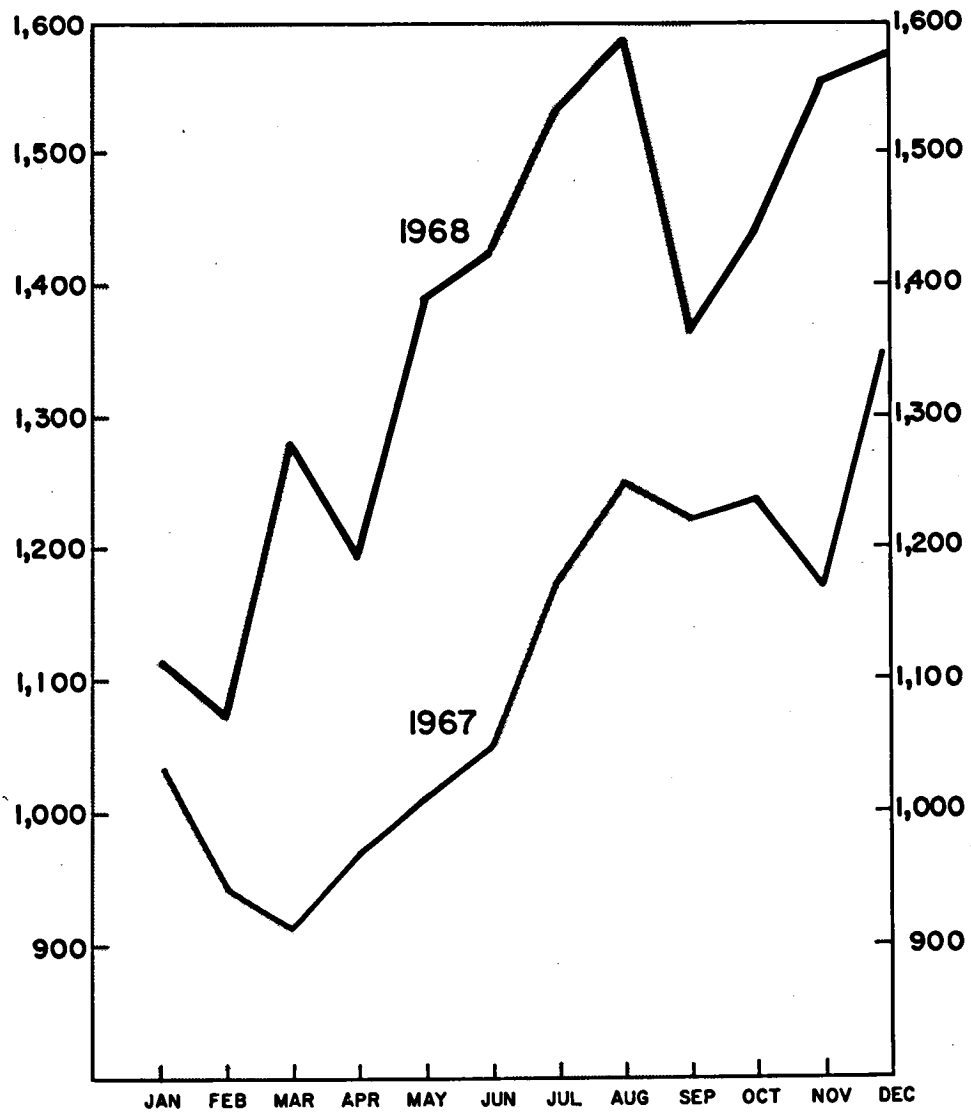
Among that handful is the Governing Board and staff of SLEPA. Accordingly, after defining comprehensive criminal justice planning and explaining its purposes and advantages, this section will draw upon the SLEPA experience with comprehensive planning, for whatever light that may shed on how it can be practiced on a local level.

Since comprehensive criminal justice planning must, by definition, encompass all the criminal justice activities funded by the local unit of government, its primary purpose is clear: to discover the critical problems, and to make the critical improvements, viewed from the standpoint of the system *as a whole*, rather than from the viewpoint of this or that part taken alone. In other words, let's suppose that a local jurisdiction believes that the time of its police personnel is not being used as efficiently as in some other jurisdictions. Is that strictly a police problem? Or might an element involve the practice of the local court in having policemen-witnesses wait an unpredictable length of time while other pleas are heard? How about the workload and practices of the local prosecutor, or the local defender, that may also affect, through postponements and other procedural delays, the wasted waiting time of policemen in court?

Comprehensive planning, then, starts with the observation that criminal justice processing is conducted by one interrelated set of agencies — police, courts, prosecution, defense, and corrections. Problems in one can easily affect one or more of the others. Then, too, the relationship of prevention agencies (e.g., the schools) and rehabilitation agencies (e.g., the reformatories) to the work of the police is obvious. For example, narcotics abuse cannot be seen as an enforcement (police) problem alone; clearly it also requires the prevention of first offences (by schools and others), and the prevention of repeater offences (by rehabilitation agencies).

Comprehensive planning is important because, properly used, it will find better solutions to criminal justice problems, and will then bring together a wider range of weapons against those problems. It should *precede* subject matter (e.g., police, corrections, etc.) planning because the total criminal justice system must be considered when first seeking an answer to a problem, since the *only* answer may lie in an unsuspected branch of the system. Or, to state an important variant, a cheaper (or otherwise better) *alternative* answer may lie in an unsuspected branch of the system. Or worst of all, the *only* answer may lie partially in each of two or more branches, so that there *is* no answer if you do not examine the *whole* system. Only by examination in the first instance of the possible involvement or relevance of all branches of the system, are you likely to uncover the best solution to the problem at hand. Only by bringing into play the efforts of all branches on a problem, can it best be solved.

CHART 2  
VIOLENT CRIME  
BY MONTH  
1967 - 1968





Comprehensive planning, then, is total system planning that sets a solid framework for subject-matter planning within this or that branch of the criminal justice system. It discovers the overall problems. It pins down the branch or branches in which the most fruitful attack on a particular problem can be made. It coordinates so as to prevent duplication, or inconsistency, or working at cross purposes, or mutual inattention to problems. And it lists, and ranks in order of importance, problems in the *whole* system. With such a list, a knowledgeable choice can then be made of a limited few problems for attack by necessarily limited resources. We implicitly entertain many *system-wide* goals (e.g., safer streets; less expenditure on crime; more justice) but it can be fairly stated that we have allowed that fact to be obscured from our view by the compartmentalization of the system into separate branches. The result is that all too often we forget that efficient crime prevention and control requires *unified* attention to a whole *system* of agencies.

Once comprehensive planning has traced the source of various problems to the correct branches, has identified the alternative solutions to each problem, and has listed the various problems and the various proposed solutions (each with its own degree of feasibility and cost), the stage is set for the choice of key problems and the most promising solutions to these problems. As will appear below, in order to help choose among problems and solutions, the goals of the system (e.g., reduction of crime, or reduction of adjudicative delay, or reduction of recidivism, or improvement of community relations), should be set forth as the local funding body sees them. Then, once such a choice of problems and proposed solutions is made, the matter is one for planning for action within the police field, or within the rehabilitation field, or whatever. For example, if it is determined in a given instance that the source of wasted police time discussed above lies not with the practices of the adjudicative agencies, but with police command and control practices, then the normal techniques of police planning can develop detailed proposed solutions, whether they be in the field of portable communications equipment, the field of resource allocations, or whatever.

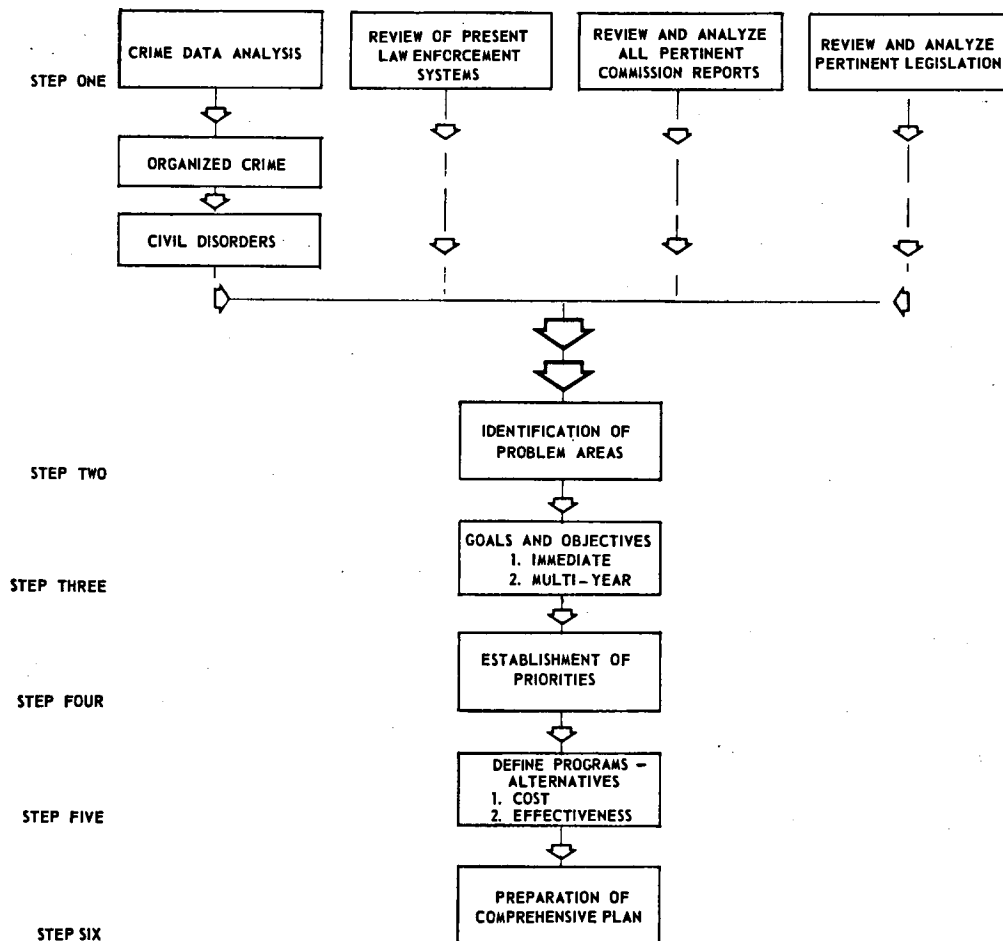
Before turning to the topic of subject-matter planning, it will be helpful to set forth the SLEPA experience with state-wide comprehensive planning and attempt to apply it to local comprehensive planning, recognizing, however, that creation of a state-wide general plan is not entirely analogous to the analysis of a local system for problems and alternative solutions.

SLEPA first developed a schedule for its work (see following diagrams), dividing the overall task into a number of related elements. The criminal justice system was examined to determine how many different *categories* of agencies were involved in it. There were over thirty such categories. In some cases all the agencies in a category, and in some instances representative

### CHART 3

SLEPA

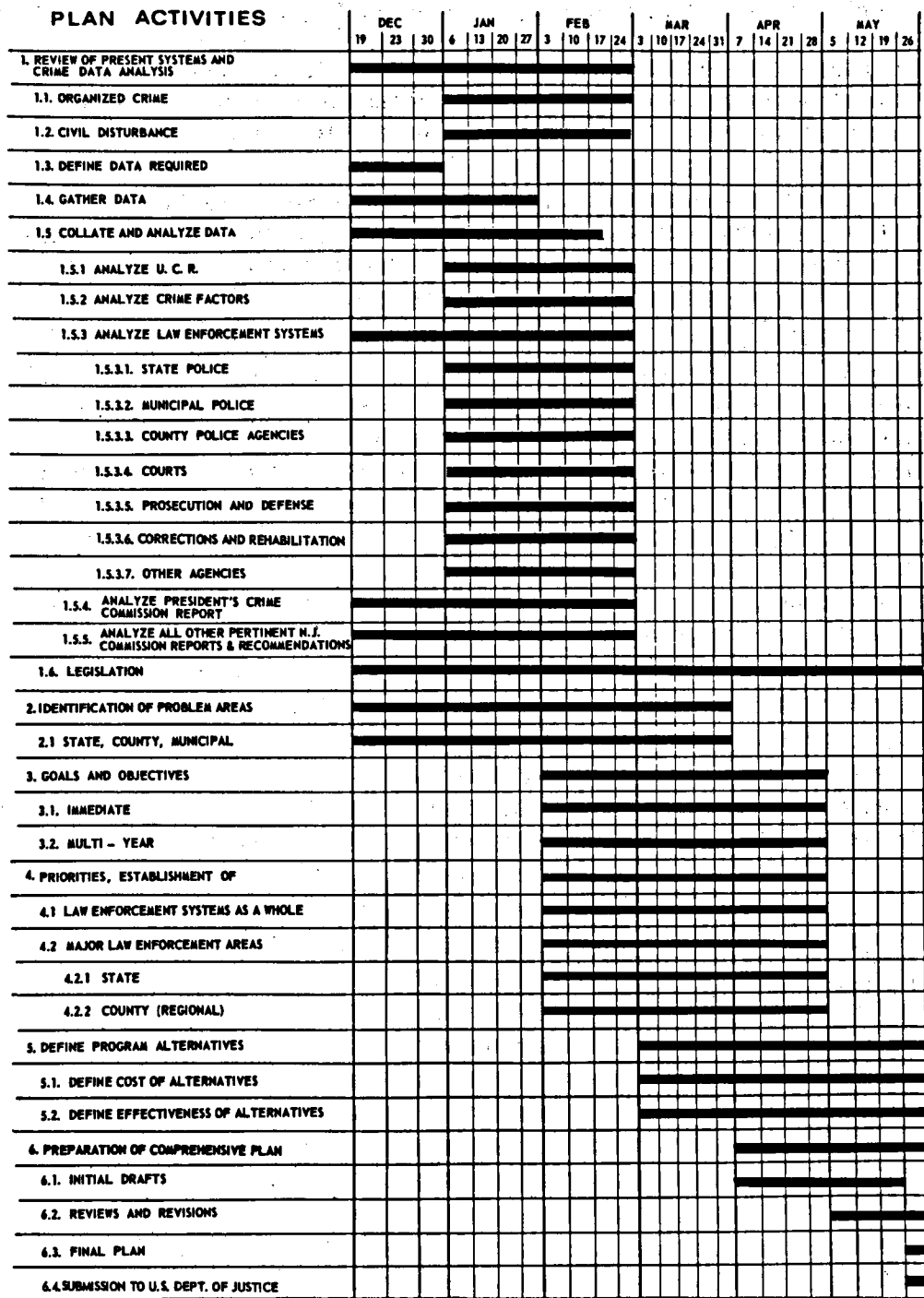
COMPREHENSIVE PLAN DESIGN



# CHART 4

## SLEPA STUDY AND PLANNING DESIGN

### SUBSTANTIVE PLAN DEVELOPMENT SCHEDULE



samples, were then contacted to determine what it was they did, what their problems were, and what proposed solutions they had for any of eleven broad categories of problems. The eleven categories of problems had previously been discerned in regional conferences with local officials, and from review of the New Jersey Uniform Crime Reports, legislation, and various commission reports, including especially, the Report of the President's Commission on Law Enforcement and Administration of Justice.<sup>2</sup>

The problems were then arranged into an order of priorities based on how fundamental they were to the goals of the system, whether they were long term or immediate, what their tractability was reputed to be, and how general they were. Next the proposed solutions were grouped with their problems, and each group of solutions was ranked internally according to practicality, success in the past, and cost. From this "matrix" of ranked problems, each with its ranked solutions, was developed the trunk, limbs, branches, and twigs that would constitute the framework of a general crime and delinquency prevention and control plan. The leaves, of course, were the 73 generalized program approaches that were developed and placed on each twig. In most instances, these had been among the original, much larger jumble suggested by the hundreds of agencies that had come forth with identified problems and proposed solutions.

How can such a process be applied at the local level? No one knows for sure, but the following is logical. A local official might start by listing all the agencies funded by (or relevant to) the local unit that have anything to do with criminal justice, not forgetting the prevention and rehabilitation agencies. It is very important to be inclusive here, and to use as the test the following: does the work of this agency *in any way* touch upon the crime and delinquency problem? Each agency might then be contacted, to explain that a concerted effort on crime is intended. A meeting might be helpful, and the heads of all the agencies might be composed into a committee. Someone should briefly describe, in writing, the goals and functions of each agency. Local crime data, available from the Uniform Crime Reports, or, in greater but more subjective detail, from the various agencies themselves, should be examined. From this should be constructed a list of problems. Alongside each problem should be set the solutions proposed by any of the agencies. The SLEPA plan, and the President's Crime Report and other sources should be consulted for further proposed solutions.

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<sup>2</sup> See bibliography for a complete listing of the Commission's supplemental publications. No local official with responsibility for any part of the criminal justice system should be without the complete set.

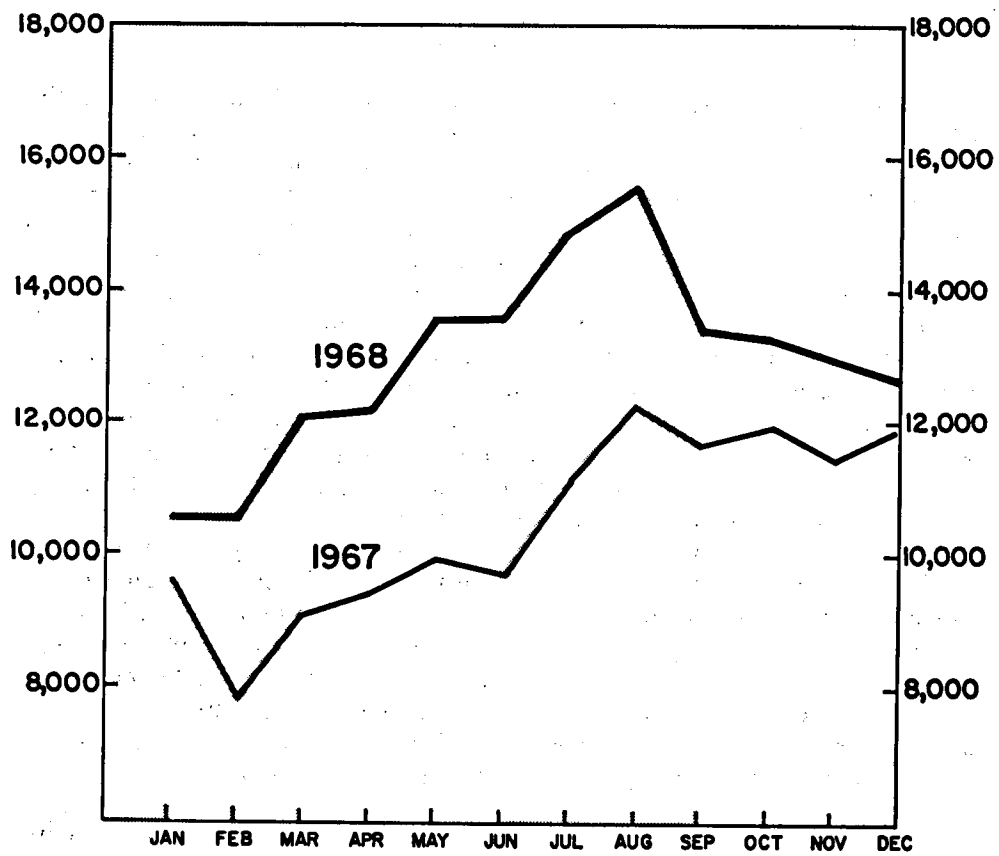
At that stage, the local official may feel the need for objective assistance. Strongly recommended is some kind of formal advisory body including businessmen, teachers, clergy, typical citizens, and other generalists. Some law enforcement specialists should also be included. The purpose of such a body, as its introduction at this point in the narrative indicates, should not be to make technical suggestions about problems and proposed solutions. Rather, such a group of generalists can help the official to see the "big picture" as the community sees it, i.e., to discharge his function as a generalist who must place the needs and efforts of his various specialists in the broader framework of what the community needs and wants. This, of course, is the necessary goal-setting component.

The official, with or without such an advisory body, must then rank the problems, and select some which are proposed for immediate action and some which are proposed for later (but scheduled) action. He will consider, as an aid to the ranking process, the agreed-upon goals, as well as the aforesaid factors related to the problems themselves. He must also rank the proposed solutions attached to each problem. As already explained, elements of cost, practicality, and local relative expertise assist in making such a ranking of solutions. Then, with a selected list of problems and proposed solutions, he can report to the local government funding unit (the municipal or county general government, e.g., Mayor and Council, or Board of Freeholders) of which he may well be a part, with recommendations. His recommendations will state various *goals* (e.g., reduction of street crime by more certain apprehension), and will propose various *objectives* (e.g., reduction of the time required for the police to respond to a crime) that will tend to achieve the various goals, and will propose various *solutions* (e.g., better patrol allocations, or better radio dispatching) that will tend to achieve the objectives. In many instances, the selected proposed solutions will require subject-matter planning (to convert them into an actual work program) before action can be taken, and the general government body may refer various of the proposals to its police department, or its superintendent of schools, or other appropriate specialist, for detailed development prior to final consideration by the general government body for action.

It can be remarked here that if this is comprehensive planning, then many of us are already doing it. That is certainly true, and SLEPA has in recent months seen many officials follow something similar to the above out of their own common sense, and without realizing it had a name. The point, however, is to do it systematically, i.e., consciously, deliberately, in an orderly and complete written format, and consistently. That, few of us do.

For those Mayors that have Model Cities staff (Demonstration Cities Act),

**CHART 5**  
**NONVIOLENT CRIME**  
**BY MONTH**  
**1967 - 1968**



it should be mentioned that such staff is ideally situated to learn, and assist with, comprehensive planning for criminal justice.

It goes without saying that the above dissertation is a simplification of what comprehensive planning entails. It is, however, the essential kernel. Omitted are discussions of cost-benefit analysis, systems analysis, operations research, computer simulation, and so on. It is not thought that at this stage of development the omission makes any difference. However, SLEPA will at the appropriate time<sup>3</sup> present a document explaining quantitative techniques of decision analysis.

### SUBJECT-MATTER PLANNING

Subject-matter planning is, as the foregoing indicates, planning for how to carry out an already determined objective (generally within a single branch of the criminal justice system). For example, and to continue the previous illustration, statistics show that the length of time between commission of a crime and the arrival of a policeman on the scene ("response time") is directly related to the likelihood of an arrest and solution of the crime. If it is decided by the general governing body to expend funds (for which there are competing uses) to try to reduce response time, the question then becomes one of police planning. The following alternatives would be developed and compared by the police planner: better command and control facilities (e.g., portable radios); better methods of reaching the police by a citizen (e.g., unlocked call boxes, or "dial tone first" and emergency number "911" outdoor telephone booth features); better patrol deployments; better methods of police locomotion, and so on.

Thus, once the general goal is set (generally by the people's representatives), and the point and place of attack is identified, the problem becomes a professional one for the branch of criminal justice most directly concerned.

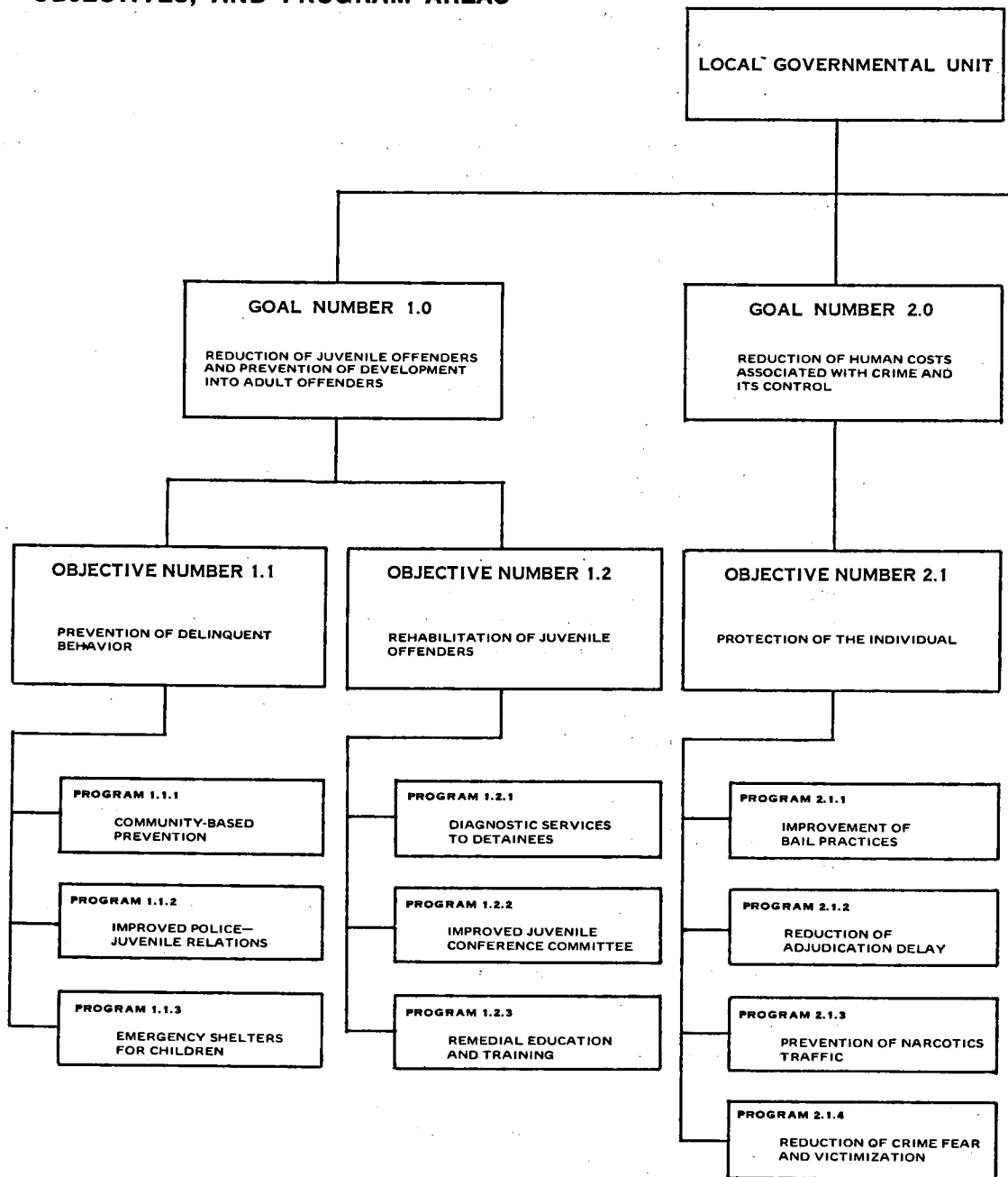
There are many texts on subject-matter planning<sup>4</sup>, and such professional matters, not being new, need not be spelled out here in detail. Of the three kinds of planning, it is comprehensive planning and project design that most need definition and explanation. However, for the generalist concerned enough with our total criminal justice picture to have read this far, the following should be helpful and appreciated at this point.

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<sup>3</sup> Those who are interested at this stage should consult the basic titles under "decision analysis" in the working bibliography appended hereto.

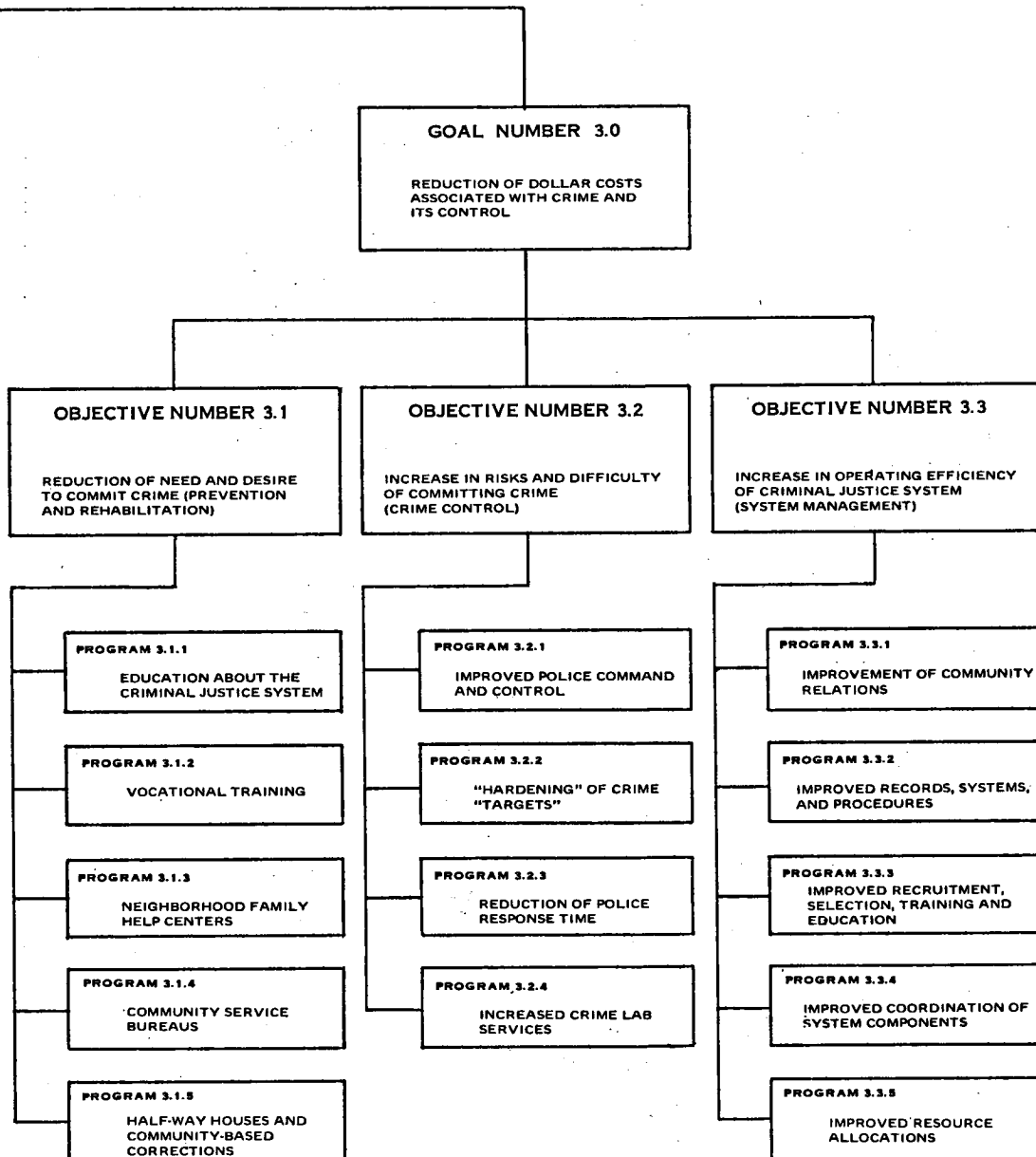
<sup>4</sup> O. W. Wilson's books on police planning and police administration are classics and indispensable.

**CHART 6**  
**A HYPOTHETICAL, AND INCOMPLETE SET OF GOALS,**  
**OBJECTIVES, AND PROGRAM AREAS**



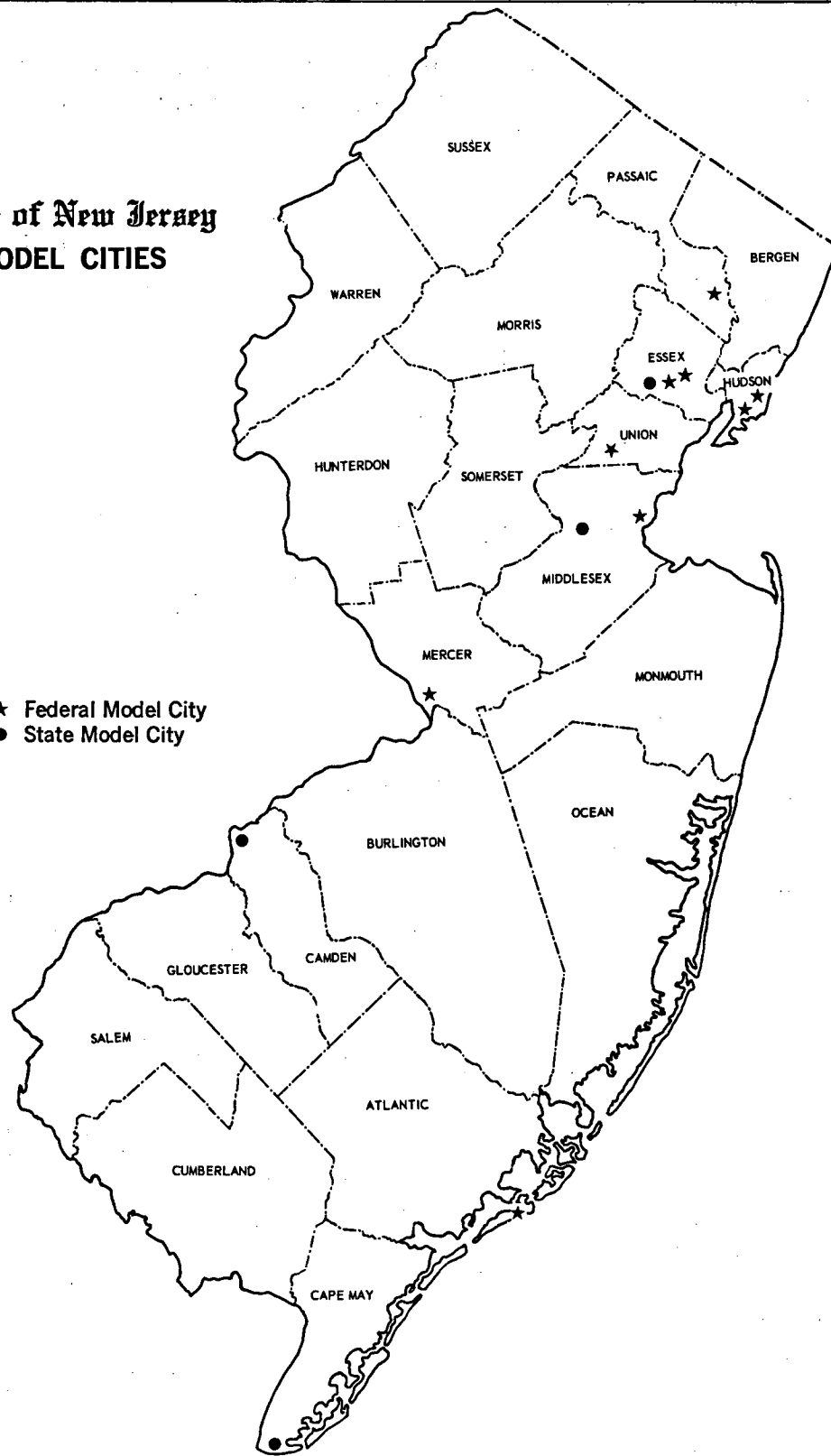


**CHART 6**  
**A HYPOTHETICAL, AND INCOMPLETE SET OF GOALS,**  
**OBJECTIVES, AND PROGRAM AREAS**



**State of New Jersey**  
**MODEL CITIES**

- ★ Federal Model City
- State Model City



We will use the basics of police planning to illustrate the principles of subject-matter planning, and their relationship to comprehensive planning. The basic planning steps will, of course, at the level of generalization here employed, be very much the same in local criminal justice agencies other than the police.

The police department faces increasing, and in many cases new, demands for services. At the same time, crime is increasing and available municipal dollars are decreasing. This combination of circumstances points directly to the need for more efficient use of existing resources, and for an orderly modernization and adaptation to new ideas. Wise police leadership realizes that these difficult and conflicting demands can only be met if systematic planning precedes each change.

Most writers on the subject agree that there are four basic kinds of police planning: management planning, operational planning, procedural planning, and tactical planning. For economy of presentation here, the reader is referred to the volumes by O. W. Wilson for elaboration.

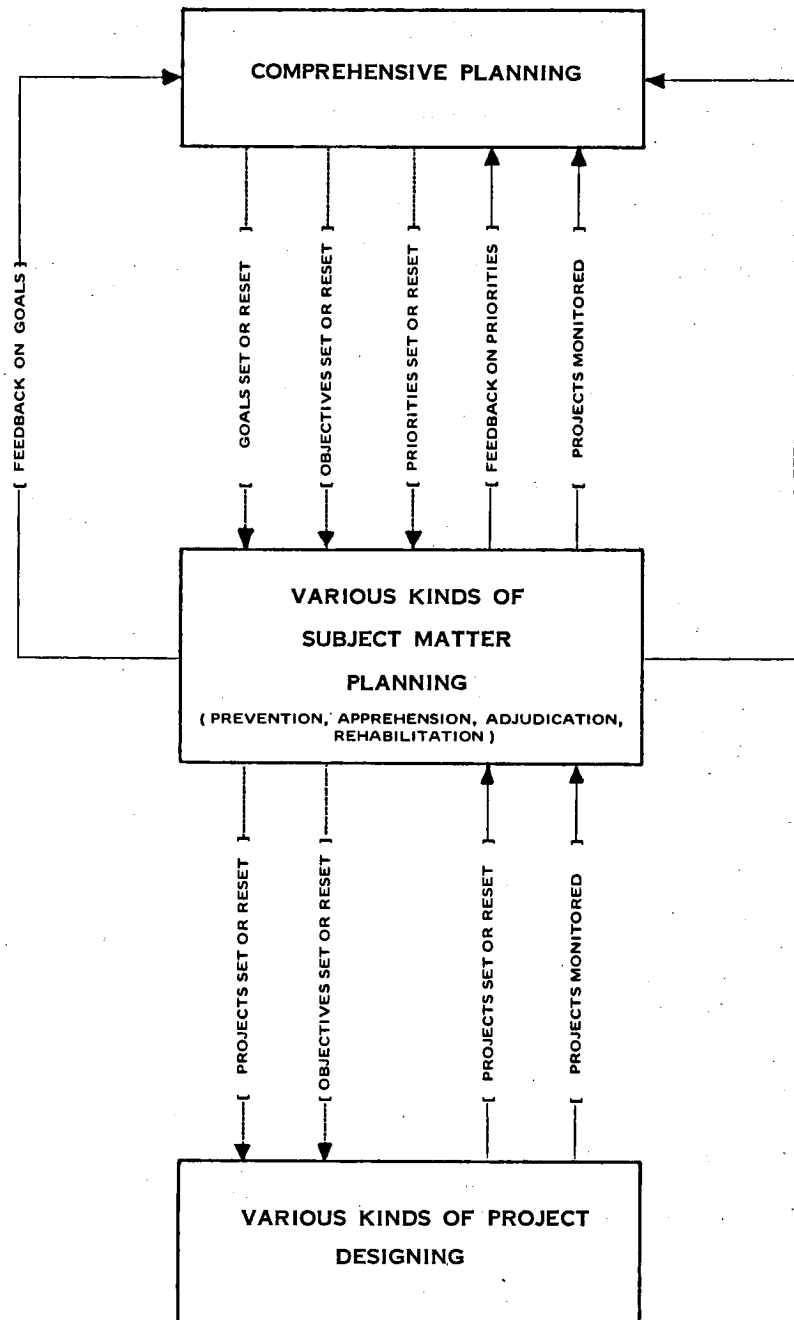
The first three of the listed kinds of police planning are those that are most relevant (in descending order) to the kinds of improvement contemplated by the Omnibus Crime Control Act.

Assuming that the *goals* of the department have been set, explicitly or implicitly, by the general government, the role of the departmental subject-matter planning operation is to develop or to help the general government develop long-range, intermediate-range, and short-range *objectives* that work toward those goals, and then to develop detailed *project designs* to achieve those objectives.

The process of subject-matter planning proceeds by scientific method: (1) definition of the problem to be addressed, (2) collection and analysis of pertinent data, ideas, literature, and opinions on the problem, (3) identification and evaluation of alternative lines of attacking the problem, (4) selection of optimum alternatives, and (after any required authorization to proceed further), (5) development of step-by-step plans for implementing the selected alternatives.

It will be noted that the early stages in subject-matter planning overlap with *comprehensive planning*, while the latter stages overlap with *project design*. This is because all planning is, of course, of one piece. The real distinction resides in who does the planning: comprehensive planning is *primarily* for general government, subject-matter planning is *primarily* for the professional (e.g., the police), and project design is almost *exclusively* for the professional most closely allied to the proposed solution.

**CHART 7**  
**AN EXAMPLE OF COMPREHENSIVE PLANNING, SUBJECT-MATTER PLANNING,**  
**AND PROJECT DESIGN**



It is important to remember that, while comprehensive planning presupposes that the general outlines of a community's planning will proceed first on the general level before reaching the professional or departmental level, nevertheless many important factors can only be brought to light by the department itself. In other words, feedback is needed. For example, problems of records keeping, command and control, and others, can and should be pointed up by the department in the first instance.

Thus, while the setting of goals, then objectives, and then programs or projects, is *fundamentally* a step-by-step process, it would be a mistake to believe that it is *exclusively* that. Rather, the practicality or urgency of this or that *objective* will feed-back and influence the initial choice of this or that *goal*. So also, the practicality or urgency of this or that *project* or *program* will feed-back and influence the initial choice of this or that *objective*. This interrelationship between the choice of goals, objectives, and programs is represented diagrammatically in the accompanying charts. In administrative terms, it means that departmental subject-matter planners help influence the setting of goals and objectives.

The five steps set forth above for the subject-matter planning process are each well detailed in the literature. A word, however, can profitably be added here on the all-important step of selection of alternatives. The following criteria are offered, but others may have greater local importance.

- Which alternative is most likely, if implemented, to achieve the objective?
- Which will achieve it best in the allotted time?
- Which will achieve it best within the existing resources of the department (men and material), or the reasonably expected future resources?
- Which is most acceptable, or preferred, by the general governing body, or the citizenry?
- Which is best when both the thoroughness of the solution *and* the cost of the solution are considered?

The responsibility for departmental capability, and therefore for change when needed, of course, rests upon the chief. In many small departments the planning function is carried out (whether named as such or not) by the chief or his deputy. In larger departments formal planning bodies, some of great sophistication, have been delegated this basic management function. But no matter how the planning function is handled, the nature of planning is such that it deals with matters of high policy, and should therefore be viewed by each chief as an important extension of his own personal management of the department for the general governing body.

## PROJECT DESIGN

### *Overview*

Notwithstanding what has already been said with respect to comprehensive planning and subject-matter planning, the quality of project design is of crucial importance, because it affects directly the quality of action that is brought to bear on a problem. Even if the goal is chosen wisely, and even if the objective under the goal is chosen with the best balance of practicality and boldness in mind, it is the sharpness of the project design that will most affect the relative balance of success and failure.

Thus, to continue the previous example, a municipality may choose a half dozen *goals*, one of which might wisely be (in the context of local conditions) *the reduction of street crime by more certain apprehension*. Then, after considering all the alternative *objectives* that most logically (in the context of local conditions) fit under and work toward that goal, a municipality might choose two or three, including, *the reduction of the time required for the police to respond to a crime*. As has already been explained, once an *objective* has been determined, the alternative *project areas* will suggest themselves from the professional subject-matter literature — e.g., in the instance cited, obvious alternatives will relate to police command and control facilities, or to citizen-police communication facilities, or to police patrol allocations, or to police locomotion facilities.

The problem of *project design* arises *after* the project area or areas have been chosen, again let us assume wisely. It is not enough to decide, even on the most rational grounds possible, which project areas will be pursued. For example, it is not enough to decide that of the aforementioned four potential project areas, two, namely police command and control facilities, and police locomotion facilities, will have (given local conditions) the greatest effect on the objective of reduction of police response time. This is so because good and bad projects can be designed under any project area, no matter how wisely chosen. A "good" project design is, in general, one that efficiently addresses the objective; it is tailored to local conditions; it is one that is likely to make headway toward the objective. A "bad" project design is one that departs to an excessive degree from those standards.

For instance, to identify police locomotion as the potentially most fruitful project *area*, is not enough. There must be a locally tailored *design* which will adapt to local conditions. For example, should the change be in the direction of more police cars, or more motorcycles? How about scooters? What is the "best" (from the cost standpoint? from the effectiveness standpoint?) mix (including foot patrol) of all means of locomotion? Are there concentrations

of crimes in congested parts of town (e.g., the business district) and if so, what effect should that have on the "mix"? What is the pattern of major arteries, the incidence of one-way streets, the density of the town? What is the geographic crime pattern as contrasted with the street and traffic pattern? All these and many other factors will determine what is a good and what is a bad project design. Here as elsewhere, and contrary to popular misconception, the process of applying theory, or principle, or decision, to practice, is not only the crucial process as regards the overall success or failure of the venture, but is also the point at which the highest order of skill is required.

### *Examples*

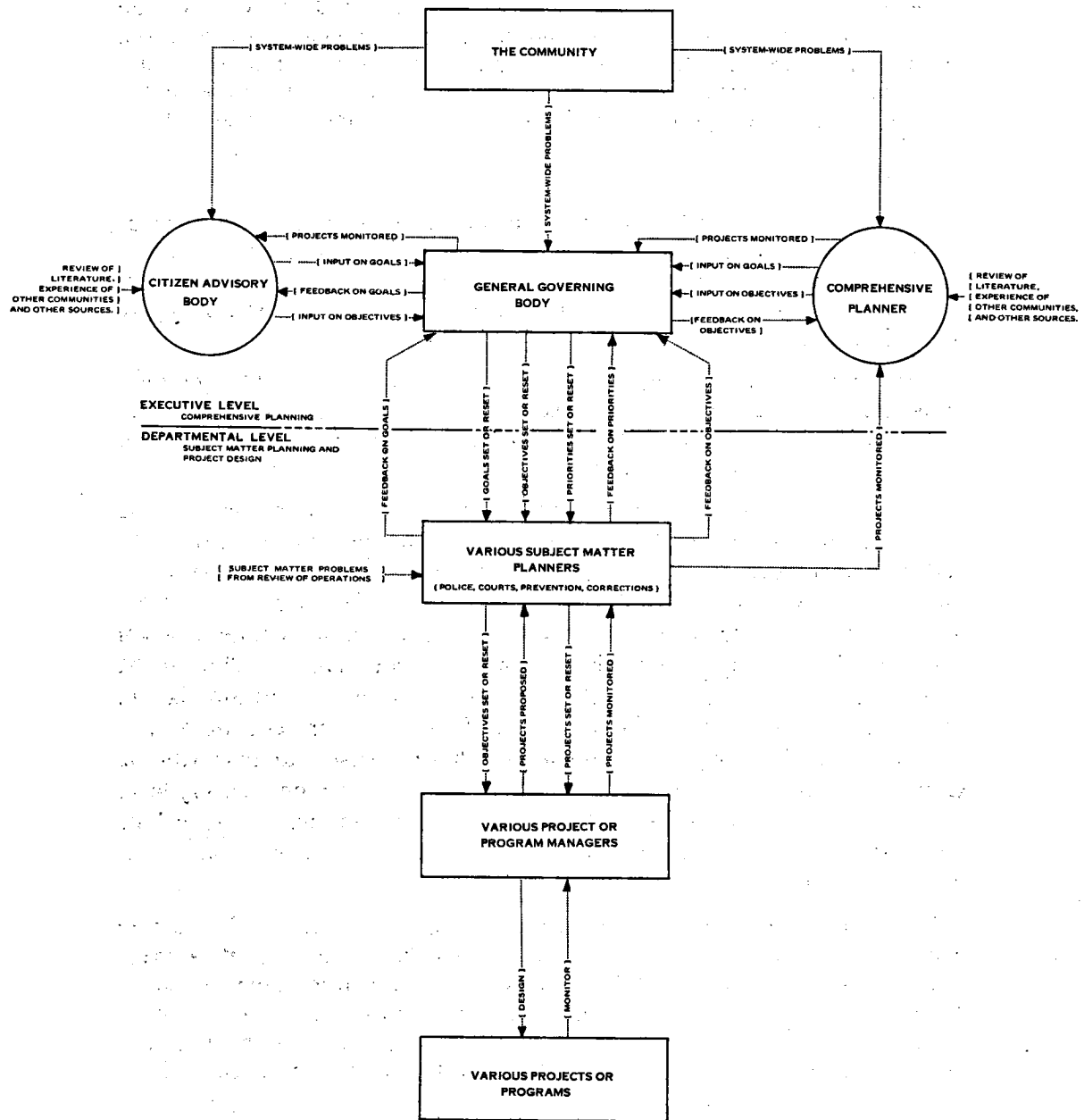
In this section we will attempt to make more concrete the principles previously set forth in this Chapter. It is clear, however, that written materials cannot by themselves make completely clear a complex subject involving skills and experience — if that were not true, one could learn to play baseball from a book.

Accordingly SLEPA will, on a several times yearly (monthly, initially) basis, conduct detailed training classes for police, Model Cities, and other local planners, in the practice and problems of comprehensive planning, subject-matter planning, and project design.

The first such class is contemplated for December of 1969. By that time the first round of *planning* grants to 17 cities and 13 counties will be onstream. In addition, the first round of *action* grants will probably have been made. Thus, there will be by then a corps of local people already identified by their local government as professionally involved in the Omnibus Crime Control Program. These people, and others from high crime cities, will form the initial SLEPA training classes. As successive monthly classes are chosen, however, it is expected that a large number of other cities and counties will be included. The ultimate goal, of course, is to have a person familiar with the Omnibus Crime Control Program and how to plan for action, in every local unit in the State. Toward that end, the methodology of the classes will include a workshop format, and actual planning problems will be solved by attendees working in groups.

However, the present written materials are just as essential as the training classes. This is so, because (1) they will reach the potential staff planners immediately, whereas it will take months to reach a considerable number of local nominees in periodic training sessions; (2) written materials can reach officials and citizens who will never *do* planning *per se*, and who therefore will never attend a training conference, but who will have to know when the local

**CHART 8**  
**FUNCTIONAL PROCESSES IN DEVELOPING**  
**GOALS, OBJECTIVES, AND PROGRAMS**





planner is doing it well and when he is not; and (3) written materials form a permanent reference source, always at hand, that will help SLEPA to spread a consistent planning format so that different communities can more easily exchange ideas and experience.

The format of the section is as follows. We define four mythical local units — Inner City, Outer City, Suburban Town, and Medium County. We briefly analyze the problems of each, using the methodology of comprehensive planning. This results in identification of a series of project *areas* to be pursued in each unit. For purposes of illustration of project *design*, we then fill in SLEPA Form 101 for each of a small number of the projects developed by each of the four local units.

It should be made clear, however, that the particular project designs that are illustrated are not necessarily the ones that are preferred by SLEPA; nor are the program approaches (project areas) under which they fit necessarily the ones that are preferred by SLEPA. Rather, the whole exercise is only for purposes of illustration; if there were enough space here, SLEPA would wish to give a detailed illustration for an even larger range of project designs.

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Inner City is, by New Jersey standards, a large city. Its population is over 75,000, and it has an industrial base within the city limits. The city is "old", that is, it has occupied its rank as a "large city" for more than 75 years, and its downtown section and many residential sections consist in large measure of outmoded, decayed structures built at the turn of the century. Its median income per capita is considerably lower than the State median. Its residential pattern is dense and it has a very high crime rate. Its crime is of the "urban" type, i.e., assaults, breaking and entry, larceny, and street crimes generally. While a typical city in New Jersey resembling Inner City most frequently has about 100,000 population, there are several such in the 50,000 range.

Outer City is, by New Jersey standards, a medium size city. Its population generally ranges from 25,000 to 75,000. It can be classified as a mixture of suburban and urban. Generally it is a close-in suburb of an acknowledged urban center (New York, Philadelphia, or a New Jersey "Inner City"), and as such is older, denser, and more decayed than newer suburbs located further out. It frequently has a crime rate that is as high as that of Inner City, and it frequently has the same type pattern of crimes.

Suburban Town is a medium sized town of from 15,000 to 40,000 population. In contrast to Outer City, it is fully suburban. That is, it has experienced rapid growth since World War II so that most structures in town

are relatively new, one family dwellings (except for perhaps one residential section, and the small business district which is now abandoned in favor of a shopping center on the highway). There is little or no industry in town; any corporate taxpayers are of the non-manufacturing type. Most residents are middle class economically, and frequently they commute to another city's business center (perhaps to an Inner City) for their livelihood. The crime rate can range from low to fairly high, but there is little urban "street" type crime. The variation in crime rate will depend upon the number of highways passing through the town, the number of shopping centers, and similar special factors. Aside from the presence of those special factors, the chief law enforcement concerns are likely to revolve about keeping up the quiet and orderliness of the town, breaking and entry, and middle class juvenile problems.

Medium County is, by New Jersey standards, a medium sized county. That is, its population ranges between 250,000 and 400,000. Typically, it includes urban areas (perhaps an Inner City), mixed areas (two or more Outer Cities) and a number of suburbs (Suburban Towns). With counties, however, population size and characteristics are not as important as with municipalities. County law enforcement characteristics are less dependent upon size, and always include courts, prosecution, and detention. Also county probation and welfare activities always place county government at or near the prevention area of responsibility. Consequently, Medium County can easily represent counties much larger and smaller than the figures cited.

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The criminal justice system of each of these four hypothetical local units will now be analyzed in turn. Obviously, for purposes of compactness and simplicity, much detail (including many more problems; many more steps; and many more remedial programs and projects) had to be omitted.

However, an effort has been made with respect to the four as a group, to cover in toto a fairly wide range of narrative possibilities. In no sense, however, are the problems, procedures, and decisions outlined for the four units intended to be anything more than illustrative of general principles; clearly there are no "formulas" when it comes to analyzing and changing the practices of any necessarily unique local unit, and none is intended to be implied.

Therefore, none of the four units represents or is patterned after a real unit of government in New Jersey, although there will be, of course, coincidences on certain points in each case. On the other hand, the points discussed with respect to the four hypothetical units, are intended to come *in*

*toto* as close as possible to covering the range of possibilities under the Omnibus Crime Control program that are available to New Jersey municipalities and counties.

### *Planning in "Inner City"*

The main problem in many cities and counties is that there is no permanent, on-going staff focus to which the general government official (e.g., the Mayor) can turn for planning advice and services outside of the land-use area. Inner City is therefore fortunate, from the standpoint of comprehensive criminal justice planning, to have already in being a Community Development Administration (Model Cities) that has been planning for change in Inner City (including in the area of public safety) for over a year.

The Mayor of Inner City decided to use this permanent planning base to carry out comprehensive criminal justice planning for the City. He knew that the Model Cities staff had already analyzed crime and public safety in the Model Neighborhood. He decided that the staff was competent to learn comprehensive criminal justice planning, and to broaden their prior studies (perhaps with the assistance of selected consultants) to cover the full range of the city's criminal justice operations.

However, he felt that the internal needs of the Police Department (e.g., command and control; records and information; crime laboratory analysis; and so on) were sufficiently important and technical so that they should be specially represented in the comprehensive planning process. Inner City has a small, but competent, police planning bureau. The Mayor arranged to have a young, up-and-coming member of the bureau assigned part-time to the Model Cities staff to assist with those aspects of the planning that fall within his special competence.

The Mayor then took two additional steps. First, he appointed a Mayor's Committee on Criminal Justice Goals and Objectives, to advise him and the City Council on the directions that the planning should pursue, and to help oversee the work of the staff. He chose the members of the Committee carefully: the Police Chief; a retired judge; the Chairman of the Model Cities Citizen's Board; a prominent community leader; the Municipal Counsel; a business leader who had long been involved in juvenile work; and the President of a locally-based rehabilitation society.

Second, knowing that Inner City ranked among the top twenty-five cities in the State (in fact, in the top five) in crime rate according to the State

Uniform Crime Reports, he applied to SLEPA for a local planning grant. A grant in the amount of \$20,000 was forthcoming, against a budget that applied the money to the full-time services of a Model City staff planner, the part-time services of the police planner, and to specialized consulting.

The standard condition which SLEPA placed on the \$20,000 planning grant, was that Inner City must supply a written, comprehensive plan for improvement of its entire criminal justice system. SLEPA made it clear that the plan could be improved each quarter of the planning grant year, starting with a rough draft and proceeding to perhaps a 30 to 75 page description of (1) Inner City's needs and problems in each of prevention, apprehension, adjudication, and rehabilitation, (2) programs designed to address selected priority needs and problems, and (3) a justification of why some problems and programs were selected as having high priority as compared to others, with cost figures and time sequence of programs attached.

The Mayor saw no problem with this SLEPA condition, since he himself wanted to clarify the needs, problems, and programs in criminal justice in Inner City. Whether SLEPA wanted it or not for the purpose of providing a context for Inner City's action grant requests, the Mayor wanted it so that Inner City's own new resources from internal sources could be more systematically employed.

Inner City now began the task of comprehensive planning. To some extent the staff planned around existing subject matter plan elements that were already in being in either the Model Cities office or in the police planning bureau. However, in several instances the existing subject matter plan elements were modified or even scrapped because of the new perspective introduced by comprehensive planning. In most cases, however, the goals, objectives, and programs developed during the comprehensive planning process were different in the first instance from anything that had previously been produced in Inner City — certainly different from anything that had been done systematically and in writing.

Each city and county is, of course, different: a product of its own unique history; its own accidents of street patterns, waterfront, or other geographical factors; its own traditions and traditional concerns; its own people and officials and institutions.

And so it was that Inner City produced a plan for *Inner City*; in its own way, and satisfying its own knowledge of who had to be "brought on board", and so on.

The Mayor's Committee, the Mayor and Council, and the planning staff of Inner City followed the usual give-and-take procedures in carving a plan

out of the nearly infinite possibilities that initially presented themselves.

They knew, however, that they had two basic tasks: (1) to determine what the full range of criminal justice problems was in Inner City, together with the full range of possible program solutions to those problems, and (2) to develop a *framework* that would show *which* problems should be first pursued, and *which* program solutions should be first tried.

First, they attacked the task of listing problems and proposed solutions.

They consulted the SLEPA State Plan for basic program directions; they reviewed their own untried ideas of recent memory; they studied what other cities their size were doing and considering; they reviewed what the President's Crime Commission Report and Task Force Reports had to say and suggest; and they consulted with SLEPA personnel for ideas and criticism. From these sources of program approaches they listed the possibilities for action, and they compared these possibilities to the results of their consultants' study of the city's problems in all aspects of criminal justice.

Second, to select *which* problems should be given priority, and to select *which* programs should be given priority against the priority problems, they addressed themselves to the problem of building the aforesaid *framework for comparison*. They knew that once they had such a framework, the various program possibilities could be contrasted to one another for systematic comparison and choice.

That framework (for example, see Chart 6) would principally consist of a set of goals for criminal justice in Inner City, and under those goals a set of objectives that would tend to achieve the goals. The framework would also include a rough notion about the allocation of new monies among the branches of the local criminal justice system. The problem would then reduce itself to one of comparing and choosing among various alternative program areas that would tend to achieve each objective, considering cost as well as benefit.

One of the Model Cities staff members had had some experience with systems analysis and the systematic development of goals, objectives, and resource allocations. Therefore, although in general Inner City followed the procedures of Chart 8, and developed its framework by use of the judgment of concerned parties, the systems methodology supplied by the Model Cities staffer was of considerable interest and use to the Mayor's Committee during that process.<sup>5</sup>

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<sup>5</sup>The remainder of this analysis of the "Inner City" situation is adapted from a more complex treatment in a research paper done at Harvard University's John F. Kennedy School of Government by James A. Spady.

The basic problem before the Committee therefore was (1) to develop the aforesaid set of goals and objectives for all of criminal justice in Inner City, and (2) to decide how much money could be allocated to each branch of the criminal justice system. Once that much was done, it would be much easier to choose specific programs — some would be inappropriate because they did not relate to an objective that Inner City had decided to pursue; others would be inappropriate because the dollar allocation possible to their branch of the system would rule them out. By systematically eliminating programs, the identity of the set of programs that *would* be included in the Inner City plan would come much more clearly into focus. And all such *included* programs would have a unitary, coordinated relationship in that they would all relate to a few, carefully chosen objectives for improvement in Inner City.

The Committee therefore asked the staff to analyze the Committee's views on goals and objectives; and also to see what could be determined about the best *overall* allocation of new monies among the various branches of the Inner City criminal justice system.

The staff proceeded as follows. First were listed the seven draft goals that the Mayor's Committee had, after much discussion, tentatively agreed upon. These were:

- 1.0 Reduction of Human Costs Associated with Crime and Its Control.
- 2.0 Reduction of Dollar Costs Associated with Crime and Its Control.
- 3.0 Reduction of Juvenile Offenders and Prevention of their Development into Adult Offenders.
- 4.0 Increase in Justice and a Sense of Justice Among the Citizenry.
- 5.0 Increase in Public Order and Stability.
- 6.0 Regulation of Non-Criminal Conduct and Activity.
- 7.0 Increase in Socially Acceptable Behaviour through Blocking of Unacceptable Alternatives.

The staff immediately observed that the first three goals were relatively quantifiable, while the last four goals were relatively non-quantifiable. It was also noticed that the last four goals were, in large measure, the psychological or social results of proper attainment of the first three goals.

The goals could, in effect, be temporarily reduced to the first three for purposes of analysis. The Mayor's Committee directed that such an analysis should be made; without itself in any way abandoning the last four goals — in effect, the Committee said: "if you can only analyze the situation when the four non-quantifiable goals are omitted, go ahead and do so, however we will reconsider the last four goals when we review the results of your analysis."

There were now, for purposes of analysis, three goals — 1.0, 2.0, and 3.0.

The next task was to decide which objectives most logically related to the achievement of each of these goals. After much trial and error, and much debate, the Mayor's Committee agreed upon seven objectives (1.1, 1.2, 2.1, 2.2, 2.3, 3.1, and 3.2) to be arranged under the goals as follows:

1.0 Goal: Reduction of Human Costs Associated with Crime and Its Control.

1.1 Objective: Protection of the Individual in Person and Property.

1.2 Objective: Protection of the Individual's Sense of Security.

2.0 Goal: Reduction of Dollar Costs Associated with Crime and its Control.

2.1 Objective: Reduction of Need and Desire to Commit Crime.

2.2 Objective: Increase in the Risks and Difficulty of Committing Crime.

2.3 Objective: Increase in the Operating Efficiency of the Criminal Justice System.

3.0 Goal: Reduction of Juvenile Offenders and Prevention of their Development into Adult Offenders.

3.1 Objective: Prevention of Delinquent Behaviour.

3.2 Objective: Rehabilitation of Juvenile Offenders.

The staff responded that Objective 1.2 (Protection of the Individual's Sense of Security) while very important, was impossible to quantify. For that reason, and also because in the judgment of the staff it would be covered if Objective 1.1 (Protection of the Individual in Person and Property) was covered adequately, permission was requested to omit Objective 1.2 from the analysis. The Mayor's Committee gave such permission, with the same reservation it had made on goals.

At this point, since the Committee and staff had produced a working list of six objectives for criminal justice in Inner City, they were half-way toward their goal of creating a *framework for decision* that could be used to decide which programs should be chosen from among the very long list of possibilities. The second half of that framework would require a rough approximation as to how much new money could be expected for *each branch* of the local system. And that in turn, depended upon how much *total* action grants money Inner City could expect from SLEPA during the fiscal year.

Now the Committee knew that SLEPA had about \$6.5 million for fiscal 1970, at least \$5.0 million of which would be made available to local units, on a competitive basis, for "action" assistance. Since there are about 7 million people in New Jersey, that \$5.0 million is about 70¢ per person. Since Inner City has about 500,000 population, its *per capita* share would be about \$350,000.

The Committee was confident that Inner City would in fact be granted at least that \$350,000, *provided it came up with good programs that advanced Inner City's standing, and that fitted into the State-wide plan*. Inner City knew that the Omnibus Crime Control Act required emphasis on urban crime, and it knew that it had that kind of crime profile. Money would not therefore be awarded *solely* on population; cities like Inner City would likely get substantially *more* (provided they presented good programs) than their population share, and this would be balanced by low crime cities that would likely get substantially *less* than their population share.

On the other hand, at least some counties would likely share in the SLEPA action grants, since courts, prosecution, and probation were largely financed on the county, not the municipal, level. And the necessary participation of the counties would tend to lower the share of every city somewhat.

The Committee decided that to be conservative it would assume that all these factors about balanced one another, and that therefore the figure of \$350,000 from SLEPA, while certainly conservative, was the best one to use for purposes of present analysis. The Committee rounded the figure off to \$400,000.

At this point, the question before the Committee, in continuing to build its framework for decision, was to decide how that \$400,000 (plus the local 40% matching share) could best be divided among the branches or functional areas of the system. There were several possible ways to do this. One was to use judgment alone. Another was to inform judgment with a review of the existing budgets and programs of the various branches of the system. Either of these methods can be worked satisfactorily, *provided* it is done systematically and *provided* there is justification for the results set forth in the applications for action assistance made to SLEPA (or, as in the case of a planning grantee such as Inner City, in the local comprehensive plan).

However, because the staff had some expertise in systems analysis (as did the consultant), the Committee decided to use that methodology to *help* decide how the \$400,000 could *best* be apportioned among the branches of the system.<sup>6</sup>

(From this point forward, the presentation temporarily becomes slightly technical for those not analytically inclined. It should be remembered that this middle portion of the analysis is *optional*; as was just mentioned, in

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<sup>6</sup>For information about analytical techniques in general, the volumes listed under "decision analysis" in the working bibliography appended to this chapter should be consulted. The Schultze volume is an excellent beginner on systems analysis in government.



deciding what the rough dollar breakdown should be, judgment alone, or judgment and a review of existing budgets and programs, could be substituted instead. However, in analyzing in turn the four hypothetical local units, we wish to cover *somewhere* every main variation in the process of planning and budget decision making. *This* just happens to be the place where we introduce the systems analysis methodology possibility; it should *not* be inferred that SLEPA prefers that methodology, nor that SLEPA is advocating it over any other. However, whatever method *is* chosen for planning and decision making, including judgment alone, *must* be supported by a written analysis and justification of some kind, if SLEPA is to have any insight into the competing claims of different applications from different units. SLEPA does *not* intend to be overly strict on this; but SLEPA *does* intend to move local units toward some kind of analysis and planning, as indeed the Omnibus Crime Control Act requires).

So, the Committee asked the staff to apply simple systems methodology to the problem of a rough, working breakdown of the \$400,000 among the various branches of the system.

The staff accepted the assignment. It was decided that a simple input-output analysis would throw some light on how best to allocate the \$400,000 among the several branches.

Under this methodology, the system elements (e.g., police, courts, etc.) are *inputs*, and the objectives of the system — that is, the six objectives already determined — are the *outputs*. The analysis seeks to discover what relationship there is between the inputs as a group, and the outputs as a group. If that can be discovered, then a range of different dollar allocations can be tested on the inputs, to choose the *best* one based upon what happens to the outputs as the inputs vary.

The outputs (the objectives) were already down to a manageable number — six. It was now necessary to *identify* the system inputs, and to reduce them also to a manageable number if necessary. It developed that there were *twelve* system elements (inputs), and that they could be categorized under *four* main functional areas (1.0, 2.0, 3.0, 4.0) as follows:

1.0 Prevention:

- 1.1 Police (Deterrence through Police Presence).
- 1.2 Police, Adjudication Agencies (Deterrence through Certainty of Justice).
- 1.3 Schools (Prevention through Education and Training for Economic Alternatives).
- 1.4 Schools (Prevention through Education about Civics and about Special Subjects such as Narcotics).

- 1.5 Public Social Agencies (Prevention through Financial Aid, Counseling, Emergency Shelter, etc).
- 2.0 Apprehension:
  - 2.1 Police
- 3.0 Adjudication:
  - 3.1 Courts
  - 3.2 Prosecution
  - 3.3 Public Defender
  - 3.4 Probation Services
  - 3.5 Bail Services
- 4.0 Rehabilitation:
  - 4.1 Jails (Detention; short term)
  - 4.2 Penitentiaries (Correction; long term)
  - 4.3 Penitentiaries (Work release)
  - 4.4 Schools (Retraining)
  - 4.5 Halfway Houses
  - 4.6 Community-Based Corrections
  - 4.7 Public Social Agencies (Rehabilitation through Financial Aid, Counseling, Emergency Shelter, etc.)

There were now four identified system inputs (1.0 Prevention; 2.0 Apprehension; 3.0 Adjudication; and 4.0 Rehabilitation), and six identified system outputs (Objectives 1.1, 2.1, 2.2, 2.3, 3.1 and 3.2). The problem now resolved itself into determining what effects the four inputs had on the six outputs. If that could be determined, then different fractions of the \$400,000 which Inner City was hoping for from SLEPA, could be tested in each of the inputs, until the best output pattern was found — and therefore the best input pattern of new dollar resources.

The first part of this two step procedure was therefore to decide what relationship the four inputs had to the six outputs. The staff knew this could be approximated by means of an input-output matrix, assigning weights or correlation factors for each combination of input and output in the matrix. The matrix which the staff and the Mayor's Committee in fact created, is shown in Chart 9.

The way weights, or correlation factors, were decided and inserted will be explained for a few of the spaces in the matrix of Chart 9, so that the reasoning will be more clear. To illustrate, the numerical weights of the column under Objective 1.1 will be explained.

In the column under Objective 1.1 (Protection of the Individual in Person and Property) we see, next to Prevention, Apprehension, Adjudication, and Rehabilitation, respectively the weights 7, 10, 3, and 5. These were arrived at as follows:

The staff first reviewed the list of agencies subsumed under "Prevention", and asked the following question: "On a scale of zero to ten, what is the number that best describes the effect that such prevention activities have on Objective 1.1, that is, on protection of the individual in person and property?" The staff and Committee decided that the listed prevention activities should get about a seven on that scale, and so the numeral 7 was entered in the box where "Prevention" and "Objective 1.1" crossed.<sup>7</sup>

Next, the same question was asked for the effect of "Apprehension" activities on Objective 1.1, and the staff and Committee decided that the effect was greater, in fact, a numeral 10 was entered in that space. Next, the same question was asked for "Adjudication" and for "Rehabilitation", and the judgment was that their effect (i.e., the effect of the activities earlier listed under them) on Objective 1.1 was respectively a numeral 3 and a numeral 5.

Looking at this first column of weights, i.e., the column under Objective 1.1, the staff and Committee saw that they had rated all four "inputs" (i.e., Prevention, Apprehension, Adjudication, and Rehabilitation) as having an effect on the first "output" represented by Objective 1.1, but that the effects varied in weight, or correlation, as compared to one another.

The staff then proceeded to do the same thing for the five remaining columns under the five remaining objectives. In some instances it was the judgment of the staff and Committee that there was no effect (a zero), in others it was the judgment that there was maximum effect (a ten) and other cases fell in between. After the Mayor's Committee had debated the various weights, and decided that the total pattern was their best judgment, the values shown in Chart 9 were finally agreed upon.

Now that a rough relationship had been created between the "inputs" and the "outputs", it became possible to "test" various proportions of the \$400,000 on each of the four inputs, to see what effect there would be on the six outputs, i.e., on the objectives that the new resources were trying to achieve.

This was, in fact, done by computer, in steps of \$10,000. That is, every combination of \$400,000 split up between the four inputs in steps of \$10,000 difference was tested against the differences in output it would produce. The combinations were done by computer because they number in the thousands.

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<sup>7</sup>Instead of the judgment of the analyst or the Committee, the "weight" can be determined empirically. This can also be judgmental, as by a poll of operating officials, or it can be based on data which relates or can be construed to relate, the given input to the given output.

CHART 9  
INPUT - OUTPUT MATRIX FOR THE "INNER CITY" FOUR INPUTS AND SIX OUTPUTS

INPUTS	OUTPUTS					
	Objective 1.1 "Protection of the Individual"	Objective 2.1 "Reduction of Need and Desire to Commit Crime"	Objective 2.2 "Increase in the Risks and Difficulty of Committing Crime"	Objective 2.3 "Increase in the Operating Efficiency of the Criminal Justice System"	Objective 3.1 "Prevention of Delinquent Behavior"	Objective 3.2 "Rehabilitation of Juvenile Offenders"
1.0 Prevention	7	8	1	1	7	3
2.0 Apprehension	10	7	10	5	5	2
3.0 Adjudication	3	2	1	4	4	4
4.0 Rehabilitation	5	7	0	1	0	10

Scale: 0-10

To illustrate the procedure here, some simplifying assumptions will have to be made so that the number of combinations will be kept to a manageable number — in fact, to 19 instead of to thousands.

The first assumption that is made for purposes of illustration here, is that the amounts by which the inputs will be varied will not be units of \$10,000, but units of \$100,000. Since \$100,000 is one-quarter of \$400,000, the shifts will be in quarters rather than in fortieths. The second assumption is that no single input will receive more than two-quarters, i.e., not more than 50% of the available total resources.

With those admittedly distorting simplifications, there is produced the results shown in Chart 10. The numbers under each objective represent the sum total effect of the test allocation on that objective from each of prevention, apprehension, adjudication, and rehabilitation. Thus, for example, consider Allocation Number 11. Reading across under "Program Distribution", we see that it consists of \$100,000 to prevention (numeral 1), \$200,000 to apprehension (numeral 2), zero dollars to adjudication, and \$100,000 to rehabilitation (numeral 1).

Continuing in the same row (that is, the row of Allocation No. 11) over to the columns under "Effect on Objectives", we see respectively under Objectives 1.1, 2.1, 2.2, 2.3, 3.1, and 3.2, the numerals 32, 29, 21, 12, 17, and 17. These are the effects on those objectives of that particular combination of resource inputs (i.e., \$100,000; \$200,000; \$0; \$100,000). To show how those numerals are arrived at, the first numeral in the row, i.e., the "32" under objective 1.1 will now be explained.

Remember first that there is a numeral "1" for Allocation No. 11 under the prevention column. Going back to the input-output matrix (Chart 9) shows that "Prevention" and "Objective 1.1" are related by the weight 7. Seven times one is seven. That seven is therefore the relative effect of \$100,000 under the input of "Prevention" upon the output of "Objective 1.1." We must now add to it the relative effects of the other three inputs i.e., of Apprehension, Adjudication, and Rehabilitation.

Under the column "Apprehension" there is, in the row of Allocation No. 11, a numeral "2". The input-output matrix of Chart 9 shows a weight of 10 between "Apprehension" and "Objective 1.1." Ten times two is twenty. Since the "Adjudication" column of Chart 10 shows a zero for Allocation No. 11, the effect of "Adjudication" on "Objective 1.1" has to be zero no matter what the input-output matrix shows as a weight. Finally, under the "Rehabilitation" column of Allocation No. 11 we find a numeral "1", and the input-output matrix of Chart 9 shows a weight of 5, so one times five is five for the contribution of the input of "Rehabilitation" to the output of "Objective 1.1."

# CHART 10

## EFFECT OF VARIOUS ALLOCATIONS OF \$400,000, in \$100,000 STEPS, ON CRIMINAL JUSTICE OBJECTIVES OF "INNER CITY"

PROGRAM DISTRIBUTION*					EFFECT ON OBJECTIVES						
Allocation No.	Prev.	Appr.	Adjud.	Rehab.	1.1	2.1	2.2	2.3	3.1	3.2	
1	1	1	1	1	25	25	12	11	16	19	
2	0	1	2	1	21	18	12	14	13	20	
3	0	1	1	2	23	23	11	11	9	26	
4	0	2	1	1	28	23	21	15	14	18	
5	0	2	0	2	30	28	20	12	10	24	
6	0	2	2	0	26	18	22	18	18	12	
7	0	0	2	2	16	18	2	10	8	28	
8	1	1	2	0	23	19	13	14	20	13	
9	1	1	0	2	27	29	11	8	12	25	
10	1	2	1	0	30	24	22	15	21	11	
11	1	2	0	1	32	29	21	12	17	17	
12	1	0	1	2	20	24	2	7	11	27	
13	1	0	2	1	18	19	3	10	15	21	
14	2	1	1	0	27	25	13	11	23	12	
15	2	1	0	1	29	30	12	8	19	18	
16	2	2	0	0	34	30	22	12	24	10	
17	2	0	2	0	20	20	4	10	22	14	
18	2	0	0	2	24	31	2	4	14	26	
19	2	0	1	1	22	25	3	7	18	20	

\*In hundreds of thousands of dollars

Adding, we see that (for Allocation No. 11) a \$100,000 input under "Prevention" produces an output component under "Objective 1.1" of seven units (1 times a weight of 7); a \$200,000 input under "Apprehension" produces an output component under "Objective 1.1" of twenty units (2 times a weight of 10); a zero dollars input under "Adjudication" produces an output component under "Objective 1.1" of zero units (0 times a weight of 3); and a \$100,000 input under "Rehabilitation" produces an output component under "Objective 1.1" of five units (1 times a weight of 5) — for a total output of 32 units (i.e., 7 plus 20, plus 0, plus 5).

Each of the other numbers in the "Effect on Objectives" columns of Chart 10 was arrived at by the same process as has just been described for the output numeral "32" appearing under Objective 1.1 in the row of Allocation No. 11.

Now, it will be remembered that Chart 10 is the product of the simplification of thousands of combinations of allocations (done by computer) down to a mere nineteen done by hand for purposes of illustration. The results shown in Chart 10 are therefore too crude to use compared to the results that Inner City received from the computer calculations in allocation shifts of \$10,000 instead of \$100,000. Nevertheless, some basic points can be seen even in the rough data of Chart 10, as follows:

The analyst can first observe that the columns under Objectives 2.2 and 2.3 in Chart 10 vary much more than the columns under the other objectives. By inspecting the rows corresponding to the sharp variations, we find that reduction of the "Apprehension" input is the cause. The first rough conclusion we can draw therefore, is that no matter how we vary the other inputs, if we want to assure reasonable output balance as between Objectives 2.2 and 2.3 on the one hand, and the other Objectives on the other hand, we must not reduce "Apprehension" below one-quarter, or preferably one-half, of the total new resources being allocated. In other words, given the objectives in question, a balanced output or result across the board is more sensitive to fluctuations in the output of new resources to "Apprehension" than to any other single input.

A second rough conclusion is that, given the objectives of the system as set forth, the best input allocations seem to be Numbers 10 and 11. These each allocate \$100,000 to prevention, and \$200,000 to apprehension. They vary in that they shift the remaining \$100,000 between adjudication and rehabilitation.

In point of fact, the computer calculations, which varied the inputs by \$10,000 steps, found that proportions of about \$110,000 for prevention, \$190,000 for apprehension, \$40,000 for adjudication, and \$60,000 for

## CHART 11

### GOALS, OBJECTIVES, AND PROGRAM AREAS OF "INNER CITY"

#### 1.0 Goal: Reduction of Human Costs Associated with Crime and Its Control

##### 1.1 Objective: Protection of the Individual

1.1.1 Program Area: Improvement of Bail Practices

1.1.2 Program Area: Reduction of Adjudication Delay

\*1.1.3 Program Area: Prevention of Narcotics Traffic

1.1.4 Program Area: Reduction of Crime Fear and Victimization

#### 2.0 Goal: Reduction of Dollar Costs Associated with Crime and Its Control

##### 2.1 Objective: Reduction of Need and Desire to Commit Crime

2.1.1 Program Area: Education About the Criminal Justice System

2.1.2 Program Area: Vocational Training

2.1.3 Program Area: Neighborhood Family Help Centers

2.1.4 Program Area: Community Service Bureaus

\*2.1.5 Program Area: Half-Way Houses and Community-Based Corrections

##### 2.2 Objective: Increase the Risks and Difficulty of Committing Crime

2.2.1 Program Area: Improved Police Command and Control

\*2.2.2 Program Area: "Hardening" of Crime "Targets"

\*2.2.3 Program Area: Reduction of Police Response Time

2.2.4 Program Area: Increased Crime Laboratory Services

##### 2.3 Objective: Increase in the Operating Efficiency of the Criminal Justice System

2.3.1 Program Area: Improvement of Community Relations

2.3.2 Program Area: Improved Records, Systems, and Procedures

\*2.3.3 Program Area: Improved Recruitment, Selection, Education, and Training

\*2.3.4 Program Area: Improved Coordination of System Components

2.3.5 Program Area: Improved Resource Allocations

#### 3.0 Goal: Reduction of Juvenile Offenders and Prevention of Their Development into Adult Offenders

##### 3.1 Objective: Prevention of Delinquent Behavior

3.1.1 Program Area: Community-Based Prevention

\*3.1.2 Program Area: Improved Police-Juvenile Relations

3.1.3 Program Area: Emergency Shelters for Children

##### 3.2 Objective: Rehabilitation of Juvenile Offenders

\*3.2.1 Program Area: Diagnostic Services to Detainees

3.2.2 Program Area: Improved Conference Committee

3.2.3 Program Area: Remedial Education and Training

\*denotes first year programs



rehabilitation appeared best for the assumed objectives of the Inner City system.<sup>8</sup>

The Mayor's Committee found those results useful in gaining a starting point for its choice of programs, but it did not take the results too seriously except for that purpose. In other words, once the Committee had a rough working idea (from *any* method) of how to proportion the new monies among the four functions, it could begin to tie down how many new programs could be "bought" in each functional area. And that step took the Committee a long way toward deciding which possible programs under each objective it should "cut" and which it should "keep" in the plan — either for immediate or for future funding.

It should be remembered, as was mentioned at the outset of this analysis of resource allocation proportions, that it is equally acceptable in deciding what the rough proportions should be, to use instead of the systems approach, (1) a judgmental approach, or (2) a study of existing budget data.

The pattern of Goals, Objectives, and Program Areas that the Mayor's Committee recommended, and that the Mayor and Council ultimately accepted for Inner City, is shown in Chart 11. The program areas were chosen from the many, many possibilities that had been turned up, as was initially described here, from several sources. The choice was made on the basis of the approximate amount of money that it had been roughly decided could be allocated to each branch, i.e., each functional area; the local strengths and weaknesses in personnel, expertise, equipment, and so on; and the *particular program areas* from among the long list of possibilities that seemed, to the parties concerned, to be most likely, when reduced to projects,<sup>9</sup> to achieve the *particular objectives* that had been initially agreed upon.

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<sup>8</sup>Obviously if the weights of Chart 9 had been chosen differently, these final proportions would be somewhat different. Less obviously, if the initial objectives had been chosen differently, the final proportions may have been significantly affected. Therefore, the small proportions reflect in part the fact that adjudication and rehabilitation are carried on to a significant extent on the *county* and *State* levels as well, so that municipal objectives tend to deemphasize those functions since they exist in large part beyond the municipal budget. This effect is even more pronounced in smaller cities.

<sup>9</sup>A "project" is a particular work plan for carrying out a "program area". For example, "projects" under the "program area" of "reduction of police response time" could be (a) more patrol vehicles and better patrol patterns, or (b) faster methods for citizens contacting the police, such as special telephone facilities, or (c) better command and control, such as improved radio command of patrol cars. The choice of one project over another within a program area should be made on a cost-benefit basis, i.e., by considering the comparative costs of the various projects as well as the comparative benefits in tending to achieve the agreed-upon objective.

Thus, a fine program area was ignored if it did not relate to an agreed-upon objective, or if it related but was not as likely to achieve the agreed-upon objective as would another program area. A fine program area was also ignored if the amount of money available would not afford it, or if another program area was a "better buy." These judgments were made by human beings, and therefore they can be wrong, as the participants would be the first to admit. However, by agreeing first upon their *framework for decision*, that is, upon their goals, objectives, and rough allocations among functional areas, the officials of Inner City were then able to choose intelligently from among all the possible program areas, and to produce what they most wanted — a series of projects<sup>10</sup> tailored to Inner City and its own situation and objectives.

### *Planning in "Outer City"*

Outer City does not have a "Model Cities" staff; it does not have a police planning bureau (one Lieutenant handles whatever "Planning" the Chief doesn't do himself); and it certainly does not have anyone who knows anything about systems analysis.

Outer City, however, did a very creditable job in responding to the challenge presented by the requirements of the Omnibus Crime Control Act. The secret of the City's excellent performance lay in the good judgment of the Mayor and the Chief, their long and trusted friendship, and the planning grant secured from SLEPA.

The planning grant was the easiest part of it. Outer City, like Inner City, has one of the top twenty-five crime rates in the State according to the New Jersey Uniform Crime Reporting System.

As such, SLEPA marked Outer City as a priority target, and offered \$7,000 in planning monies if the City would work up a proposal as to how it would use the monies to plan its attack on crime. While SLEPA realized that \$7,000 wasn't much, Outer City was, despite its crime rate, not large (50,000) and the limited planning funds available to SLEPA must cover many cities and counties in all parts of the State.

At first SLEPA was not happy with the reaction in Outer City. The Mayor, as is his custom with all matters that have the words "law

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<sup>10</sup>An example of a project designed by Inner City under one of the Inner City "Program Areas" of Chart 11, and presented in the form of an application to SLEPA for "action" assistance, will be found in Appendix A of this Dissemination Document.

enforcement" on them, turned it over to the Chief for his comments. The Chief was of the opinion that he already knew what the needs of Outer City were in law enforcement, and he wondered what he would do with planning money if he got it. Fortunately, a SLEPA field representative happened to visit the Mayor at about this point, and the perplexity came out into the open.

It was explained to the Mayor and Chief that, as regards planning grants under \$10,000, SLEPA did not necessarily expect full scale comprehensive planning — as it did for example with the larger grants. SLEPA was quite willing to accommodate the needs and style of Outer City, they were told, *provided* that an honest job still resulted that would advance the process in Outer City several steps closer to a *knowledgeable* attack on the local prevention and control of crime and delinquency.

The written planning proposal that resulted from various conversations similar to the above, was as follows in substance. The Mayor would create a Mayor's Committee on Criminal Justice, chaired by his Chief of Police. He wanted there to be only two other members because he "didn't want too much time taken up in internal Committee work." SLEPA said it could be done only if the other members were very carefully chosen. It was agreed that a prominent local attorney would add insight into courts, prosecution, bail, civil rights, and other more or less legal factors. The third member was a local clergyman who had a wide reputation for his prevention and rehabilitation work among youthful narcotics offenders — thus adding key elements necessary in Outer City. The Committee, though small, had lots of weight and grasp.

The proposal went on to state that the comprehensive planning would proceed in three stages. First, a consultant would be engaged to survey the crime and delinquency problems and assets of Outer City — the *facts*, not new program suggestions. The Committee would directly supervise this work without staff assistance. The cost of this survey was estimated at \$2,500.

Second, the Committee, and the Mayor and Council, would then use its collective wisdom and judgment to review the survey of problems and assets described by the consultant, and to select a very limited list of new programs that seemed to have the most potential for meeting the problems by using the assets. The SLEPA plan, the President's Crime Commission Report, and other sources would be used as a checklist or starting point in the selection of the limited list of new programs. Again, the Committee would not require staff assistance for this second judgmental step.

Third, a consultant (preferably the same one) would be employed to "write up" the selected program areas. This development job would entail rigorously relating the programs to the problems and assets, and then spelling

out the particulars of each program — for example its objectives, who it will affect, when it will be mounted, for how long, what it will cost, what measures of effectiveness can be built in, and so on. This would not be too large a job, since there would only be five to ten selected programs. In effect, the consultant would be preparing a simple comprehensive plan in narrative form, except for the decisions which were to be made by the Committee, and the Mayor and Council. The cost for this stage of the consultant's work would be \$1,500.

The proposal went on to point out that the remaining \$3,000 would pay for four months' salary of the Police Radio Officer at roughly one-third time, and for four months' salary of a Police Juvenile Squad Officer at one-half time, both to work on finding solutions to certain immediate problems. In effect, in addition to using part of the planning grant to create a *comprehensive plan*, Outer City was suggesting that it use the balance of the planning grant to develop the *solutions* to two of its *immediate* problems: (1) development of a better police radio dispatching and communications system, including a faster method of handling information requests from the field, and (2) further development and pilot testing of a revival of Police Athletic League activities, but centered on teenagers and located in publicly owned storefront "Athletic Club" facilities.

SLEPA not only agreed to the proposal, it complimented Outer City for its balance, and for making only \$7,000 go so far. While large cities and large counties should be expected to range very wide in "comprehensive planning", small cities and counties can expect less "action grant" assistance and therefore must give more focus to their planning efforts.

For instance, on a *population basis* in fiscal 1970, Outer City (population 50,000) could only expect about \$35,000 from SLEPA in "action" assistance. Even allowing for its high crime rate, its highly urbanized nature, and assuming that it presented "action" applications containing good programs, it would be unrealistic for Outer City to expect more than perhaps \$100,000 in fiscal 1970.

With no more than that at stake immediately, it makes sense to plan on a similarly modest scale. In future years, when more SLEPA money is available; when experience with programmed change has been gained in Outer City; and when perhaps therefore Outer City resources will begin to be used beyond mere matching requirements — *then* there will be an appropriate expansion of the Outer City plan. *The only thing worse than no plan, is a plan that overstates what can be done in the next year or two.*

In point of fact, in addition to the already described two immediate

problems, the eventual plan<sup>11</sup> created by Outer City included two youth projects (one educational; the other counseling and guidance for pre- and marginal-delinquents); one police project (training); one community-based project (narcotics prevention and rehabilitation); and one rehabilitative project (school-based retraining, combined with a halfway house concept).

### *Planning in "Suburban Town"*

Suburban Town has a very low crime rate; in fact it is in the bottom third of New Jersey cities according to the New Jersey Uniform Crime Reporting System.

Because of its low crime rate, and because the Omnibus Crime Control Act requires that SLEPA emphasize high crime areas — and particularly urban high crime areas — SLEPA could not offer planning funds to Suburban Town during fiscal 1969.

That does not mean, of course, that Suburban Town is of no interest to SLEPA. Quite the opposite. SLEPA is dedicated to *comprehensively* improving criminal justice in New Jersey — and that means *everywhere* in the State. Just because SLEPA *must* by law — and indeed *should* by logic — put the bulk of its *dollar* resources where the biggest crime problems are, doesn't mean that there aren't many other ways in which SLEPA can help municipalities like Suburban Town.

In point of fact, Suburban Town is an excellent example of how this can work in practice.

The Chief of Police in Suburban Town is well known throughout police circles in New Jersey as modern and competent. He has been very active in both the county and the State Chiefs' associations, and he is very knowledgeable in his field. This reflects itself in his Department, which is well run, well equipped, and well trained. Of course the affluence of Suburban Town helps.

When he heard about the SLEPA program from his Deputy who had attended one of the SLEPA regional conferences in 1968, the Chief, as is his way, introduced himself to the SLEPA Executive Director by telephone, and made an appointment to discuss the program from the standpoint of towns like Suburban Town.

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<sup>11</sup>An example of a project design by Outer City, in the form of an application to SLEPA for "action" assistance, will be found in Appendix A of this Dissemination Document.

In that meeting, the Chief was told that there was little likelihood that the very limited SLEPA *planning* funds could in the immediately foreseeable years be extended to low crime rate towns like Suburban Town. However, it was explained, even from a planning *dollars* standpoint that didn't mean that there weren't ways in which Suburban Town could participate.

For instance, the Crime Control Act, in addition to emphasizing urban high crime needs, also emphasizes *interjurisdictional* crime prevention and control needs.

This in fact, was one of the two reasons that SLEPA was offering planning funds to about half of New Jersey's counties in 1969 — counties are naturally situated to do *interjurisdictional* planning. The other reason, of course, was that counties in New Jersey have prime prosecution, courts, and probation responsibilities.

In addition to handling *interjurisdictional* local planning through counties wherever feasible, it was also possible for SLEPA to handle it by granting planning funds to several municipalities that wish to *pool, share*, or simply to *plan* for joint action against crime.

These were, the Chief was told, the only ways — at least for the foreseeable future — that planning *dollars* could benefit Suburban Town and the hundreds of municipalities like it.

However, all other services of SLEPA would be made available to Suburban Town to assist it to develop comprehensive planning competence: Dissemination Documents, data and studies, planning training classes, technical assistance, and so on. Therefore, if Suburban Town wished to use its own monetary resources to increase its planning capacity, it would be in no different planning position as regards SLEPA than any town that *did* receive planning funds from SLEPA.

As far as "action" assistance was concerned, the likelihood of receiving something from SLEPA was somewhat greater. Since one purpose of the action assistance program is to "prove out" new ideas for overcoming old problems, even a low crime rate town like Suburban Town might well receive action assistance if it submitted an application showing an excellent program that was likely to yield results that could be profitably disseminated to other jurisdictions.

SLEPA would still insist that the bulk of action funds go to the high crime cities, but a portion would go to other units, no matter what their size and crime rate, that presented *excellent* projects of broad general applicability.

In addition, "action" money would follow "planning" money into interjurisdictional problem areas (e.g., communications, joint jails, joint training programs) and Suburban Town could possibly participate jointly under that heading.

The chief was therefore told that he could form a regional planning alliance with his county government, or with several of his neighbor towns. Only in that way could he derive the benefit of SLEPA planning dollars. Moreover such planning could lead to action assistance under the interjurisdictional heading. Then too, if he could raise the money or the spare staff time in Suburban Town itself, he could still engage in comprehensive planning for Suburban Town with all the advice and assistance that SLEPA could offer. Moreover, if Suburban Town designed excellent programs of wide applicability, there was a decent chance for action assistance to Suburban Town itself in the near future, and an excellent chance over the next several years.

The Chief thought this was a reasonable picture, and that it was well worth while for Suburban Town to participate in and around the Crime Control Act program, even though there was relatively little likelihood that it would benefit in strictly dollar terms in the near future. His chief reasons for feeling this way, he said, were (1) that he wanted to receive information and results *from* the program, and if possible to contribute *to* the mutual advancement aspects of the program, and (2) that he well understood that the needs of the high crime, financially stricken, cities had to come first. He said that like all new programs, it was impossible to tell now if this one will grow, prosper, and succeed, but that if it did he wanted Suburban Town to use the early lean years to prepare adequately for the later prosperous years.

So, he said, he would sound out his county Chiefs' association to see if neighboring towns might want to plan interjurisdictionally with Suburban Town; he would institute liaison with his county Board of Freeholders; and he would detail one of his men part time to study the SLEPA program and materials, to attend the SLEPA training sessions, and to commence the drafting of a proposal to the Mayor for the institution of comprehensive criminal justice planning in Suburban Town.

In point of fact, the activities following that meeting were even more profitable than either party had imagined.

Suburban Town is located in "Medium County" (treated next herein), and the Board of Freeholders of Medium County was very receptive to the suggestion by the Chief of Suburban Town that the Board coordinate and sponsor interjurisdictional planning for Medium County. Such planning, in areas such as training, they agreed, could best be carried out for the small

towns of Medium County by the county government. The way in which this kind of interjurisdictional planning proceeded is described in the next section, specifically on "Medium County."

But the Chief of Suburban Town didn't stop there; he also pursued the other possibility under interjurisdictional planning. He interested the county Chiefs' association in the possibility of planning for a joint communications and data storage network, through which any town in the network could almost instantly communicate with any other town, and exchange information on wanted persons, on stolen autos and other property, on bail, probation, and parole, on other immediate crime situations, and so on. Since there were many small towns in Medium County traversed by quick access routes such as highways, such facilities were a vital *interjurisdictional* aspect of the "reduction of response time" and the "increase in operating efficiency" program areas of the SLEPA state crime control plan.

Had the Chief been located in a county that did not rise, as a county, to the challenge as well as did Medium County, it is probable that his work with the Chiefs' association in shared communications (and also in shared narcotics prevention education materials) would probably have resulted in planning and action conducted by an interjurisdictional group of towns rather than by the county as a whole.

However, partly because the two subjects had wide appeal in all towns in the county, and partly because of the energy of one Freeholder, the ball was instead (with everyone's approval) picked up at the county level. (Discussion of the county activities are set forth in the "Medium County" section hereinafter).

It is unquestionably easier to *administer* interjurisdictional planning and action by the existing county government, than by an ad hoc group of towns. Many, or even most, interjurisdictional problems will therefore be addressed at the county level. There will, and indeed should be situations however, where two or more towns will combine to plan and act against crime; and in doing so they will be eligible to apply for assistance from SLEPA.

As to his own internal operations in Suburban Town, the Chief received the staff report on the possibilities for comprehensive planning in town, and transmitted it to the Mayor with his own comments appended. Basically the report said that because of the low crime rate in town, and the relatively high financial support for police and other social services, the problems of Suburban Town fell into two categories: (1) "special" problems such as youthful drug experimentation, or shopping center theft; and (2) operating efficiency problems, such as records storage or patrol allocations, the improvement of which could increase the ratio of services to dollars



expended. In effect, therefore, the report said that since the problems of Suburban Town were less comprehensive, they could be attacked by planning in selected subject matter areas directly.

The Mayor and Council were always willing to improve the order and image of Suburban Town, and of course they were always interested in the possibility of increased efficiency. They therefore appropriated a small amount of money to the Department for planning services and support, which the Chief supplemented with his own time and staff time as available.

Since there was no rush and no reporting dates to SLEPA, the Chief very carefully had the problems of Suburban Town listed and detailed. To do most of the leg work on this, he used a portion of the small amount of money that had been made available to the Department, to pay college students as Summer Internes. The Mayor had had such a program for some years, and preference was given to honor graduates of Suburban Town High School, who were now in college. He used the balance of the money to purchase materials and a little consultation on program development for the key problems of the town as he and the Mayor and Council saw them: youth; drug abuse; shopping center thefts; and operating efficiency of the Department.

These internal plans and programs on selected problems<sup>12</sup>, together with the broader interjurisdictional plans and programs of Medium County in the areas of police training and communications, were, the Mayor and Chief thought, quite enough for the immediate future.

#### *Planning in "Medium County"*

Medium County was one of the thirteen New Jersey counties that were offered planning funds by SLEPA in the first round. The funds offered were in the amount of \$13,000.

Counties have a different profile of criminal justice responsibilities than do cities in New Jersey. Prosecution, courts, and probation are heavily represented in county-level budgets. Prevention and apprehension activities are much less represented, since they are primarily municipal responsibilities. Rehabilitation is not heavily represented; the county corrections picture is largely one of detention. Institutional corrections is carried out on the State level, and community-based corrections is carried out largely on the municipal level.

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<sup>12</sup>An example of an internal project design by Suburban Town, in the form of an application to SLEPA for "action" assistance, will be found in Appendix A of this Dissemination Document.

However, in each of prevention, apprehension, and corrections there is large room for growth at the county level, for the benefit of municipalities within the county. Here, the potential of the county is two-fold: (1) providing services to municipal governments or to county citizens, and (2) coordinating intermunicipal efforts. Examples of the former are training of police; storage and retrieval of data; narcotics rehabilitation. Examples of the latter are joint communications systems; shared prevention programs; equipment pooling arrangements.

Accordingly, the range of what comprehensive planning *can* cover, is quite considerable for counties.

Medium County did apply for the \$13,000 in planning funds. The application indicated that the range of planning would cover each of courts, prosecution, and probation on the county level, and also selected aspects of prevention, and apprehension, and rehabilitation either as county services or as county-coordinated intermunicipal activities — in other words, Medium County elected to survey and plan for the full range mentioned immediately above.

In addition, since the county was about to start architectural studies for a new jail, the county proposed to focus special attention upon planning and program development for ancillary “soft-ware” needed if the jail was to be supported by a modern rehabilitation program — work-release, half-way houses, community-based corrections, counseling and retraining, and so on. Since development of the relationship between a new jail and such programs could be of broad general interest throughout the State, SLEPA offered an additional \$5000 in planning monies to match the \$10,000 that the county intended to devote to that purpose.

The total \$18,000 award was made, and the county proceeded as follows:

It first formed an inter-agency committee, termed the Law Enforcement Council. Each county level criminal justice agency was represented — the Prosecutor’s Office, the Sheriff’s Office, the Chief Probation Officer’s Office, the Assignment Judge’s Office. The County Chiefs Association was represented. Each town (8) that wished to join with the county (in the manner already described for Suburban Town) was represented by its Mayor or his designee. The Freeholder in charge of Public Safety was Chairman.

At first SLEPA was not satisfied with the proposed membership of the Council, and intended to require either (1) that it include considerable citizen representation or (2) that a Citizen’s Committee on Goals be made supervisory to the Law Enforcement Council which would then be an operating body. However, the Chairman made the argument that county level problems and interjurisdictional problems were technical and

managerial, and did not have the close relationship to the community that municipal problems have. He also argued that a county level Council, especially one that invited municipal membership, tended to be too large even with only officials included. SLEPA accepted these arguments — at least until experience proved them right or wrong — but did insist on representation from the County Bar Association and the county-level anti-poverty agency.

The county matched the total SLEPA grant of \$18,000 with \$49,000 of its own — \$28,000 for architectural studies for the new jail, \$10,000 for its share of program development for the aforesaid ancillary services to be related to the new jail, and \$6,000 contribution toward planning for the balance of the county-level and intermunicipal problems. The eight municipalities contributed an additional \$6,000 (\$750 each) to the latter purpose. The total budget was therefore \$73,000.

After consultation with SLEPA and with various prospective consultants, the Board of Freeholders and the Law Enforcement Council decided to employ these monies as follows:

(1) \$10,000 for part-time staff to the Council, to be based in county government, this figure to include staff salaries and expenses.

(2) \$28,000 for architectural services directed toward definition of the correct location for, and design of, all physical aspects of a new county jail.

(3) \$15,000 for consultant services directed toward development of rehabilitation programs to supplement both county probation services and the new jail, such as work-release, narcotics aftercare, half-way houses, youth counseling, job training, and so on.

(4) \$20,000 for consultant services on comprehensive criminal justice planning, with, since rehabilitation was being emphasized separately, emphasis on the prevention and apprehension functions. Under each of these latter subjects the Freeholder Board and Law Enforcement Council were interested in managerial as well as program plans, directed toward intermunicipal as well as county-level aspects.

The first step taken was to assign staff. A young staff assistant to the county's Executive Administrator was detailed half-time to the project. This man had a graduate degree in public administration, and some program development experience. His work was to be supervised by the County Planning Director, who had developed an interest in the matter partly because of his involvement regarding the county jail and partly out of his interest in the work of the President's Crime Commission and its Reports — he had come to the whole series of Reports after initially reviewing its Task

Force Report on Corrections at an earlier stage of county interest in a new jail.

The staff would be located in the County Planning Board offices, so as to have access to graphics and other support facilities, and so that the Planning Board Director could supervise matters with minimum expenditure of his own time.

While, as has been indicated, the general categories of consulting had been decided in rough terms, the Council had no intention of retaining specific consultants until the Council's goals and objectives had first been defined. The Council knew that to use consultant money wisely, the client must first know what he wants, so that he retains the right consultant and so that the consultant's work is on point.

So the Council next, with staff assistance, developed its goals and objectives. The goals did not cause substantial disagreement on the Council, and the following working set were arrived at without much difficulty:

- 1.0 Goal: Increase in Criminal Justice System Services to County Residents per Expended Dollar
- 2.0 Goal: Reduction of Human Costs Associated with Operation of the Criminal Justice System
- 3.0 Goal: Increase in Justice and a Sense of Justice among County Citizenry
- 4.0 Goal: Increase in Socially Constructive Behavior among County Citizenry

The Council clearly recognized, when it included goal 1.0 in the list of four, that this was the goal that was uniquely the key to analysis of criminal justice viewed county-wide. That is, this was the particular goal that would raise the toughest problems of coordination and management within the total system, and therefore the toughest problems when it came to agreeing upon what objectives should be pursued under that goal.<sup>13</sup>

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<sup>13</sup>As has already been mentioned, Municipal criminal justice emphasizes prevention and apprehension. While it has management problems, they are overshadowed by social and other non-organizational problems. At the county-level however, the reverse is true. The managerial problems tend to overshadow the others. To some extent this is a function of size, so that the difference, while still there, is less apparent when a county is contrasted with a large city. By county-level managerial problems is meant at least three categories: (a) internal management problems of each agency, e.g., the courts, or the Prosecutor's office; (b) interaction management problems among *related* agencies, e.g., the processing and flow of paper among the agencies dealing with the courts; and (c) coordination management problems among *independent* entities, e.g., among municipalities, or between municipal and county agencies.

When the Council began to develop objectives under the goals, it had trouble under goal 1.0. This trouble was eased when the Council was reminded that, at least for the present, the objectives were to be quite tentative, being developed only to define the consultant's work accurately. It was therefore decided that the two views on objectives under goal 1.0, should both be put to the consultant, who would make a full report on various ways of increasing criminal justice services per expended dollar. It was observed that the question had many, many shades of gray, and that what was needed was a careful examination of (a) the exact situation in the county, (b) the experience elsewhere, and (c) the many graded possibilities that could be considered.

The Council could now list its tentative goals and objectives<sup>14</sup> as follows:

- 1.0 Goal: Increase in Criminal Justice System Services Delivered to County Residents per Expended Dollar
  - 1.1 Objective: Increase in Effectiveness of Each County-Level Criminal Justice Agency
  - 1.2 Objective: Increase in Efficiency of Interaction among County-Level Criminal Justice Agencies
  - 1.3 Objective: Increase in the Efficiency of Local Criminal Justice Services by Coordination, or Sharing, or Pooling
  - 1.4 Objective: Increase in the Efficiency of Interaction between Municipal-Level and County-level Criminal Justice Agencies
- 2.0 Goal: Reduction of Human Costs Associated with Operation of the Criminal Justice System
  - 2.1 Objective: Protection of the Individual in Person and Property
  - 2.2 Objective: Protection of the Individual's Sense of Security
- 3.0 Goal: Increase in Justice and a Sense of Justice Among County Citizenry
  - 3.1 Objective: Better Conformity of the Criminal Justice System to its Own Principles of Fairness
  - 3.2 Objective: Better Accommodation of the Criminal Justice System to Individual Factors
  - 3.3 Objective: Better Consideration of and Provision for the Impact of Involvement with the Criminal Justice System upon the Individual

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<sup>14</sup>The disagreement is reflected in objective 1.3 where the alternative word "or" is used.

4.0 Goal: Increase in Socially Constructive Behavior among County Citizenry

- 4.1 Objective: Increased Awareness of the Nature and Rules of Law and its Enforcement
- 4.2 Objective: Reduction of Need and Desire to Commit Crime
- 4.3 Objective: Increase in the Risks and Difficulty of Committing Crime

With the list of goals and objectives before it, the Council immediately saw that goal 1.0 was indeed the key. There were four reasons for that conclusion: (1) the objectives under that goal were more uniquely county-level responsibilities, i.e., could be carried out at no other level; (2) each of the other goals relates as much or more to municipal responsibilities rather than to county responsibilities; (3) each of the objectives under the other goals can be subsumed or sub-optimized under one or more of the objectives of goal 1.0, and (4) goal 1.0 includes a set of objectives that touch all county-level agencies in a clearer and more measurable fashion than does any of the other goals.

The Council decided, therefore, that the consultant it retained with the \$20,000 in comprehensive planning funds, would be management oriented because of the importance of goal 1.0. At the same time, that consultant would have to have had law enforcement experience in order to handle the other goals as well. That consultant would therefore handle the three kinds<sup>15</sup> of management planning, as well as prevention, adjudication, and apprehension planning under the other goals. A second, specialized consultant would be retained with the \$15,000 for designing ancillary probation and jail services and programs. This consultant, and the architectural firm chosen to design the new jail, would each have experience suiting them to understand and work with the other. The County Planning Director and the Assistant to the Executive Administrator would schedule, coordinate, and monitor the work of the various consultants. They would also see that the results amounted to a comprehensive plan.

The architectural firm and the second consultant located a site and designed a physical plant for the jail that made sense in terms of projected changes in the county over the next twenty-five years. It also incorporated modern efficiencies that would reduce jail upkeep. In addition, the second consultant developed a set of detailed and interrelated programs that related the jail and the probation department to the community — work-release,

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<sup>15</sup>Supra, note 13

narcotics rehabilitation, delinquency prevention, counseling and retraining — in terms of community attitudes and preferences, and community characteristics. Extensive use was made of opinion survey techniques. Community, business, and education leaders played a strong role in the selection process. Wherever possible, the programs were designed to supplement jail and probation services on a deliberately community-based level. Programs developed for these purposes were found to work also toward objectives 1.1, 1.2, 1.4, 3.1, 3.2, 3.3, and 4.1.

The first consultant presented a management analysis and a comprehensive program analysis.

The management analysis<sup>16</sup> included: (1) a central records control system, and a uniform forms and procedures manual for the county-level adjudication agencies and for all police departments in the county to the extent that they interface with such agencies; (2) a model uniform internal police records system for the municipal departments of the county, including internal systems and procedures, and internal forms and record keeping methods; (3) a computer-based interagency communications and information retrieval system for handling requests from any agency in the county as to information on wanted persons, stolen autos and other property, or other law enforcement information; (4) a planning-programming-budgeting system<sup>17</sup> for all county-level agencies, and a model system for municipal agencies; and (5) coordination, pooling, joint purchasing, and sharing recommendations.<sup>18</sup>

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<sup>16</sup>See in general, the TASK FORCE REPORT: SCIENCE AND TECHNOLOGY, of the Report of the President's Commission on Law Enforcement and Administration of Justice, 1967.

<sup>17</sup>PPB systems allow an executive to judge what is happening *programmatically* in a budget. Basically, in budget terms, it brings together items that are scattered and unrelated in the usual accounting line-item budgets, but that are in *fact* related as elements in a program. To take a simple example, the cost of police cars, shifts of personnel to man them, support personnel (e.g., command and control), repairs and upkeep, and so on, are unrelated in a line-item budget. In a PPB budget (which can be based on, or derived from, or partially duplicate, a line-item budget so as not to cause the *whole* budget system to be changed) the program as a whole can be evaluated, monitored, redesigned, or improved, since the *functional* activities are laid out openly, in effect as *programs*. For general information on PPB, see the Schultze volume in the Working Bibliography. For a discussion of PPB in criminal justice, see TASK FORCE REPORT: SCIENCE AND TECHNOLOGY, of the Report of the President's Commission on Law Enforcement and Administration of Justice, 1967, at Appendix A, pp. 83-87.

<sup>18</sup>See TASK FORCE REPORT: THE POLICE, of the Report of the President's Commission on Law Enforcement and the Administration of Justice, 1967, at Chapter 4.

The comprehensive program analysis included twenty-four proposed programs implementing each of the programmatic objectives of all four goals, and especially of goals 2.0, 3.0, and 4.0. Such proposed programs were balanced across the direct responsibilities of the county in criminal justice, as well as across those areas that the county could handle efficiently for its component municipalities. For example, one of the 24 programs was a narcotics prevention-education program of the general kind desired by the Chief of Suburban Town.<sup>19</sup> This program was deliberately designed to implement each of objectives 1.3, 2.1, 4.1 and 4.2. The specific program involved films, slides, lecture materials, and laboratory demonstrations, relating to the effects of drug abuse. The program materials will be shared on a circuit travelling basis by all the towns and neighborhoods of Medium County. Another of the 24 programs provided an alternative to probation for youthful offenders, wherein private agencies would supply guidance, counseling, instruction and civics training, and recreation to court-selected youthful offenders under the supervision of the court.

The various consultant reports were accepted as a first-year assessment of major county-level and regional tasks before the county and its municipalities. From these reports was derived a Phase One comprehensive plan for addressing selected tasks in the reports.<sup>20</sup>

## WORKING BIBLIOGRAPHY

The following is certainly not a complete bibliography. It is deliberately kept short so that the reader's choice is directed to what we consider to be a working, basic set of materials.

The listed materials were chosen with planning and program development in mind. Naturally, there is some overlap, and there are some gaps. However, the user will be able to make his own adjustments and additions as program development proceeds.

All the referenced materials are recommended, but those marked with an asterisk (\*) are considered to be the most useful.

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<sup>19</sup>Page 54 herein.

<sup>20</sup>An example of a project design by Medium County in the form of an application to SLEPA for "action" assistance, will be found in Appendix A of this Dissemination Document.



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## **CHAPTER III**

### **ONE POSSIBLE CHECKLIST FOR LOCAL PLANNING**

*I find the great thing in this world is not so much where we stand, as in what direction we are moving. We must set sail sometimes with the wind and sometimes against it — but we must sail, and not drift, nor lie at anchor.*

OLIVER WENDELL HOLMES, 1858

*America's best hope for reducing crime is to reduce juvenile delinquency and youth crime. In 1965, a majority of all arrests for major crimes against property were of people under 21, as were a substantial minority of arrests for major crimes against the person. The recidivism rates for young offenders are higher than those for any other age group. Arrest rates are highest for persons aged 15 through 17, next highest for those 18 through 20 ... A substantial change in any of these figures would make a substantial change in the total crime figures for the nation.*

*It is critical that young people be kept from crime because they are the Nation's future.*

From THE CHALLENGE OF CRIME IN  
A FREE SOCIETY, A Report of The  
Presidents Commission on Law En-  
forcement and The Administration of  
Justice, 1967.

## ONE POSSIBLE FRAMEWORK FOR LOCAL PLANNING

This chapter comprises a list of the 1969 State Plan program approaches. Those marked with an asterisk were the ones selected for 1969 funding.

While the approaches will change from year to year, nevertheless the present list can comprise a rough checklist for local officials when they are first directing their attention to what the full scope of the criminal justice system can be in terms of programs.

As this Document has tried to show, it is important for the local official to take as broad a view as possible when considering the criminal justice problems of his jurisdiction. Even if he eventually settles on only a *few* problems to *attack*, it is important that he initially consider the *whole range* of possible problems to be sure that a *correct* final choice has been made. *It is not sufficient to rely upon standard political wisdom about the system — received through the newspapers, or through local pressures, or for that matter through the fingertips or off the top of the head.* An important — indeed basic — problem such as the system of criminal justice, deserves a careful, new, and complete review or analysis in each jurisdiction.

Of course this checklist — which is after all only a list of 1969 programs — is not intended to be a complete guide. We offer it only for those local officials who realize that they should expand their understanding of the system's scope, before turning to the detailed business of analyzing their local situation.

The actual analysis will require other tools — and we have explained many of them in Chapter II. A basic tool — the classic Presidents Report — is included as Volume II of this Document. Others will be included in subsequent Volumes, for example sample applications. The imaginative local official will be supplied all he needs to at least start the process of self-change for his municipality or county.

Again, SLEPA is here to help in any of the ways explained in this Document. The *help* can come from SLEPA, but the *volition* must come from the local official.

**a) Upgrading Criminal Justice System Personnel**

Approach	No.	Designation	Title	Recruitment of Criminal Justice System Personnel	Subject Matter
1	a-1				Provide for coordinated efforts to stimulate interest in, and recruit for careers in the criminal justice fields in order to alleviate shortages and to recruit better personnel.
2	a-2			Basic Academic Education Improvement for Criminal Justice System Personnel	Provide for basic academic educational improvement (high school graduation or its equivalent) for all criminal justice personnel.
3	a-3			Higher Education for Criminal Justice System Personnel	Provide for offering the opportunity and incentive to all criminal justice personnel who wish to further their educational development on a college level.
4	a-4			Centralized Academies for Pre-Service, In-Service, Vocational and Technical Training for Criminal Justice Personnel	Provide for the expansion and creation of centralized academies for pre-service, in-service, vocational and technical training of criminal justice personnel.
5	a-5			Criminal Adjudication Officers Training Program and Reference Materials	Provide for pre-service, in-service, vocational, and technical training, through courses, seminars and lectures for personnel of the agencies of criminal adjudication (courts, prosecution, public defender and criminal bar), and provide for appropriate published materials needed by these agencies in basic reference manuals.

Approach No.	Designation	Title	Subject Matter
6	a-6	Decentralized Police Training Facilities	Provide for selected improvements in the curricula, methods and facilities of the regional police training academies and the mobile police training units.
7	a-7	State Commission on Police Standards	Provide for the establishment or designation of a State Commission on Police Standards to professionalize the image and practice of police work throughout the State.
8	a-8	Improvement of Local Police Salaries	Provide for the study of needs and methods of improving local police salaries.
9	a-9	Criminal Justice School	Provide for certain aspects of the development of a Criminal Justice School at Rutgers — the State University.
10	a-10	Criminal Justice Aides	Provide for the development of specifications for, and the pilot testing of the use of new sub-professionals, such as community service officers in all branches of the criminal justice system.

**b) Prevention of Crime, and Public Education**

<b>Approach No.</b>	<b>Designation</b>	<b>Title</b>	<b>Subject Matter</b>
11	b-1	Prevention of Crimes Through the Deterrent Effect of Improved Detection and Apprehension	Deter the perpetration of crimes by increasing the likelihood and/or swiftness, of general detection and apprehension activities.
12	b-2	Reducing Street Crimes by Increasing the Police Presence	Provide for an increase in the police presence by making more efficient allocations of existing police resources, by providing more minority group policemen in minority group neighborhoods and by providing the means for neighborhood residents to assist the police.
13	b-3	Prevention of Crime by Deterrence Through Generally Demonstrated Swift Justice	Deter the perpetration of crimes by decreasing the average period of time between apprehension of alleged offenders and the disposition of their cases.
14	b-4	Prevention of Crime Through Efforts Tending to Reduce the Recidivism Rate	Prevent the perpetration of crimes by more successfully rehabilitating offenders.
15	b-5	Prevention of Crime Through "Hardening" of Crime Targets	Provide for reducing the opportunities to commit crimes by better protecting potential crime targets such as poorly lighted streets, housing projects, unlocked parked autos, etc.

Approach No.	Designation	Title	Subject Matter
*16	b-6	Public Education on How to "Harden" Crime Targets	Educate the public in order to prevent crime by making its commission more difficult.
*17	b-7	Education About the Criminal Justice System	Acquaint the public with the structure, purposes and basic operation of the criminal justice system in order to encourage respect for the law as an institution, and to impart knowledge of the consequences of various criminal law violations.
18	b-8	Extension of the Uniform Crime Reporting System	Provide for an expanded Uniform Crime Reporting System which would collect data of such depth and immediacy as to satisfy operational and managerial police and other needs on the municipal, county and state levels.

**c) Prevention and Control of Juvenile Delinquency**

Approach	No. Designation	Title	Subject Matter
*19	c-1	Community Involvement in Delinquency Prevention	Provide encouragement to actively interested citizens who can reach ghetto youngsters and offer a measure of guidance and support.
*20	c-2	Improvement of Police-Juvenile Relationships	Develop, implement and evaluate programs within police departments that will promote a fair, consistent and understanding approach in handling juvenile problems, and that will create a positive image among youngsters.
21	c-3	Diagnostic Services to Juvenile Delinquents	Provide for diagnostic services to juvenile detainees which would facilitate the medical, psychological and social examination of each juvenile in order to develop recommendations to the court for further action based on a thorough analysis of the child's needs.
22	c-4	Group Foster Homes	Provide for home-like placements for juveniles who cannot be situated in normal foster home settings, and who should not be placed in correctional facilities.
23	c-5	Emergency Shelters for Children	Provide for the development of emergency shelters for children that will temporarily care for non-delinquent juveniles who are awaiting diagnostic or treatment service or domiciliary placement.



Approach No.	Designation	Title	Subject Matter
24	c-6	Extension of Juvenile Conference Committee	Provide for the development of a model juvenile conference committee structure which would advance this useful tool for dealing with juvenile delinquency in the community.
25	c-7	Improvement of Remedial Education Programs for Juveniles	Provide for the improvement of remedial education programs for juveniles committed to correctional institutions.
26	c-8	Coordination of Services to Juveniles	Provide for the study and creation of a means for the control and coordination of all youth service programs in New Jersey.
28	c-9	Neighborhood Family Help Centers	Provide for the development of neighborhood family help centers 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.
27	c-10	Legislative Review of Laws Affecting Juveniles	Provide for the review of statutes relating to juveniles, and for the identification and drafting of revisions thereof in order to more effectively protect and assist juveniles.

**d) Improvement of Detection and Apprehension of Criminals**

<b>Approach No.</b>	<b>Designation</b>	<b>Title</b>	<b>Subject Matter</b>
29	d-1	Statewide Communications and Information System	Provide for a modern state-wide communications and information storage, retrieval and dissemination system for the use of all police agencies of the state.
30	d-2	Local and Regional Communications	Provide for the study, design and implementation of local and interjurisdictional communications systems that are rapid, simple, economical and consistent with the state-wide communications and information system.
*31	d-3	Specialized Equipment for Local Police to Improve the Detection and Apprehension of Criminals	Make available modern sophisticated crime detection and apprehension material to selected municipal and county police departments that can establish maximum potential benefit from such specialized equipment, and that have or can retain the personnel and support facilities necessary for its utilization.
*32	d-4	Increase Apprehension and Deterrence Effectiveness Through Reduction of Response Time	Reduce the total time it takes an officer to reach an incident or crime scene measured either from the time a crime occurs or from the time that a report requesting assistance is received.

Approach	No.	Designation	Title	Subject Matter
	33	d-5	Increased Crime Laboratory Service	Provide more readily available crime laboratory services consistent with the prospective state regional crime laboratories in order to increase their effectiveness.
	34	d-6	Uniform Internal Municipal Police Records Systems	Provide for the improved operational effectiveness of police organizations through uniform internal municipal police records systems.

**e) Improvement of Adjudicative Activities and Law Reform**

<b>Approach No.</b>	<b>Designation</b>	<b>Title</b>	<b>Subject Matter</b>
35	e-1	State-wide Uniform Crime Disposition Reporting System	Provide for research into the ramifications of a state-wide uniform crime disposition reporting system at the state level, and for the long range acceptance of such a program at the local level.
36	e-2	Reform of the Municipal Courts	Provide for a comprehensive study to evaluate the present municipal court system in New Jersey and to design alternatives.
37	e-3	Management of Court Information and Records	Provide for modern methods of management of court information and records which would increase the efficiency of the courts and the other adjudicative agencies that contribute to the court's work load.
38	e-4	Criminal Judicial Information Reporting System	Provide for a criminal judicial information reporting system which would furnish detailed statistical information on individual cases collected centrally for analysis by the Administrative Office of the Courts.
39	e-5	Management of Prosecution Information and Records	Provide for modern methods of managing information and records by prosecutor's offices.

Approach No.	Designation	Title	Subject Matter
40	e-6	Management of Public Defender's Information and Records	Provide for a study of the operations of the Public Defender's Office, including but not limited to information and records management.
41	e-7	Improvement of Bail System	Provide for a full-time staff (Bail Unit) to be responsible for implementation of existing bail policies uniformly throughout the state.
42	e-8	Criminal Law Reform	Provide for criminal law reform through facilitating the provision of staff for one or both of the legislative committees on law and public safety and for both the Juvenile Court Law Revision Commission and the Criminal Law Revision Commission of the New Jersey Legislature.
43	e-9	Basic Experiments to Reduce Delay in Criminal Adjudication	Provide for basic experiments, including demonstration projects and computer simulation of court operations, designed to reduce delay in criminal adjudication.

**f) Increase in Effectiveness of Corrections and Rehabilitation**

Approach	No. Designation	Title	Subject Matter
44	f-1	Rehabilitation for Short-Term Prisoners	Provide for 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.
*45	f-2	Community-Based Corrections	Develop a range of correctional projects based in the community, that will offer additional alternatives to the court and correctional administrators to better meet the needs of the individual while maintaining the safety of the community.
46	f-3	Vocational Training for Confined Offenders	Provide for 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.
47	f-4	Vocational Training for Released Offenders	Provide for post-release job counseling and job training for offenders released from correctional institutions.

Approach	No.	Designation	Title	Subject Matter
	48	f-5	Joint Industry-Corrections Training	Provide for utilization of the enormous training capacity of industry for development of salable skills.
	49	f-6	Special Offenders-Rehabilitation	Provide for the development of projects that will more effectively promote the rehabilitation of chronic drug addicts, alcoholics, and other such special offenders.

**g) Reduction of Organized Crime**

Approach No.	Designation	Title	Subject Matter
*50	g-1	Expanded Investigation of Organized Crime	Provide better centralized investigative and intelligence activities against organized crime, including sophisticated surveillance, information storage, and communications equipment and vehicles; and including recruitment and training of specialized personnel, including special accounting and tax investigators.
51	g-2	Expanded Prosecution of Organized Crime	Provide for the recruitment and training of specialized prosecutive personnel for the Organized Crime Unit in the New Jersey Department of Law and Public Safety.
52	g-3	Businessmen's Lectures on Organized Crime	Provide for the education of businessmen as to the methods of organized crime in taking over or exploiting legitimate business.
53	g-4	State Organized Crime Prevention Councils	Provide for the creation and establishment of State Organized Crime Prevention Councils attached to the Organized Crime Unit in the State Department of Law and Public Safety.



Approach No.	Designation	Title	Subject Matter
54	g-5	Increasing Local Capability Against Organized Crime	Provide for increasing local capability against organized crime through the recruitment and training of special investigative personnel, the development of intelligence gathering, storage and retrieval capability, the development of special prosecutive capabilities, and the development of local programs for the dissemination of information about the nature and methods of organized crime.
55	g-6	Non-Criminal Organized Crime Controls	Provide for the organization and training of a coordinating unit centered in the New Jersey State Police, for informing the various quasi-enforcement agencies (sales tax, health, liquor authorities, etc.) of trends in organized crime activity, and for monitoring information these agencies may gather.

## h) Prevention and Control of Riots and Civil Disorders

Approach		Subject Matter	
No.	Designation	Title	
56	h-1	Arbitration and Fact Finding Service on Civil Disorders	Provide for the creation of an agency to arbitrate community disputes and thus induce disputing groups to negotiate grievances before serious civil disorders result.
57	h-2	Establishment of Local Information and Rumor Clearance Offices	Provide for the establishment of local information and rumor clearance offices in order to allay the rumors that help to cause mistrust during the time prior to a civil disturbance.
58	h-3	Development of a Neighborhood Action Task Force	Provide for the development, training and maintenance of Neighborhood Action Task Forces, comprised of community leaders, as a means of forestalling incipient civil disorders.
*59	h-4	Project "Alert"	Provide special equipment to make available to different police and other commands a clear radio channel, reserved for emergency use, and to allow for radio communications between different units at a riot site having different normal frequencies.

**i) Improvement of Community Relations**

<b>Approach No.</b>	<b>Designation</b>	<b>Title</b>	<b>Subject Matter</b>
60	i-1	Formal Training Program to Create Police Legal Advisors	Provide for the development of a formal training program to create police legal advisors in municipal police departments.
61	i-2	Community Relations Training for Criminal Justice Personnel	Provide for training programs designed to increase the knowledge and understanding on the part of police, courts and corrections personnel, of the culture, language, needs and problems of those members of the public (particularly minority groups) with whom they interact.
62	i-3	Community Information About the Police	Provide for the education of the public about the nature and purposes of the criminal justice system, particularly the police, in order to build empathy and understanding.
63	i-4	Informal Police-Community Contacts	Provide for the development of informal police-community contacts which would bring together policemen and citizens in ways that deaccentuate their roles.
64	i-5	Police-Community Working Cooperation	Provide for police-community working relationships on useful community projects.

Approach No.	Designation	Title Recruitment, Selection and Training of Minority Group Police Officers	Subject Matter Provide for the development of projects to increase minority group representation on police forces through innovative recruitment, selection and training of minority group police officers.
65	i-6	Recruitment, Selection and Training of Minority Group Police Officers	Provide for the development of projects to increase minority group representation on police forces through innovative recruitment, selection and training of minority group police officers.
66	i-7	Urban Community Justice Centers and Service Bureaus	Provide for the development of projects designed to inform and counsel members of the poverty community regarding their legal rights, and to furnish them directly related services such as referral to social agencies.
*67	i-8	Establishment and Training of Community Relations Units in Local Police Departments	Establish community relations as an integral part of police work by departmental commitment to such policies; and, increase community confidence in the operations of the law enforcement system.

**j) Research, Development, and Evaluation**

<b>Approach No.</b>	<b>Designation</b>	<b>Title</b>	<b>Subject Matter</b>
68	j-1	A Systems Analysis of the Criminal Justice System from Arrest Through Sentencing or Acquittal	Provide for a systems analysis of the flow of offenders through the Criminal Justice System in order to restructure the paperwork and flow of work and information, introduce greater efficiency, reduce backlogs, and provide better information and control.
69	j-2	Development of a Design for a Criminal Justice Information System	Provide for the development of a design for a state-wide criminal justice information system which will expand the projected state-wide communication and information system to include other criminal justice agencies, as well as the police.
70	j-3	Criminal Justice Institute	Provide for the initial planning of an institution which can collect and analyze data pertaining to all aspects of the criminal justice systems, 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.
71	j-4	Specific Problem Oriented Research	Provide for in-depth research and analysis leading to program design recommendations in areas where specific research findings are needed and are not presently available.
72	j-5	Experimental and Demonstration Projects	Provide for experimental and demonstration projects which will test and evaluate new methods and programs in the area of criminal justice.

*From an organisational angle, two important requirements should be pointed out which are partly implicit in the spirit and the mechanisms of the "futures-creative" planning process. The "futures-creative" planning process should be:*

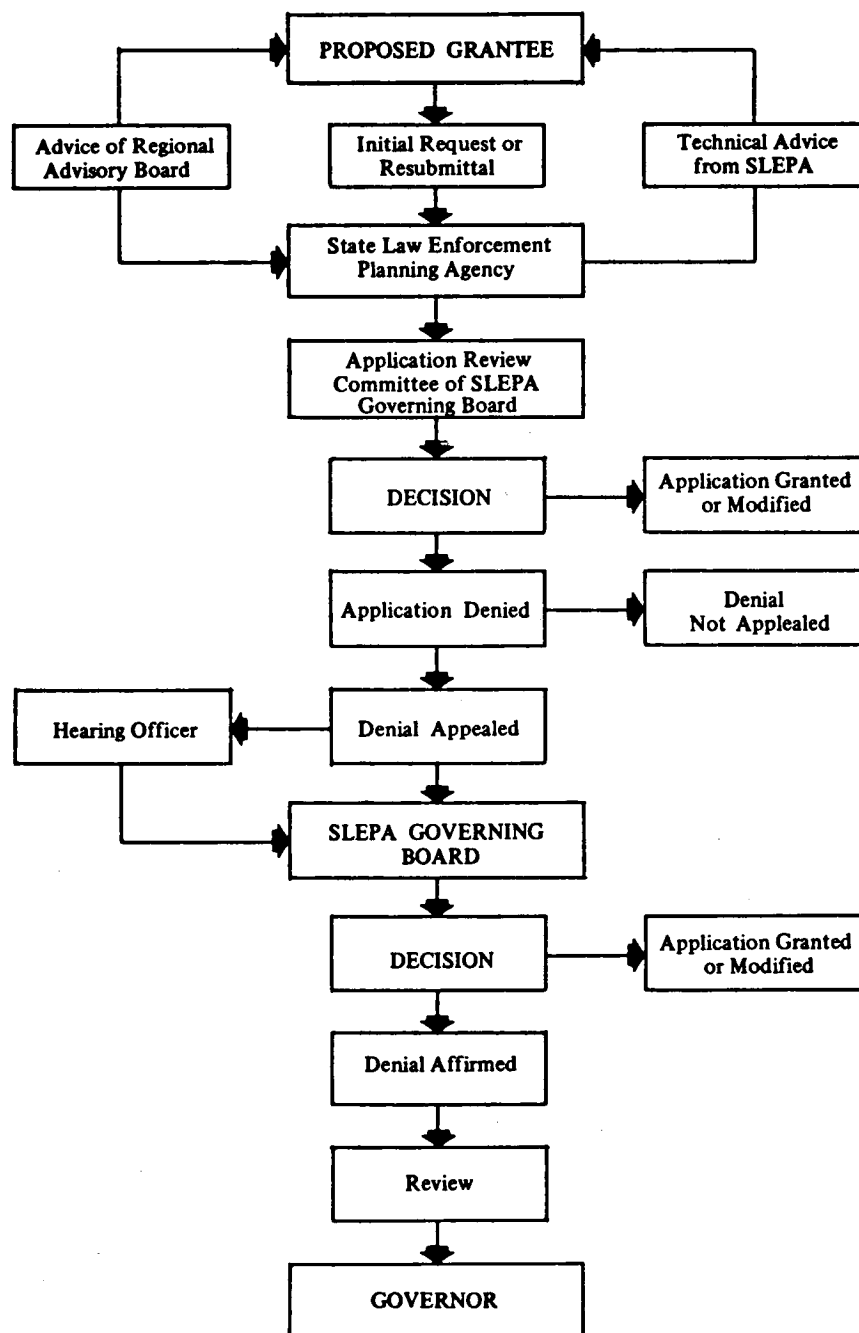
- democratic, i.e., based on decentralised initiative and centralised synthesis, requiring effective communication to permit full understanding of central policies and objectives, and thus encourage self-motivation at all levels and stimulation and guidance of creativity; and*
- not responsible for decision-making, but providing rather the full information base for decision making in a systematic manner. Planning aims at rationalization of the basis for action, and not at rationalisation of the action itself. This implies an institutional requirement for the interaction of planning and decision making at the proper levels and at the proper decision points.*

ERICH JANTSCH, Working Symposium  
on Long-Range Forecasting and Plan-  
ning, Bellagio, Italy, October 27 –  
November 2, 1968

## **APPENDIX A**

### **SAMPLE APPLICATIONS FROM CHAPTER II**

## SUB-GRANT APPLICATION REVIEW AND APPEAL PROCEDURES







**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 **70**. 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.

*Frank Smith*

(Signature, same signature as at end of this form)

- g. The provisions and requirements of Title VI of the Civil Rights Act of 1964 and all regulations issued by the Department of Justice (28 CFR Part 42) issued pursuant to that Title, to the extent that no persons shall, in regards to race, color or national origin, be excluded from participation in, or denied the benefits of, or be otherwise subjected to discrimination under any program or activity for which the applicant received federal assistance originating from the United States Department of Justice, will be adhered to.
  - h. It is the intent of Applicant that (if this be an action grant application), after a reasonable period of time, the cost of continued support of the project will be completely absorbed into the Applicants own budget.
  - i. Funds awarded pursuant to this application will be used for the program described by applicant herein, or in any amendment thereto duly filed with and approved by SLEPA.
  - j. Any action grant funds expended for the compensation of personnel as part of the program described by applicant herein, exclusive of funds spent for training, will be matched by applicants extra expenditures for increase personnel compensation of equal amount.
  - k. If copyrightable or patentable subject matter is produced by a sub-grantee through the sub-grant project, the applicant herein will notify SLEPA and request advice as to federal policy thereon, before undertaking to copyright or patent such matter.
  - l. Accounting procedures will provide for an accurate and timely recording of receipt of funds by source, of expenditures made from such funds, and of unexpended balances. Controls will be established which are adequate to ensure that expenditures charged to grant activities are for allowable purposes and that documentation is readily available to verify that such charges are accurate. All required records will be maintained until an audit is completed and all questions arising therefrom are resolved, or three years after completion of a project, which ever 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: Frank Smith

Signature: Frank Smith

Title: Mayor

Mayor, Freeholder-Director, State Department Head

Project Number

Inner City, New Jersey  
Applicant

ATTACHMENT ONE

PART A - ITEM 8. DESCRIPTION OF PROJECT

a. THE PROBLEM

Efforts by the Inner City Police Department to improve its capability to deter crime and to apprehend the perpetrators of crime are retarded by the lack of modern communications equipment and techniques.

To maximize its effectiveness, a police department must minimize the time required for its men to respond to actual or potential crimes. Studies have shown a clear and direct link between response time and clearance rates for many types of crime. For these reasons, the Inner City Police Department 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. Unfortunately, although productive steps have been taken, inadequate financial resources continue to prevent major strides in these areas, particularly in communications. Currently, the Department is seeking to utilize portable communications equipment in situations where the impact of rapid communications can be greatest, particularly in situations which directly link communications with improved mobility.

Last year, a Tactical Patrol Force was created with a threefold purpose:

1. To develop a highly trained mobile unit to serve as an anti-riot force.
2. To place in the field a group of Police Officers who could concentrate on Part 1 crimes free from routine assignment.
3. To provide manpower and assist other commands with special problems such as stake outs, raids, and disturbances.

Following the assignment to this unit of thirty-seven specially trained personnel, the Tactical Patrol Force went into operation employing the greatest mobility, flexibility, and response capability currently possible within the limits of Police Department resources. Among the operational innovations employed was the utilization of electronic data processing equipment in the Records Bureau to provide a weekly and daily summary of reported Part 1 crimes in the City. Included in the equipment available to the Tactical Patrol Force were two portable "walkie-talkies."

During a six-month period, the Tactical Patrol Force, with 2.65 percent of the Department's personnel, made 19.2 percent of all departmental arrests in the City. Based on this initial success, the personnel strength of the Tactical Force was increased from thirty-seven to fifty-three after six-months of operation. In the brief period since then, the Force has contributed more than 20 percent of all arrests.

ATTACHMENT ONE (Cont'd)

It is clear that the concept of mobile Tactical Patrol Force has produced a significant improvement in local crime control capability. However, considerable potential remains for even greater improvement if a rapid individual communications capability can be established in combination with the already proven operational procedure of the Tactical Patrol Force. Without a direct, rapid, and continuous communications link to every tactical policeman, the maximum potential of this force cannot be achieved. The fact that when out of his car each officer is severed from his communications link, continues to hamper effective operations.

In all other operating units within the Police Department, the problem of adequate communications is also a seriously retarding factor to response time improvements. Studies have shown that the average patrolman spends at least fifty percent and often much more of his time away from his patrol car, and thus out of touch with his superiors. In any city or town, this presents a serious problem. In Inner City, where the demands for police service are overwhelming, and where personnel are in short supply, the lack of continuous, direct communications is a severe handicap which blocks significant improvement in police service.

b. GOALS AND OBJECTIVES

The goal of this project is to increase the risks and difficulty of committing crimes in Inner City. Success in accomplishing the following two objectives will be used to measure achievement of this goal: to reduce the response time of police personnel to crime incidents and thus increase the clearance rate for reported crime.

c. PROJECT ACTIVITIES

The following activities will be undertaken and completed during the project period:

1. Design of procedure for the assignment and utilization of equipment in ways that offer potential for maximizing the impact of the available equipment. Tentatively, thirty transceiver units will be assigned to the Tactical Patrol Force, while the remainder will be made available to Patrol Division personnel throughout the City.
2. Acquisition of equipment. Transceiver units will be two-frequency miniaturized portable units capable of transmitting from anywhere in the City and capable of receiving from most areas of the city. Rechargeable batteries will be utilized.
3. Orientation of personnel in operation, maintenance, and communication procedures.
4. Full implementation of equipment usage with application of equipment to various operating situations.
5. Evaluation.

ATTACHMENT ONE (Cont'd)

See "h" below.

The work timetable below summarizes the project activities and their phasing.

First Month - Design of procedures and acquisition of equipment.

Second Month - Orientation of personnel and implementation of equipment usage.

Third through  
Twelfth Months - Continued operation.

Twelfth Month - Evaluation.

d. PROJECT MANAGEMENT

The Deputy Chief of Police commanding the Patrol Division will be the Project Director, and will report directly to the Chief of Police. He will be responsible for the completion of all project activities described in "c", above, and for the preparation of reports required by N.J. SLEPA. In administering the project, the Project Director will employ established Police Department and Inner City procedures to insure proper controls and financial accountability for all project expenditures.

e. PERSONNEL

Not applicable.

f. BRIEF PERSONNEL BIOGRAPHIES

Not applicable.

g. PARTICIPATING AGENCIES

The Inner City Police Department will operate the project and will be responsible for the completion of the project activities and the management procedures described in "c" and "d" above.

h. PROJECT EVALUATION

Project evaluation will be based upon data collected during the project period regarding the response time of patrol personnel units equipped with transceivers as compared to unequipped patrol personnel or units.

Response time will be measured from the time a crime is reported. Comparative data on different types of crime will be developed and analyzed. The second measure to be used in project evaluation will be clearance rate, and this too will be analyzed for different types of crime on a comparative basis.

ATTACHMENT ONE (Cont'd)

(Following is a dummy table showing one of the types of analysis to be used in evaluating the effect on police response time of the use of these transceiver units). Further analysis using multiple variables, i.e. different types of patrol personnel (one-man versus two-man units) and different types of patrol procedures will be conducted in order to determine that any significant reduction in response time is in fact due to the use of the transceiver units and not to some other uncontrolled factors.

Evaluation will be conducted by the Community Development Administration, in accordance with its responsibilities for central planning and coordination under a SLEPA planning grant, with the assistance of the Police Planning Bureau.

Relationship of Transceivers to Response  
Time and Arrests

Type of Call		Average Field Response Time (Travel Time in Minutes)	
		Transceiver Units	Non-transceiver Units
Emergency	Crime Uncleared		
	Arrest Made		
Nonemergency but urgent	Crime Uncleared		
	Arrest Made		
All other Nonemergency	Crime Uncleared		
	Arrest Made		

i. ALTERNATIVE METHODS:

Not applicable.

j. ASSUMPTION OF COSTS:

Not applicable.

Inner City, New Jersey  
Applicant

**PART A - ITEM 9. FIRST YEAR BUDGET DETAIL (Estimate)**  
(IF ADDITIONAL SPACE IS NEEDED USE BUDGET EXPLANATION PAGE)

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**ATTACHMENT TWO (Continued)**

COST ELEMENT	FEDERAL SHARE	STATE / LOCAL SHARE	PROJECT TOTAL
D. Office Supplies, Postage, Printing, Etc. (Itemize)			
Total Office Supplies	\$ _____	\$ _____	\$ _____
E. Facilities, Office Space, Utilities, Equipment Rental (Itemize)			
Total Facilities	\$ _____	\$ _____	\$ _____
F. Equipment (Itemize)			
100 miniaturized, portable, two-frequency, transceivers @ \$605			60,500
100 rechargeable transceiver batteries @ \$36			3,600
Total Equipment	\$ <u>38,460</u>	\$ <u>25,640</u>	\$ <u>64,100</u>
G. Indirect Costs			
Total Indirect	\$ _____	\$ _____	\$ _____
H. Total Project Costs	\$ <u><u>38,460</u></u>	\$ <u><u>25,640</u></u>	\$ <u><u>64,100</u></u>

<b>State of New Jersey</b> <b>STATE LAW ENFORCEMENT PLANNING AGENCY</b>  <b>APPLICATION FOR CRIMINAL JUSTICE IMPROVEMENT GRANT</b> <b>(UNDER PART B OR PART C, TITLE I, PUBLIC LAW 90-351)</b>	<b>For SLEPA Use Only</b>	
	REGION	FUNCTIONAL CATEGORY
	PROJECT NUMBER	DATE RECEIVED
	TRANSACTION NUMBER	DATE APPROVED
<b>SECTION A</b> (TO BE COMPLETED BY PROJECT DIRECTOR - SEE INSTRUCTIONS)		

- Project Title Community Treatment Center
- Type of Application ☐ Planning ☒ Action ☐ Revision ☐ Continuation
- Applicant Unit of Government Outer City, New Jersey
- Location of Project Second Ward, Outer City, New Jersey
- Project Duration From January 1, 1970 To December 31, 1970
- Program Area (see instructions) F-2: Community Based Corrections
- Description of Project (describe in detail on ATTACHMENT ONE)
- Budget (see instructions - provide itemization as called for on ATTACHMENT TWO)

TOTAL ESTIMATED COST						
SOURCE OF FUNDS	FIRST YEAR		SECOND YEAR		THIRD YEAR	
	%	AMOUNT	%	AMOUNT	%	AMOUNT
SLEPA	28	\$ 56,116	25	\$ 51,061	25	\$ 53,614
STATE						
LOCAL	72	145,728	75	153,014	75	160,664
OTHER						
TOTAL	100	\$ 201,844	100	\$ 204,075	100	\$ 214,278

- Specify How Non-Slepa Share will be provided City and county funds.
- Project Director
 

Name Mr. Robert C. Lassiter Title County Probation Officer

Address 168 Broad Street, Outer City, New Jersey Telephone Number 859-6829
- Financial Officer
 

Name Merrill C. Fennerman Title Comptroller

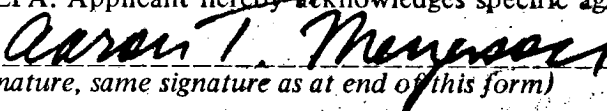
Address 168 Broad Street, Outer City, New Jersey Telephone Number 696-0500

**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 70. If this is an action or a planning project, it is expressly agreed that this project will meet the requirements of Part B or Part C, as applicable, Title I, of Public Law 90-351, and all administrative regulations established by the federal law Enforcement Assistance Administration and the New Jersey State Law Enforcement Planning Agency.

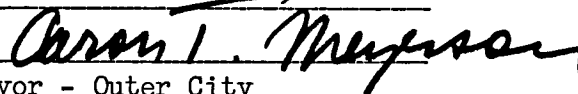
2. Acceptance of conditions - The undersigned agrees, on behalf of the applicant agency, that:

- a. Any grant awarded pursuant to this application shall be subject to and will be administered in conformity with the (i) General Conditions Applicable to Administration of Grants under Part B or Part C as applicable, Title I, Public Law 90-351, (ii) Conditions Applicable to the Fiscal Administration of Grants under Part B or Part C, as applicable of, Title I, Public Law 90-351, and (iii) Any Special Conditions contained in the grant award.
- b. Any grant received as a result of this application may be terminated or fund payment discontinued by the State Law Enforcement Planning Agency when in its opinion a substantial failure to comply with the provisions of Public Law 90-351 or any regulations (SLEPA or federal) promulgated thereunder, including these Grant Conditions, has occurred.
- c. Reports will be submitted whenever requested by SLEPA.
- d. Fiscal control and fund accounting procedures will be established which assure proper disbursement of, and accounting for, grant funds and required non-federal expenditures that meet the requirement of the State of New Jersey to the federal government as specified in Title I, Part C, of the Omnibus Crime Control and Safe Streets Act of 1968.
- e. Applicant will make available and expend from non-federal sources as needed, adequate resources for meeting matching requirements specified in Title I, Part C, Omnibus Crime Control and Safe Streets Act of 1968.
- f. Funds awarded pursuant to this application will be used to supplement and not supplant funds otherwise made available for law enforcement purposes, and to the extent possible, will be used to increase such funds. (The test of not supplanting funds, to which the Applicant hereby agrees, shall be that SLEPA funds are not substituted for local funds directly, and also that expenditures for law enforcement for the annual period covered, are at least as great as for the preceding year plus the average annual increment in such expenditures for the past 2,3,4, or 5 years.) A further statement will be executed by the applicant, attesting that funds have not in fact been so supplanted, either at the end of the project or at some time intermediate the commencement and termination of the project, at the request of SLEPA. Applicant hereby acknowledges specific agreement to this paragraph.

  
(Signature, same signature as at end of this form)

- g. The provisions and requirements of Title VI of the Civil Rights Act of 1964 and all regulations issued by the Department of Justice (28 CFR Part 42) issued pursuant to that Title, to the extent that no persons shall, in regards to race, color or national origin, be excluded from participation in, or denied the benefits of, or be otherwise subjected to discrimination under any program or activity for which the applicant received federal assistance originating from the United States Department of Justice, will be adhered to.
  - h. It is the intent of Applicant that (if this be an action grant application), after a reasonable period of time, the cost of continued support of the project will be completely absorbed into the Applicants own budget.
  - i. Funds awarded pursuant to this application will be used for the program described by applicant herein, or in any amendment thereto duly filed with and approved by SLEPA.
  - j. Any action grant funds expended for the compensation of personnel as part of the program described by applicant herein, exclusive of funds spent for training, will be matched by applicants extra expenditures for increase personnel compensation of equal amount.
  - k. If copyrightable or patentable subject matter is produced by a sub-grantee through the sub-grant project, the applicant herein will notify SLEPA and request advice as to federal policy thereon, before undertaking to copyright or patent such matter.
  - l. Accounting procedures will provide for an accurate and timely recording of receipt of funds by source, of expenditures made from such funds, and of unexpended balances. Controls will be established which are adequate to ensure that expenditures charged to grant activities are for allowable purposes and that documentation is readily available to verify that such charges are accurate. All required records will be maintained until an audit is completed and all questions arising therefrom are resolved, or three years after completion of a project, which ever 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: Aaron T. Meyerson

Signature: 

Title: Mayor - Outer City

Mayor, Freeholder-Director, State Department Head

Project Number

Outer City, New Jersey  
Applicant

ATTACHMENT ONE

PART A - ITEM 8. DESCRIPTION OF PROJECT

A. Problem

One of Outer City's most pressing problems, identified by the Mayor's Committee on Criminal Justice, is the incidence of Juvenile Delinquency. A survey, concluded last month, reveals the following statistics:

Fiscal Year 1968 - 1969

1. Total Arrests of Juveniles	4,325
2. Total Arrests of Juveniles for Index Crimes	865
3. Total Juveniles Correctionally Committed	29
4. Total Juveniles Placed on Probation	363
5. Increase in Juvenile Delinquency over last year -	4.8%

Many times youngsters are arrested as juvenile delinquents who could well profit from a different kind of handling than that represented by traditional probation or correctional commitment. There is a need in Outer City to develop a community based center that will bring together a variety of treatment services that can serve as a resource for referrals from agencies within the community and as another alternative for the Juvenile Court. It is understood that the best prospect for rehabilitation lies in those efforts that are directed within the community setting when practical.

B. Goals

1. To reduce the incidence of Juvenile Delinquency for index crimes in Outer City.
2. To reduce the number of juveniles adjudged delinquent in Juvenile Court for school behavior problems.

C. Objectives

1. To establish a Community Social Service Center that will direct helping services to 150 youngsters, age 14-16, evidencing behavior in school and/or general Community that cannot be tolerated but that is not severe enough to warrant detention.
2. To provide a place where families of disturbed youngsters can receive guidance and supportive assistance.
3. To encourage youngsters to remain in school by offering tutorial assistance to those evidencing special learning problems.
4. To provide a temporary shelter for youngsters in need of a temporary respite from home or neighborhood pressures.

D. Program Activities

A large residence or store front will be rented in close proximity to Jefferson High School. The facility will be of sufficient size to accommodate

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ATTACHMENT ONE (Continued)

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a maximum of 10 in full residence and to provide consultation and conference space for a total of 30 youngsters at any one time.

Referrals will be accepted exclusively through the county juvenile court. They may be made on the recommendation of the city Juvenile Aid Department in consultation with the court as an alternative to formulating a formal charge or as the result of a complaint and juvenile court hearing. In both instances, a referral to the Social Service Center would be with the acquiescence of the juvenile and his parents or guardians.

The following elements will constitute the program:

1. Complete Social investigation on each client.
2. Medical and dental examinations of each client followed by treatment when indicated.
3. Remedial Education, some during school hours for limited periods and special tutorial services after school hours.
4. Social casework with families of clients.
5. Group therapy program as a treatment method with clients and parents/guardians.
6. Psychological counselling.
7. Limited residential capacity.

E. Project Management

The project director will be responsible to the City Director of Welfare for the administration of the program. The director has been chosen, Mr. Robert C. Lassiter, a man who has served 8 years as a county probation officer and who has a master's degree in social work. He has been granted an extended leave of absence to head this project for the city.

F. Personnel

Project Director - Responsible for overall administration of project. Runs group therapy sessions.

Assistant Director - Assists the director in all phases of program management. Helps run group therapy sessions. Education - AB in related subjects.

Social Worker (2) - Conducts intake interviews, conducts social investigations, does social casework with families and acts as a liaison with interested community agencies. Education - MSW.

Remedial Education Specialists (2) - Works with youngsters evidencing learning disabilities with programmed learning techniques and private tutoring. Education - Master of education in special education.

Program Aides (8) - Will be responsible for general supervision of the in-resident clients, housekeeping and cooking chores. Twenty-four hours per day, 7 days per week coverage will be afforded.

Clerk-Typist - Will perform all secretarial type duties.

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ATTACHMENT ONE (Continued)

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In addition to the above full time staff, professional time will be purchased as needed for dental, medical and psychological services.

The staff will work as a team, meeting together frequently to discuss each child's progress. Close liaison will be maintained with the school, court, and other relevant agencies.

G. Brief Personnel Biographies - Will be forwarded immediately upon hiring staff.

H. Participating Agencies - County Juvenile Court; County Probation Office; Outer City School System; Outer City Department of Public Welfare; Outer City Child Guidance Clinic; Outer City Metropolitan Hospital Out Patient Clinic; Catholic Welfare Services Inc.; Council of Churches; YMCA.

I. Project Evaluation - Project effectiveness will be measured as follows:

Quantitative Analysis

1. Number of requests for program service.
2. Number of clients in program during project year including in-residence breakdown.
3. Number of parents participating in program.
4. Number of clients receiving special professional services.
5. Number of home visit contacts.
6. Number of Community Agency contacts and/or referrals.

Qualitative Analysis

1. Number of clients successfully completing program - (Return to community without program support, established in the community in a stable situation work-school-residence).
2. Special research - Throughout the project year, a random sample of cases referred to juvenile court will receive the usual kind of determination and a random sample will be referred to the Outer City Community Social Service Center. These cases will be followed up for a period of three years to compare the effectiveness of the community program with other kinds of methods traditionally used. A special research design will be developed by Rutgers University School of Social Work as part of the planning phase.

Project Number

Outer City, New Jersey  
Applicant

## ATTACHMENT TWO

## PART A - ITEM 9. FIRST YEAR BUDGET DETAIL (Estimate)

(IF ADDITIONAL SPACE IS NEEDED USE BUDGET EXPLANATION PAGE)

COST ELEMENT			FEDERAL SHARE	STATE / LOCAL SHARE	PROJECT TOTAL
A. Salaries and wages					
(SEE INSTRUCTION 8A IF THIS BE AN ACTION GRANT APPLICATION)					
Position	% of time	Monthly Salary			
Project Director	100	\$ 1,250.00		15,000	15,000
Assistant Director	100	1,000.00		12,000	12,000
Social Worker (2)	100	875.00		21,000	21,000
Remedial Education Specialists (2)	100	875.00		21,000	21,000
Program Aides (8)	100	541.66		52,000	52,000
Clerk Typist	100	476.66		5,720	5,720
Sub-Total Salaries			\$ _____	\$ 126,720	\$ 126,720
Employee Benefits @ 15 %			\$ _____	\$ 19,008	\$ 19,008
Total Salaries			\$ _____	\$ 145,728	\$ 145,728
B. Consultants (list by individual or type)					
(SEE INSTRUCTION 8B IF THIS BE A PLANNING GRANT APPLICATION)					
See Budget Explanation Attachment TWO	Total Consultants		\$ 12,000	\$ _____	\$ 12,000
C. Travel, Transportation, Subsistence (itemize)					
Purchase of a Mini-bus			2,486		
Staff Travel - 1000 miles per mo. at \$.10 per mile			1,200		
Subsistence for 10 in-residence youths 365 days @ \$1.10 per day per person			4,015		
Lunches for 20 out-resident youth 365 days @ \$.50 per day			3,640		
Emergency clothing estimated at \$3.00 per youth			450		
Total Travel			\$ 11,791	\$ _____	\$ 11,791



## ATTACHMENT TWO (Continued)

COST ELEMENT	FEDERAL SHARE	STATE / LOCAL SHARE	PROJECT TOTAL
D. Office Supplies, Postage, Printing, Etc. (Itemize)			
Office Supplies	\$ 120.00		
Printing	60.00		
Postage	84.00		
Subscriptions and Publications	25.00		
Assorted educational (including program materials) and recreational materials including audio-visual aids, tapes, records, films, slides, easels, etc., for an estimated total of -	1500.00		
Total Office Supplies	\$ 1789.00	\$ _____	\$ 1789.00
E. Facilities, Office Space, Utilities, Equipment Rental (Itemize)			
Rental of facility to accommodate 10 live-ins plus offices and alterations to develop facility to program needs.	9,500		
Utilities (Heat, light, telephone)	2,800		
Maintenance and Maintenance Supplies	900		
Total Facilities	\$ 13,200	\$ _____	\$ 13,200
F. Equipment (Itemize) *			
*See Budget Explanation, Item F.			
Total Equipment	\$ 7,725	\$ _____	\$ 7,725
G. Indirect Costs			
5% of total costs	9,611		
Total Indirect	\$ 9,611	\$ _____	\$ 9,611
H. Total Project Costs	\$ 56,116	\$ 145,728	\$ 201,844

**ATTACHMENT TWO (Continued)**

**BUDGET EXPLANATION (Use if additional space needed)**

The projection of project costs for a three year period takes into account a reduction in SLEPA funds for years 2 and 3 due to a diminished need for capital expenditures. It also estimates a 5% rise per year in cost of living.

**A. Salaries and Wages**

All personnel costs will be paid as local contributions. The County and City are cooperating in this project and some of the personnel are being transferred from other programs to devote full time to the project and other personnel will be hired.

**B. Consultants**

Consultant fees include medical and dental examinations plus emergency treatment when indicated. These are at reduced fees per special arrangements. Consultant fees also include psychological testing and counselling on a limited scale.

**C. Travel, Transportation, Subsistence**

A mini-bus is needed to transport the participants to various community resources.

**F. Equipment**

1 Secretarial Desk (Office) @ \$125.45	\$ 126.00
1 Secretarial Chair (Office) @ \$31.00	31.00
4 Executive Desks (Office) @ \$98.75	395.00
4 Executive Chairs (Office) @ \$38.75	116.25
4 Small Tables (Office)	140.00
3 Three Drawer files (Office) @ \$47.00	141.00
1 Electric Typewriter (Office)	432.00
1 Dictator (Office)	365.00
1 Transcriber (Office)	365.00
12 Chairs (Office) @ \$17.25	207.00
1 35mm slide projector (Educational)	185.00
1 16mm sound projector-movie (Educational)	590.00
1 Record and tape player (Recreational and Educational)	300.00
1 Washing Machine (Sanitation)	170.00
1 Dryer (Sanitation)	110.00
12 Beds - Double Bunk @ \$67.00 (Bedrooms)	804.00
24 Pillows	53.00
24 Mattresses	672.00
6 dozen sheets	144.00
6 dozen pillow cases	39.00
16 chest of drawers	480.00
48 Blankets	320.00
24 Chairs	552.00
1 File (5 x 8) (Office)	19.00
1 Refrigerator	280.00
1 Range	280.00
2 Tables	150.00
15 Kitchen Chairs	258.75
	<u>\$7,725.00</u>

<b>State of New Jersey</b> <b>STATE LAW ENFORCEMENT PLANNING AGENCY</b>  <b>APPLICATION FOR CRIMINAL JUSTICE IMPROVEMENT GRANT</b> (UNDER PART B OR PART C, TITLE I, PUBLIC LAW 90-351)	<b>For SLEPA Use Only</b>						
	<table border="1" style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 50%;">REGION</td> <td style="width: 50%;">FUNCTIONAL CATEGORY</td> </tr> <tr> <td>PROJECT NUMBER</td> <td>DATE RECEIVED</td> </tr> <tr> <td>TRANSACTION NUMBER</td> <td>DATE APPROVED</td> </tr> </table>	REGION	FUNCTIONAL CATEGORY	PROJECT NUMBER	DATE RECEIVED	TRANSACTION NUMBER	DATE APPROVED
REGION	FUNCTIONAL CATEGORY						
PROJECT NUMBER	DATE RECEIVED						
TRANSACTION NUMBER	DATE APPROVED						
<b>SECTION A</b> (TO BE COMPLETED BY PROJECT DIRECTOR — SEE INSTRUCTIONS)							

1. Project Title Community Education in the Prevention of Narcotics & Drug Abuse
2. Type of Application    ☐ Planning    ☒ Action    ☐ Revision    ☐ Continuation
3. Applicant Unit of Government Suburban Town, New Jersey
4. Location of Project Suburban Town Junior and Senior High Schools
5. Project Duration    From January 1, 1970    To December 31, 1970
6. Program Area (see instructions) b-6 Public Education on How to "Harden" Crime Targets
7. Description of Project (describe in detail on ATTACHMENT ONE)
8. Budget (see instructions — provide itemization as called for on ATTACHMENT TWO)

TOTAL ESTIMATED COST						
SOURCE OF FUNDS	FIRST YEAR		SECOND YEAR		THIRD YEAR	
	%	AMOUNT	%	AMOUNT	%	AMOUNT
SLEPA	56	\$ 39,127.96				
STATE						
LOCAL	44	30,656.04				
OTHER						
<b>TOTAL</b>	<b>100</b>	<b>69,784.00</b>	<b>100</b>		<b>100</b>	

10. Specify How Non-Slepa Share will be provided    Cash - \$13,233.04    In Kind - \$17,423.00
11. Project Director \_\_\_\_\_
 

Name <u>George Herman</u>	Title <u>Ass't. Supt. of Schools</u>
Address <u>Prince Blvd., Suburban Town, N.J.</u>	Telephone Number <u>123-1234</u>
12. Financial Officer \_\_\_\_\_
 

Name <u>Joseph Barrow</u>	Title <u>School Business Administrator</u>
Address <u>Madison St., Suburban Town, N.J.</u>	Telephone Number <u>234-2345</u>

**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 1972. 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.

Francis Boothe  
(Signature, same signature as at end of this form)

- g. The provisions and requirements of Title VI of the Civil Rights Act of 1964 and all regulations issued by the Department of Justice (28 CFR Part 42) issued pursuant to that Title, to the extent that no persons shall, in regards to race, color or national origin, be excluded from participation in, or denied the benefits of, or be otherwise subjected to discrimination under any program or activity for which the applicant received federal assistance originating from the United States Department of Justice, will be adhered to.
  - h. It is the intent of Applicant that (if this be an action grant application), after a reasonable period of time, the cost of continued support of the project will be completely absorbed into the Applicants own budget.
  - i. Funds awarded pursuant to this application will be used for the program described by applicant herein, or in any amendment thereto duly filed with and approved by SLEPA.
  - j. Any action grant funds expended for the compensation of personnel as part of the program described by applicant herein, exclusive of funds spent for training, will be matched by applicants extra expenditures for increase personnel compensation of equal amount.
  - k. If copyrightable or patentable subject matter is produced by a sub-grantee through the sub-grant project, the applicant herein will notify SLEPA and request advice as to federal policy thereon, before undertaking to copyright or patent such matter.
  - l. Accounting procedures will provide for an accurate and timely recording of receipt of funds by source, of expenditures made from such funds, and of unexpended balances. Controls will be established which are adequate to ensure that expenditures charged to grant activities are for allowable purposes and that documentation is readily available to verify that such charges are accurate. All required records will be maintained until an audit is completed and all questions arising therefrom are resolved, or three years after completion of a project, whichever is sooner.
3. This application consists of the following attachments in addition to this form:  
Attachment 1: Description of Project  
Attachment 2: Project Budget  
By:

Name: Francis Boothe

Signature: Francis Boothe

Title: Mayor

Mayor, Freeholder-Director, State Department Head

Project Number

Suburban Town, New Jersey  
Applicant

ATTACHMENT ONE

PART A - ITEM 8. DESCRIPTION OF PROJECT

a. THE PROBLEM

There is considerable evidence existing that the youngsters in the Suburban Town High School and Junior High Schools are familiar with narcotics. There is further evidence that there has been a considerable amount of experimentation with drugs. The local police department informs us that there have been twenty-nine (29) drug arrests during the present year with twenty-five (25) of these being juveniles and only four (4) being adults. The depth of the concern of the community is evidenced by the formulation of a committee under the auspices of the Board of Education and including interested citizens from civic, religious, and service groups. In addition, a private group of parents has been meeting regularly to find a way to alleviate the problem.

Police also indicate that there are thirty (30) confidential investigations going on at the present moment that have to do with narcotics and drug abuse. This is in contrast with the 1968 report which indicates there were five (5) arrests in 1968. During the present year one individual reported forty (40) drug users within the community. All of these were validated by the Suburban Town Police Department.

b. GOALS AND OBJECTIVES

The goal of this program is to reduce and eliminate, insofar as possible, the illegal use of narcotics and other harmful drugs by the juveniles in Suburban Town. The specific objectives will be:

1. To give every teacher and school administrator, all custodial, all cafeteria workers, and as many parents and children as can be reached, factual information on drugs and their effect upon the human body.
2. To train and educate the above listed groups in the confronting of the drug problems in the classroom, the school, and the home.

c. PROJECT ACTIVITIES

(Please note the Schedule of Events, Attachment Three)

The schedule of events is a projected outline of the activities designed to meet the problem. Each faculty member will receive six hours of instruction according to the schedule, while the custodial and cafeteria workers will receive two. Junior high parents and senior high parents with their children will be invited to a two-hour session and the elementary parents a four-hour session. The fifth week of the instructional schedule will be reserved for an evaluation, special conferences with parents, staff members, and youngsters.

All meetings will be held in the Suburban Town Junior High School.

Additional classes with parents, children, service organizations and other interested parents will be scheduled during the month of May. The first phase evaluation will be written at this time. The second phase of the program will be designed during June.

ATTACHMENT ONE (cont)

d. PROJECT MANAGEMENT

The Project Director will assume the administrative duties of the program. The Coordinator of Community Affairs will be directly responsible to the Project Director and his duties will include the coordinating and direction of all the instructional activities. He will supervise and coordinate the use of the consultants, and the gathering of resources and materials as needed by the staff.

Further, he will work closely with the Office of the Mayor and the Chief of Police, insuring that all activities of the program are truly coordinated and make the best use of public agencies within the Town. The Coordinator of Community Affairs will report directly to the Project Director who in turn will report through the Board of Education to the Office of the Mayor. Financial accountability will be the responsibility of the Project Director.

e. PERSONNEL

Part time personnel will be employed to serve as instructors during the training period. These individuals will be recruited from the Suburban Town Public Schools, college and university circles, community agencies, and law enforcement agencies. They will be responsible for the training of teachers, custodial, cafeteria workers, parents and youngsters.

Full time secretary - will be engaged to serve the Office of the Coordinator.

The numbers of persons to be trained - approximately 700 teachers, and administrators, 100 custodians, and 100 cafeteria workers.

Parents and children attending - as many as possible from the community.

f. BRIEF BIOGRAPHY OF PERSONNEL SELECTED

Personnel not yet selected.

g. PARTICIPATING AGENCIES

Board of Education Citizen's Committee on Narcotics and Drug Abuse  
(Advisory capacity)

Suburban Town Police Department - To participate in training and to act as consultants

Combined PTA's

Druggists and Hospitals

Local Welfare and Public Health Department

Suburban Town Retail Merchant's Association - Advertising and dissemination of information

Others to be added

ATTACHMENT ONE (Cont'd)

h. PROJECT EVALUATION

Pre- and post-tests to be developed by consultants will be administered to all participants in the project. Individual tests will be geared to the different levels of participants as follows:

- Test I - Teachers and School Administrators
- Test II - Custodial and Cafeteria Workers
- Test III - Parents
- Test IV - Children

The purpose of the testing will be to determine whether there is any significant change in the attitudes of these various groups toward the use of narcotics and drugs after their participation in the project. A secondary purpose is to determine whether the participants are significantly more knowledgeable about the subject of narcotics and drugs upon their completion of the project.

A qualitative form of evaluation will consist of small group discussion sessions involving certain selected consultants (psychiatrist, psychologist, and social worker) and participants in the project, in which the participants will be asked to evaluate and critique the project.

i. ALTERNATIVE METHODS

There are few methods other than a thorough education in the nature and abuse of narcotics and drugs that will provide a preventive approach to the solution of this problem. Other methods of combating drug abuse have been used across the country, usually with those already addicted to drugs. Community education is a necessary component to any comprehensive prevention program.

j. ASSUMPTION OF COSTS

Upon review of the preliminary and final evaluations, and after meetings of the participants involved, necessary machinery for the assumption of project costs will be established. Civic organizations and retail merchants have expressed a desire to contribute to this program for the betterment of Suburban Town and it is expected that they will help sustain the project upon termination of the SLEPA funds. The Suburban Town Council has resolved to assume any and all costs for the continuation of this project, beginning in January, 1971, if it proves successful.



Project Number

Suburban Town, New Jersey  
Applicant

## ATTACHMENT TWO

## PART A - ITEM 9. FIRST YEAR BUDGET DETAIL (Estimate)

(IF ADDITIONAL SPACE IS NEEDED USE BUDGET EXPLANATION PAGE)

COST ELEMENT			FEDERAL SHARE	STATE / LOCAL SHARE	PROJECT TOTAL
<b>A. Salaries and wages</b>					
(SEE INSTRUCTION 5A IF THIS BE AN ACTION GRANT APPLICATION)					
Position	% of time	Monthly Salary			
Project Director	15%	\$ 1,375.00		\$ *2,475.00	*2,475.00
Coordinator of Community Affairs	100%	1,000.00	\$ 3,500.00	8,500.00	12,000.00
Secretary	100%	340.40		*4,075.00	*4,075.00
Inservice Instructors(4) 24 sessions	80%			*4,000.00	*4,000.00
Participants, 900 within school system	.04%		23,616.00	3,984.00	27,600.00
Sub-Total Salaries			\$ 27,116.00	\$ 23,034.00	\$ 50,150.00
Employee Benefits @ 6 %			\$ 1,626.96	\$ 1,382.04	\$ 3,009.00
Total Salaries			\$ 28,742.96	\$ 24,416.04	\$ 53,159.00
<b>B. Consultants (list by individual or type)</b>					
(SEE INSTRUCTION 5B IF THIS BE A PLANNING GRANT APPLICATION)					
Total Consultants*			\$ 5,500.00	\$	\$ 5,500.00
<b>C. Travel, Transportation, Subsistence (itemize)</b>					
*See ATTACHMENT THREE					
Total Travel			\$ - 0 -	\$	\$ - 0 -

ATTACHMENT TWO (Continued)			
COST ELEMENT	FEDERAL SHARE	STATE / LOCAL SHARE	PROJECT TOTAL
D. Office Supplies, Postage, Printing, Etc. (Itemize)			
Office Supplies	\$ 400.00		
Postage	3,200.00		
Total Office Supplies	\$ 3,600.00	\$ -0-	\$ 3,600.00
E. Facilities, Office Space, Utilities, Equipment Rental (Itemize)			
Classroom facilities rent		\$ * 1,440.00	
Office space (2) rooms		* 4,200.00	
Utilities office		* 600.00	
Phone	500.00		
Total Facilities	\$ 500.00	\$ 6,240.00	\$ 6,740.00
F. Equipment (Itemize)			
1 Secretary's desk and Executive Typewriter	300.00		
File (4 drawer)	80.00		
Chairs	105.00		
Total Equipment	\$ 785.00	\$	\$ 785.00
G. Indirect Costs			
Total Indirect	\$	\$	\$
H. Total Project Costs	\$ 39,127.96	\$ 30,656.04	\$ 69,784.00
		* Inkind contribution to matching share in lieu of cash.	

ATTACHMENT THREE

Schedule of Events

January and February

1. Hire Coordinator of Community Affairs
2. Hire Instructors
3. Research materials and gather resources, specifics of the problem
4. Write curriculum
  - a. Factual information on drugs for:
    1. All teachers
    2. Custodians
    3. Cafeteria workers
    4. Parents and children
  - b. Confronting the problem in:
    1. The classroom - for teachers
    2. The school - for custodians and cafeteria
    3. The home - for parents and children
  - c. Refine schedule of classes

March and April

1. Operation of program
2. Preliminary evaluation

May and June

1. Follow-up classes (parents and children)
2. Final evaluation of first phase of program
3. Design second phase of program (September - December, 1970)\*

Consultants\*\*

Police Department	Child Development Specialist
Public Health Officials	Social Worker (C.W.)
Psychiatrist	Physicians
Behavioral Psychologist	

\*The second phase of the program (September - December) will duplicate, subject to the first phase evaluation, the March - June portion of the first phase. Both phase one and phase two will be evaluated in December 1970.

\*\*All public employees, such as police department personnel, acting as consultants in the program will be paid regular per hour overtime rates for evening and weekend consultation. Other consultants will be paid on a regular per diem basis not to exceed \$100 per day.

<b>State of New Jersey</b> <b>STATE LAW ENFORCEMENT PLANNING AGENCY</b>  <b>APPLICATION FOR CRIMINAL JUSTICE IMPROVEMENT GRANT</b> <small>(UNDER PART B OR PART C, TITLE I, PUBLIC LAW 90-351)</small>	<b>For SLEPA Use Only</b>						
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REGION	FUNCTIONAL CATEGORY						
PROJECT NUMBER	DATE RECEIVED						
TRANSACTION NUMBER	DATE APPROVED						
<b>SECTION A</b> <small>(TO BE COMPLETED BY PROJECT DIRECTOR - SEE INSTRUCTIONS)</small>							

1. Project Title Medium County Public Safety Center Training Component
2. Type of Application    ☐ Planning    ☒ Action    ☐ Revision    ☐ Continuation
3. Applicant Unit of Government County Board of Freeholders  
Medium County
4. Location of Project Administration Building, Medium County
5. Project Duration    From January 1, 1970    To December 31, 1970
6. Program Area (see instructions) a-4: Centralized Academies for Pre-service, In-service, Vocational and Technical Training for Criminal Justice Personnel
7. Description of Project (describe in detail on ATTACHMENT ONE)
8. Budget (see instructions - provide itemization as called for on ATTACHMENT TWO)

TOTAL ESTIMATED COST						
SOURCE OF FUNDS	FIRST YEAR		SECOND YEAR		THIRD YEAR	
	%	AMOUNT	%	AMOUNT	%	AMOUNT
SLEPA	46	\$14,642				
STATE						
LOCAL	54	17,342				
OTHER						
<b>TOTAL</b>	<b>100</b>	<b>31,984</b>	<b>100</b>		<b>100</b>	

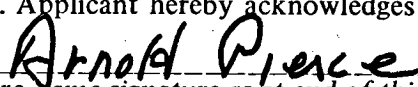
10. Specify How Non-Slepa Share will be provided Substantial monies have already been appropriated to the development of the Public Safety Center by the Board of Freeholders.
11. Project Director \_\_\_\_\_  
 Name Arnold Pierce    Title Freeholder-Director  
 Address Medium County Administration Building    Telephone Number 882-2973  
Medium, New Jersey
12. Financial Officer \_\_\_\_\_  
 Name John A. Parker    Title County Administrator  
 Address Medium County Administration Building    Telephone Number 882-2973  
Medium, New Jersey

**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 1974. If this is an action or a planning project, it is expressly agreed that this project will meet the requirements of Part B or Part C, as applicable, Title I, of Public Law 90-351, and all administrative regulations established by the federal law Enforcement Assistance Administration and the New Jersey State Law Enforcement Planning Agency.

2. Acceptance of conditions - The undersigned agrees, on behalf of the applicant agency, that:

- a. Any grant awarded pursuant to this application shall be subject to and will be administered in conformity with the (i) General Conditions Applicable to Administration of Grants under Part B or Part C as applicable, Title I, Public Law 90-351, (ii) Conditions Applicable to the Fiscal Administration of Grants under Part B or Part C, as applicable of, Title I, Public Law 90-351, and (iii) Any Special Conditions contained in the grant award.
- b. Any grant received as a result of this application may be terminated or fund payment discontinued by the State Law Enforcement Planning Agency when in its opinion a substantial failure to comply with the provisions of Public Law 90-351 or any regulations (SLEPA or federal) promulgated thereunder, including these Grant Conditions, has occurred.
- c. Reports will be submitted whenever requested by SLEPA.
- d. Fiscal control and fund accounting procedures will be established which assure proper disbursement of, and accounting for, grant funds and required non-federal expenditures that meet the requirement of the State of New Jersey to the federal government as specified in Title I, Part C, of the Omnibus Crime Control and Safe Streets Act of 1968.
- e. Applicant will make available and expend from non-federal sources as needed, adequate resources for meeting matching requirements specified in Title I, Part C, Omnibus Crime Control and Safe Streets Act of 1968.
- f. Funds awarded pursuant to this application will be used to supplement and not supplant funds otherwise made available for law enforcement purposes, and to the extent possible, will be used to increase such funds. (The test of not supplanting funds, to which the Applicant hereby agrees, shall be that SLEPA funds are not substituted for local funds directly, and also that expenditures for law enforcement for the annual period covered, are at least as great as for the preceding year plus the average annual increment in such expenditures for the past 2,3,4, or 5 years.) A further statement will be executed by the applicant, attesting that funds have not in fact been so supplanted, either at the end of the project or at some time intermediate the commencement and termination of the project, at the request of SLEPA. Applicant hereby acknowledges specific agreement to this paragraph.

  
(Signature, same signature as at end of this form)

- g. The provisions and requirements of Title VI of the Civil Rights Act of 1964 and all regulations issued by the Department of Justice (28 CFR Part 42) issued pursuant to that Title, to the extent that no persons shall, in regards to race, color or national origin, be excluded from participation in, or denied the benefits of, or be otherwise subjected to discrimination under any program or activity for which the applicant received federal assistance originating from the United States Department of Justice, will be adhered to.
  - h. It is the intent of Applicant that (if this be an action grant application), after a reasonable period of time, the cost of continued support of the project will be completely absorbed into the Applicants own budget.
  - i. Funds awarded pursuant to this application will be used for the program described by applicant herein, or in any amendment thereto duly filed with and approved by SLEPA.
  - j. Any action grant funds expended for the compensation of personnel as part of the program described by applicant herein, exclusive of funds spent for training, will be matched by applicants extra expenditures for increase personnel compensation of equal amount.
  - k. If copyrightable or patentable subject matter is produced by a sub-grantee through the sub-grant project, the applicant herein will notify SLEPA and request advice as to federal policy thereon, before undertaking to copyright or patent such matter.
  - l. Accounting procedures will provide for an accurate and timely recording of receipt of funds by source, of expenditures made from such funds, and of unexpended balances. Controls will be established which are adequate to ensure that expenditures charged to grant activities are for allowable purposes and that documentation is readily available to verify that such charges are accurate. All required records will be maintained until an audit is completed and all questions arising therefrom are resolved, or three years after completion of a project, whichever is sooner.
3. This application consists of the following attachments in addition to this form:  
Attachment 1: Description of Project  
Attachment 2: Project Budget  
By:

Name: Arnold Pierce

Signature: Arnold Pierce

Title: Freeholder-Director

Mayor, Freeholder-Director, State Department Head

Project Number

Medium County, New Jersey  
Applicant

ATTACHMENT ONE

PART A-ITEM 8. DESCRIPTION OF PROJECT

A. Problem

Medium County is centrally located between the New York City and Philadelphia Metropolitan regions and is currently experiencing a more rapid growth rate than is the case in most of the rest of the State. The influx of new residents has increased the population almost 40% in less than ten years. It is estimated that the total population will be approximately 600,000 by the year 1985, or approximately a 150% increase for a 25 year period. The population density of the county will increase correspondingly.

In December of 1969, there were 250 regular police officers in the county, in addition to 170 special police and 12 civilians connected with police operations. This is a total of 432 persons not including civil defense police. It is estimated that this number will increase by at least 80% over the next 15 to 20 years. To fully utilize these numbers of public safety personnel effectively, a greatly expanded training program should be made available within the county. A study performed in 1969 shows that none of Medium County's 13 major municipalities by itself is capable of providing a truly workable training program. Nor does the county have such a program.

The training of recruits is presently conducted outside of the county, but these out of county training facilities cannot be depended upon for the training of Medium County police officers in the future. Further, there is limited opportunity for the police to participate in the specialized, advanced, and on-the-job training required to meet our growing - and changing - county needs. In addition to the proper training of police officers, Medium County also lacks proper facilities for training other public safety personnel such as fire fighting, rescue squad, special police and civil defense personnel. Medium County must, as a result, look to ways to solve its own problems in the public safety area.

B. Goals and Objectives

Medium County presently has under construction a new County Center which will include, among other facilities, a new county jail, detention center and numerous administrative buildings. The Medium County Board of Freeholders has accepted the proposal that one of the administrative buildings be developed as a County public safety center. This center will be used primarily to provide the required basic and specialized training courses and programs. This facility is needed by the police departments of Medium County's municipalities as well as the offices of the Sheriff and Prosecutor, civil defense groups, rescue squads, local fire fighting companies, county park police, and other organizations who have a large interest in public safety in Medium County. By providing its own training facilities, Medium County will thus be most able to effectively deal with the unique problems of the County. The Board of Freeholders and the Medium County Police Chiefs Association propose to offer not only basic training courses, but also specialized courses in such subjects as narcotics, effectively dealing with juveniles and minority groups, police-community relations, and other advanced police-science courses in conjunction with the Medium County College. The Board of Freeholders considers the narcotics problem to be one of the most serious the County faces, based on discussion with all levels of law enforcement, court and legal officials. This facility will provide training for police, not only in handling narcotics problems themselves, but in giving them the preparation needed to lecture in their own municipalities.

Medium County will, with a central facility, be able to work toward the goal of effective training for all public safety personnel. This center will act as a unifying factor in molding the total resources of the County into an effective agency for the maintenance of

ATTACHMENT ONE (Continued)

public safety and security.

C. Project Activities

The International Association of Chiefs of Police is providing the consulting service for the development of this project. The detailed public safety needs and priorities in each community in Medium County have been reviewed and the most effective means of confronting these needs has been determined. A detailed analysis of the proposed facility has been provided, with a concern for obtaining the maximum benefits in terms of available space and funds. Consultants are undertaking a study to determine the needs of the training facility in terms of instructors, curriculum and relationship to Medium County College. The basic police training program is being established under the direction and guidance of the New Jersey Police Training Commission and the IACP. From all this, we expect a realistic program of maximum benefit to the communities of Medium County to be developed.

D. Project Management

The overall responsibility for the project has been assumed by the Board of Chosen Freeholders and specifically, the Freeholder Director. Responsible to the Director in the management of this project is the Chief of the Medium County Park Police and the County Administrator.

E. Personnel

Additional personnel requirements have not yet been established.

F. Participating Agencies

Board of Chosen Freeholders  
Medium County Park Commission  
Medium County Park Police  
Medium County Association of Chiefs of Police  
Medium County Firemen's Association  
Medium County Civil Defense and Disaster Control

G. Project Evaluation

At the end of the first year of what will be a multi-year, multi-phase program, we hope to have completed the following tasks with regard to the training phase of this project:

1. Development of a basic police training curriculum, consistent with New Jersey State law and approved by the New Jersey Police Training Commission, which will meet the needs for police training in Medium County. This training will be geared toward municipal and county policemen and county sheriff's officers.
2. Development, in conjunction with Rutgers Law School and Medium County College, of short-term pre-service and in-service training courses for county detectives and assistant county prosecutors.
3. Recruitment of qualified, professional instructors to work in the training programs.
4. Procurement of training aids and other equipment needed in the programs.

Successful completion of these four tasks will provide the evaluative measure of this phase of the project.

H. Alternative Methods

Not applicable.

I. Assumption of Costs

The County is committed to the development of this facility and has already expended substantial funds toward that end. Future costs of the public safety center training component will be borne by Medium County as a part of this commitment.



Project Number

Medium County, New Jersey

Applicant

## ATTACHMENT TWO

## PART A - ITEM 9. FIRST YEAR BUDGET DETAIL (Estimate)

(IF ADDITIONAL SPACE IS NEEDED USE BUDGET EXPLANATION PAGE)

COST ELEMENT	FEDERAL SHARE	STATE / LOCAL SHARE	PROJECT TOTAL
<b>A. Salaries and wages</b>			
(SEE INSTRUCTION 8A IF THIS BE AN ACTION GRANT APPLICATION)			
Position                      % of time      Monthly Salary			
Planning Coordinator      50%      \$ 1,000	\$ 3,000	\$ 3,000	\$ 6,000
Schools and Training Chairman                      42              900	2,250	2,250	4,500
County Administration Coordinator                      13              1,040	780	780	1,560
Police Chiefs Advisors (8)                      08              1,000 (each)              (each)	8,000	8,000	8,000
Engineering Advisor      05              1,040	312	312	624
Sub-Total Salaries	\$ 6,342	\$ 14,342	\$ 20,684
Employee Benefits @ _____%	\$ _____	\$ _____	\$ _____
Total Salaries	\$ 6,342	\$ 14,342	\$ 20,684
<b>B. Consultants (list by individual or type)</b>			
(SEE INSTRUCTION 8B IF THIS BE A PLANNING GRANT APPLICATION)			
6 Consultants @ \$75 per day * for 20 days                      Total Consultants	\$ 8,100	\$ _____	\$ 8,100
<b>C. Travel, Transportation, Subsistence (itemize)</b>			
*The budgeted request will be used to pay for Consultant services from the IACP and Rutgers Law School			
Total Travel	\$ _____	\$ _____	\$ _____

**ATTACHMENT TWO (Continued)**

COST ELEMENT	FEDERAL SHARE	STATE / LOCAL SHARE	PROJECT TOTAL
<b>D. Office Supplies, Postage, Printing, Etc. (Itemize)</b>			
Paper and Postage	\$ 200		
<b>Total Office Supplies</b>	\$ 200	\$	\$ 200
<b>E. Facilities, Office Space, Utilities, Equipment Rental (Itemize)</b>			
2 offices; 2 typewriters and 1 duplicating machine (office rental is \$250 per month)		3,000	
<b>Total Facilities</b>	\$	\$ 3,000	\$ 3,000
<b>F. Equipment (Itemize)</b>			
<b>Total Equipment</b>	\$	\$	\$ - 0 -
<b>G. Indirect Costs</b>			
<b>Total Indirect</b>	\$	\$	\$
<b>H. Total Project Costs</b>	<u>\$ 14,642</u>	<u>\$ 17,342</u>	<u>\$ 31,984</u>

#### PHOTO CREDITS

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# STATE LAW ENFORCEMENT PROGRAM ASSISTANCE AGENCY



A GUIDE TO  
PLANNING FOR ACTION

DISSEMINATION DOCUMENT NO. 3  
(VOLUME I)

OCTOBER 25, 1969

