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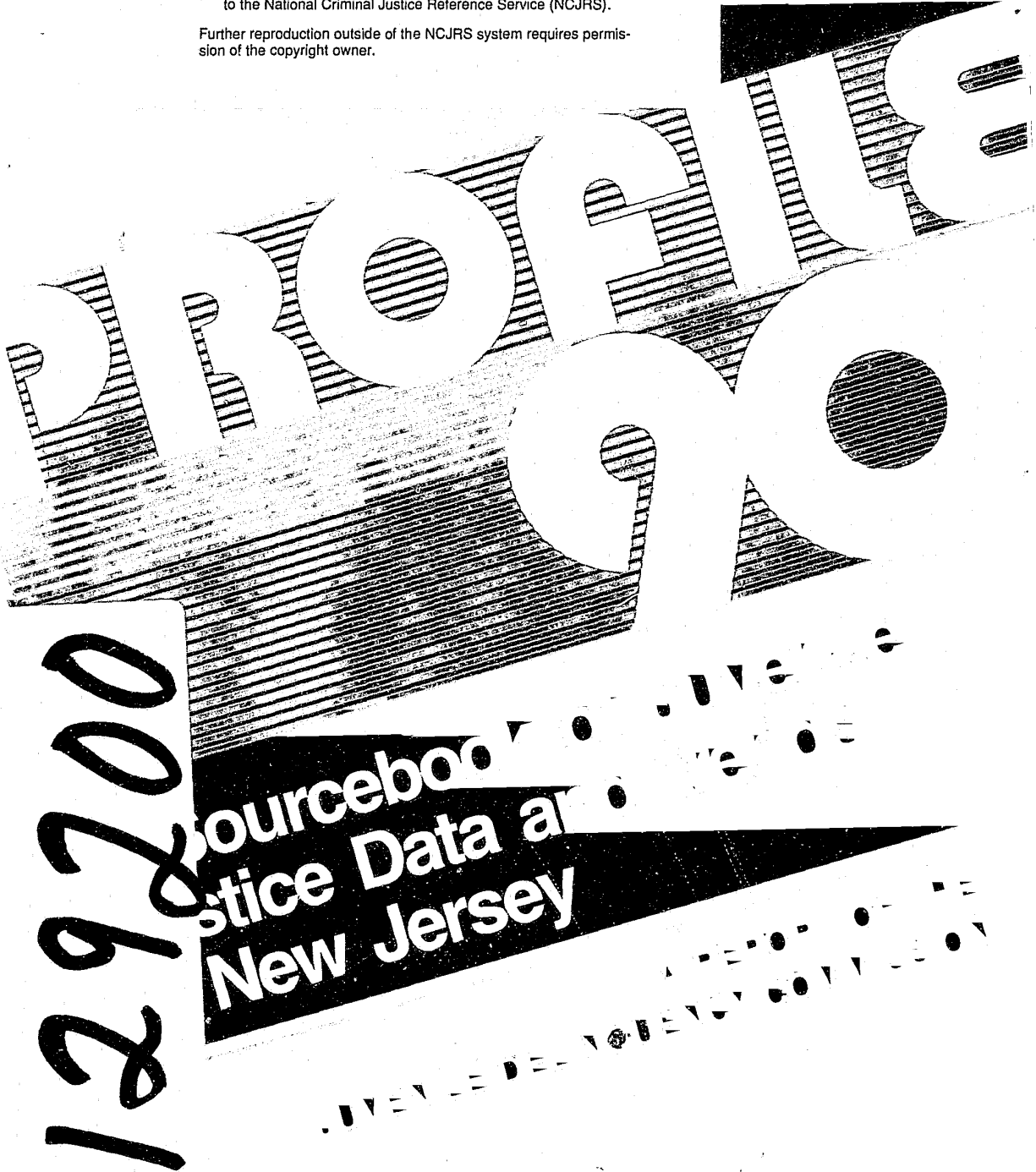
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STATE OF NEW JERSEY
JUVENILE DELINQUENCY COMMISSION

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January, 1991

Dear Colleague:

While there are many opinions on how the juvenile justice system should be improved, we have traditionally experienced a dearth of solid information about how the system actually operates. Good information is a prerequisite for informed change.

One of the primary contributions of the Juvenile Delinquency Commission over the past half decade has been the monitoring of delinquency trends and the operations of the State's juvenile system. This important activity has helped keep policymakers informed and provided relevant information to the broader juvenile justice community.

This Sourcebook continues the tradition by reporting on important trends at crucial points within the system. We expect this to be the first in a series of bi-annual reports. As always, we would appreciate your comments and any advice you might have for subsequent editions of this series.

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

Peter W. Loos
Chairman

A handwritten signature in cursive script, appearing to read "Ty Hodanish".
Ty Hodanish
Executive Director

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INTRODUCTION

The information contained in this report comes from a variety of sources and has been compiled and analyzed to meet the needs of a wide audience. Analysis begins with the latest information on juvenile arrests in New Jersey and an examination of trends through the decade of the 1980s. Following that, we examine various phases of the juvenile system beginning with the Family Crisis Intervention system which was created six years ago to divert "status offenders" from the court. Among other things, we examine the number and types of cases being handled by these new mechanisms.

The report continues with select information on juveniles involved with the Family Court on delinquency matters, followed by an examination of an important component of the Judiciary — juvenile probation. In addition, we examine community service, a disposition increasingly utilized in New Jersey.

Our report also analyzes the trends in two widely discussed areas: our use of county juvenile detention and the role played by the State's Department of Corrections in handling some of our most difficult cases. We end with a brief look at the final step in the process for many of those who undergo custodial treatment — parole.

At each step, we attempt to provide the reader with the most recent full year of statistical information available (1989) and partial data for 1990 where available. We also report on longer-term trends where appropriate. Our next report (Summer, 1991) will examine data for the complete 1990 period.

I. JUVENILE ARRESTS

How Much Delinquency is There?

The State Police Uniform Crime Report (UCR) provides the best available information on delinquency in New Jersey. The UCR includes information on the total number of crimes reported to the police and arrests made by police. We should note, however, that juvenile arrest figures do not give a "true" reading of the delinquency problem. Many offenses do not lead to an arrest. Also, changes in arrest policies and practices over time may contribute to decreasing arrest trends or a "crime wave."

According to the UCR, there were 89,964 juvenile arrests in 1989. While the number of juvenile arrests is substantial, juveniles account for a relatively small percentage of New Jersey's total crime. In addition, their share in total arrests has decreased in recent years (see Table 1 following this section).

In 1989, one out of every five (20.3%) arrests made statewide was of a juvenile. In 1980, however, juveniles accounted for more than one of every three (34.4%) arrests. How is this decrease explained? It is partially due to the fact that the relative size of the juvenile population has declined.

Even so, juvenile arrests are somewhat disproportionate to their presence in the overall population. Specifically, there were six arrests per 100 persons ages 18 or older (adults) in 1989. In comparison, there were 11 arrests per 100 juveniles ages 10 to 17. If we look at the broader population of juveniles six to 17 (a small number of juvenile arrests involve persons under 10 years of age), there were 7.5 arrests per 100 juveniles.

Arrests of Juveniles & Adults as a Portion of Population "At Risk" - 1989

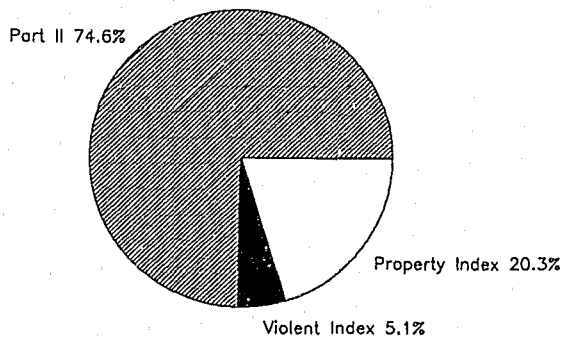


What Kinds of Offenses Do Juveniles Commit?

Juveniles commit a wide variety of offenses. The term "index offenses" refers to seven of our most serious crimes. These offenses are further broken down into violent and property index offenses. Violent offenses include murder, rape, robbery and aggravated assault; property offenses include burglary, larceny-theft and motor vehicle theft. All others are referred to as "Part II offenses" and include a wide range of actions from simple assault to vandalism and disorderly conduct.

The majority of juvenile arrests are for (the generally less serious) Part II offenses. In 1989, index offenses accounted for only one quarter (25.4%) of all juvenile arrests, and violent index offenses a mere 5.1%.

Juvenile Arrests by Type 1989

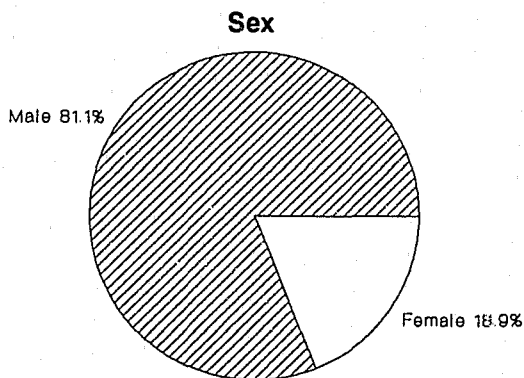


Offenses for which juveniles were most commonly arrested in 1989 were, in order of magnitude: larceny-theft (an index offense), disorderly conduct, simple assault, drug violations, malicious mischief and buying/receiving/possessing stolen property. Together, these offenses accounted for 58.1% of all arrests.

The Demographics of Arrest

Involvement in delinquency varies, among other things, by age, gender, and race/ethnicity. Arrest statistics provide one way to measure these differences.

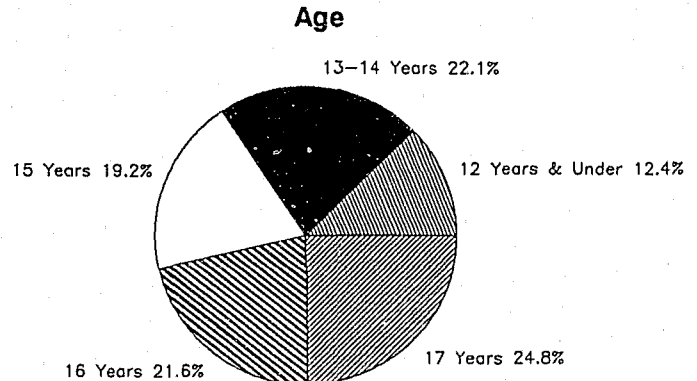
Gender. At present, males account for the vast majority of juvenile arrests. Here are some facts:



- In 1989, males accounted for 81.1% of all juvenile arrests, up from 80.2% in 1980.
- The gender difference is even greater for serious offenses. In 1989, females accounted for only 17.0% of index arrests and only 13.3% of arrests for serious violent crime.

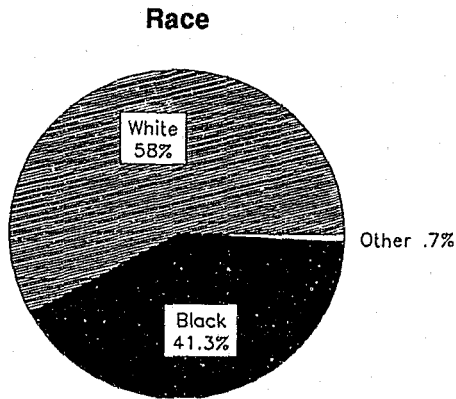
- Even so, females now account for a somewhat greater proportion (13.3%) of arrests for violent index offenses than they did ten years ago (9.2%).

Age. Delinquency patterns also vary across age, with older juveniles most prone to arrest for delinquent activity. Our analysis shows that:



- Seventeen year olds were the most arrest prone group, accounting for 24.8% of all juvenile arrests in 1989. Fifteen to seventeen year olds accounted for 65.5% of all juvenile arrests, down slightly from the 66.7% figure for 1980.
- The 15 to 17 age group accounted for 70.8% of all juvenile arrests for violent index offenses, down from 76.3% in 1980.
- Juveniles 12 and younger accounted for only 12.4% of all juvenile arrests, 14.0% of index arrests and 8.9% of violent index arrests. A very small portion (2.8%) of all juvenile arrests involved youths ages 10 and below.
- The relative likelihood of the youngest juveniles (ages 12 and below) being arrested for serious offenses rose somewhat in the 1980s. For example, they now account for 8.9% of all juvenile arrests for violent index offenses, compared with 6.1% in 1980.

Race/Ethnicity. Even though white youths constituted the majority of juvenile arrests in 1989, black and hispanic youths were disproportionately arrested based on their presence in the total population. UCR data indicate that:



- White youths accounted for nearly three-fifths (58.0%) of all arrests, down significantly from 74.1% in 1980.
- Black youths, estimated to comprise less than 20% of the youth population, accounted for 41.3% of all arrests. In addition, they accounted for nearly half (46.5%) of arrests for index offenses, and nearly two-thirds (65.1%) of arrests for violent index offenses.
- The disproportionality of arrests of black youths increased across the board during the 1980s. By comparison with 1989, black youths accounted for 25.8% of all arrests, 40.0% of arrests for index offenses and 60.6% for violent index offenses in 1980.
- Hispanic youths accounted for slightly more than one-tenth (11.7%) of all arrests. In addition, they accounted for 13.6% of arrests for index offenses and 14.8% of arrests for violent index offenses.

Where is Delinquent Activity Found?

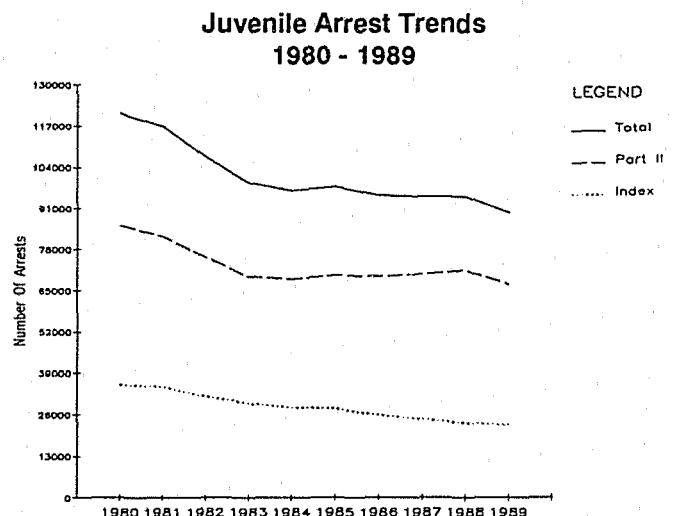
Delinquency is found everywhere, but its distribution varies greatly from place to place — from county to county, city to city, even neighborhood to neighborhood. Table 2 at the end of this section provides a breakdown of arrests by county over a 10 year span.

Arrest statistics reveal that our delinquency problem is concentrated in several "urban" counties. In fact, seven counties (Essex, Bergen, Hudson, Monmouth, Passaic, Mercer and Union) accounted for almost three of every five (59.2%) juvenile arrests in 1989. They also accounted for 54.9% of all arrests for index offenses and 70.1% of all arrests for violent index offenses.

The fact that serious juvenile crime is largely a problem of our cities is reflected even more sharply when we focus on New Jersey's larger cities. For example, our six most populated cities (Camden, Elizabeth, Jersey City, Paterson, Newark and Trenton), containing about 13% of the State's juvenile population, accounted for 20.3% of all arrests, 21.0% of all index crime arrests and 39.3% of all violent index crime arrests (see Table 3). Significantly, recent Commission reports have highlighted the fact that many of our cities are poorly equipped with the community resources to deal with serious juvenile crime.

Has Delinquency Increased Over the Past Ten Years?

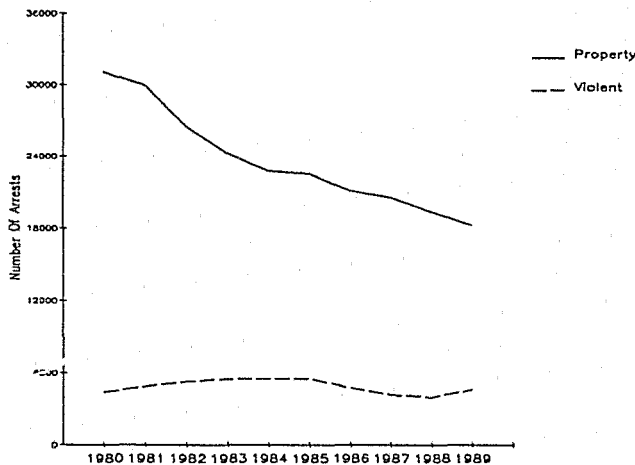
No! It may surprise you to know that there were 31,198 fewer juvenile arrests in 1989 than in 1980, a decline of 25.7%. Furthermore, the decrease was steady (especially strong in the early 1980s) except for a small increase in 1985. Arrests for index offenses also declined over the decade. In fact, there were 12,570 fewer index offense arrests by 1989, a decrease of 35.5%. This decline continued throughout the 1980s. Additionally, arrests for all other (Part II) offenses decreased by 18,628, a decline of 21.7%.



A closer look at index offenses, however, shows a diverging trend. Arrests for property index offenses decreased throughout the decade, with a drop of 12,806 — an impressive 41.2% decline. At the same

time, arrests for violent index offenses rose — the only broad category to experience an **increase** during the 1980s. There were 236 more such arrests in 1989 than in 1980, up 5.4%. These arrests rose steadily through 1983, followed by a general decline in more recent years. More specifically, arrests for violent index offenses have dropped 16.5% in the last five years (despite a substantial increase of 15.4% in 1989).

**Juvenile Arrests by Type of Index Offense
1980 - 1989**



Note that the overall downward trend in juvenile arrests during the 1980s coincided with a decreasing youth population. Specifically, the number of youths ages 10 to 17 dropped about 19% during the 1980s. The drop in arrests, however, was more substantial than the population decline. It is therefore important to examine how arrest **"rates"** have changed. During the '80s, the total juvenile arrest rate (per 1,000 youths ages 10 to 17) fell from 120 to 110. The overall index arrest rate dropped from 35 to 28. The property index rate decreased from 31 to 23, while the violent index rate increased from 4.3 to 5.6. Finally, the arrest rate for all other (Part II) offenses declined from 85 to 82.

In short, the 1980s witnessed a clear decline in the number of juvenile arrests, even arrests for the generally more serious index offenses. This is certainly good news. We did, however, see an increase in arrests for violent index offenses in 1989, an abrupt turnaround from the recent downward trend, and a cause for concern (see Table 4 for additional trend data).

We can point to an additional source of concern. Demographers suggest that juvenile populations in the United States will soon be going up — reflecting something that has been termed the "baby boomerang." This, along with other recent trends, i.e., increased drug involvement and related violence, portends trouble. Some have even predicted a coming "decade of violence." Combined, these factors lead to markedly higher nationwide projections for delinquency, especially involving serious offenses.

It appears likely that New Jersey's experience (with reference to juvenile population growth, anyway) will reflect the national picture. State projections show an increase in youth population of about 9% during the 1990s, although most of the increase will not occur until late in the decade. This increase in youth population is expected to continue beyond the year 2000.

We also note (anticipating trends examined below) that despite encouraging declines in juvenile arrest statistics and population during the 1980s, "system" numbers are up (i.e., juveniles entering family court, juveniles incarcerated, etc.). Based on these divergent trends, one can anticipate that with even small increases in youth population the demands on the courts, correctional institutions and treatment programs will increase.

TABLE 1
JUVENILE ARRESTS AS A PERCENT OF ALL ARRESTS BY OFFENSE
1980 - 1989

	1980 % Juvenile	1981 % Juvenile	1982 % Juvenile	1983 % Juvenile	1984 % Juvenile	1985 % Juvenile	1986 % Juvenile	1987 % Juvenile	1988 % Juvenile	1989 % Juvenile
Murder	13.4	12.4	13.8	11.2	8.5	13.2	9.6	13.0	10.7	11.6
Rape	17.8	21.3	20.4	22.5	22.0	20.2	21.0	16.1	15.1	13.9
Robbery	36.3	36.8	39.5	45.2	45.0	45.7	38.2	34.1	29.1	29.9
Aggravated Assault	20.8	21.9	21.9	20.4	21.9	20.8	19.6	19.0	17.8	19.7
Burglary	50.3	50.1	47.9	46.5	48.3	47.8	43.6	42.5	39.6	36.9
Larceny-Theft	44.3	40.2	37.2	37.2	36.8	3	34.9	33.3	31.1	28.0
Motor Vehicle Theft	53.3	51.5	49.1	47.3	48.7	51.6	54.0	54.8	56.9	50.9
Manslaughter	7.7	8.1	14.8	7.3	8.6	20.5	13.7	14.7	17.3	12.5
Simple Assault	27.8	28.1	27.5	26.9	26.5	26.0	24.3	25.9	22.0	21.0
Arson	57.0	55.8	47.8	44.0	46.0	42.5	44.8	37.8	40.5	41.3
Forgery & Counterfeiting	13.6	10.0	9.0	5.2	6.0	8.8	7.6	8.6	7.2	4.9
Fraud	4.9	4.2	2.9	2.1	2.5	4.8	5.5	3.4	3.3	2.9
Embezzlement	9.8	4.2	8.0	8.6	8.3	7.7	16.1	28.3	21.0	15.4
Stolen Property: Buying, Receiving, Possessing, etc.	38.7	35.4	31.0	32.6	32.8	36.8	39.7	42.1	41.3	39.7
Criminal/Malicious Mischief	65.6	65.4	61.3	61.7	63.7	61.1	58.3	59.4	57.2	55.2
Weapons; Carrying, Possessing, etc.	25.9	25.2	23.8	24.8	26.6	27.8	25.8	23.1	22.5	22.8
Prostitution and Commercialized Vice	6.6	5.6	3.8	3.0	3.0	2.6	2.4	1.5	1.4	1.6
Sex Offenses (Except Rape & Prostitution)	30.6	29.6	25.5	25.6	25.7	23.5	21.7	20.6	16.6	19.6
Drug Abuse Violations	26.8	23.1	17.3	16.3	15.4	15.8	15.4	15.7	13.7	11.2
Gambling	2.6	2.4	1.2	2.1	4.0	1.6	4.8	2.5	14.8	12.0
Offenses Against Family & Children	0.0	0.0	0.0	0.0	0.2	0.6	0.4	0.3	0.1	0.1
Driving Under the Influence	2.4	2.0	1.9	1.3	1.1	1.0	1.1	0.9	0.9	0.7
Liquor Laws	59.6	55.9	48.0	41.8	34.7	32.9	37.5	35.2	33.2	27.0
Disorderly Conduct	36.6	35.0	31.1	29.9	28.1	27.2	28.7	29.0	29.1	26.8
Vagrancy*	34.0	61.6	18.0	43.6	10.2	23.9	17.5	17.2	52.6	7.4
All Other Offenses (Except Traffic)	30.9	28.1	25.7	23.9	22.4	20.3	17.5	17.4	15.4	13.7
Curfew & Loitering Law Violations	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Runaways	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Violent Index	25.3	26.7	27.6	29.0	29.1	28.5	25.0	22.7	20.2	21.9
Property Index	46.3	43.3	40.4	39.9	39.8	39.4	37.8	36.4	34.5	31.1
Index	42.0	39.8	37.6	37.3	37.2	36.7	34.6	33.1	30.8	28.7
Part II	32.0	30.1	26.2	24.7	24.2	23.8	23.0	22.6	20.5	18.4
TOTAL	34.4	32.5	28.7	27.5	27.0	26.5	25.3	24.7	22.4	20.3

* Vagrancy was "failure to give good account" in 1980 & 1981.
Source: State of New Jersey, Division of State Police. Crime in New Jersey, Uniform Crime Report (1980-1989).

TABLE 2
JUVENILE ARRESTS BY COUNTY
1980 - 1989

	1980	1981	80-81 %Change	1982	81-82 %Change	1983	82-83 %Change	1984	83-84 %Change	1985	84-85 %Change	1986	85-86 %Change	1987	86-87 %Change	1988	87-88 %Change	1989	88-89 %Change	80-89 %Change
Atlantic	3,722	3,677	-1.2%	3,685	0.2%	2,882	-21.8%	2,888	0.2%	3,233	11.9%	2,921	-9.7%	3,039	4.0%	3,245	6.8%	3,073	-5.3%	-17.4%
Bergen	12,303	12,866	4.6%	11,889	-7.6%	10,532	-11.4%	10,290	-2.3%	10,053	-2.3%	9,344	-7.1%	8,855	-5.2%	8,010	-9.5%	7,751	-3.2%	-37.0%
Burlington	4,511	4,859	7.7%	4,327	-10.9%	3,367	-22.2%	3,129	-7.1%	3,406	8.9%	3,357	-1.4%	3,022	-10.0%	2,957	-2.2%	2,817	-4.7%	-37.6%
Camden	7,046	6,711	-4.8%	5,662	-15.6%	5,508	-2.7%	4,738	-14.0%	4,755	0.4%	4,957	4.2%	5,077	2.4%	5,068	-0.2%	5,111	0.8%	-27.5%
Cape May	1,917	2,005	4.6%	1,676	-16.4%	1,485	-11.4%	1,217	-18.0%	1,574	29.3%	1,846	17.3%	2,086	13.0%	1,982	-5.0%	1,845	-6.9%	-3.8%
Cumberland	3,018	2,643	-12.4%	2,200	-16.8%	1,784	-18.9%	1,753	-1.7%	2,026	15.6%	2,157	6.5%	2,508	16.3%	2,964	18.2%	3,348	13.0%	10.9%
Essex	13,788	14,169	2.8%	13,766	-2.8%	13,983	1.6%	14,141	1.1%	14,768	4.4%	14,655	-0.8%	14,522	-0.9%	14,328	-1.3%	13,398	-6.5%	-2.8%
Gloucester	2,742	2,623	-4.3%	3,157	20.4%	2,243	-29.0%	2,465	9.9%	2,044	-17.1%	2,047	0.1%	1,943	-5.1%	2,008	3.3%	1,982	-1.3%	-27.7%
Hudson	6,803	7,508	10.4%	6,956	-7.4%	7,869	13.1%	7,710	-2.0%	7,437	-3.5%	6,405	-13.9%	6,242	-2.5%	7,010	12.3%	7,359	5.0%	8.2%
Hunterdon	798	722	-9.5%	626	-13.3%	574	-8.3%	415	-27.7%	518	24.8%	597	15.3%	646	8.2%	503	-22.1%	431	-14.3%	-46.0%
Mercer	5,640	5,408	-4.1%	4,987	-7.8%	5,187	4.0%	5,691	9.7%	5,376	-5.5%	5,554	3.3%	5,929	6.8%	6,074	2.4%	6,078	0.1%	7.8%
Middlesex	9,571	8,835	-7.7%	7,583	-14.2%	6,429	-15.2%	6,356	-1.1%	6,341	-0.2%	6,020	-5.1%	6,031	0.2%	6,229	3.3%	5,454	-12.4%	-43.0%
Monmouth	9,186	8,648	-5.9%	8,517	-1.5%	8,101	-4.9%	6,927	-14.5%	6,941	0.2%	6,558	-5.5%	6,816	3.9%	7,307	7.2%	6,621	-9.4%	-27.9%
Morris	6,350	5,621	-11.5%	4,751	-15.5%	4,007	-15.7%	4,465	11.4%	3,904	-12.6%	3,782	-3.1%	3,747	-0.9%	3,491	-6.8%	2,986	-14.5%	-53.0%
Ocean	8,438	6,763	-19.9%	6,747	-0.2%	6,073	-10.0%	5,509	-9.3%	5,637	2.3%	5,227	-7.3%	5,227	0.0%	5,098	-2.5%	4,859	-4.7%	-42.4%
Passaic	9,131	8,645	-5.3%	6,802	-21.3%	6,090	-10.5%	6,065	-0.4%	6,045	-0.3%	6,165	2.0%	6,464	4.8%	6,595	2.0%	6,109	-7.4%	-33.1%
Salem	1,016	1,006	-1.0%	897	-10.8%	719	-19.8%	534	-25.7%	630	18.0%	705	11.9%	721	2.3%	755	4.7%	696	-7.8%	-31.5%
Somerset	3,324	3,011	-9.4%	2,684	-10.9%	2,430	-9.5%	2,515	3.5%	2,284	-9.2%	2,413	5.6%	2,423	0.4%	2,505	3.4%	2,372	-5.3%	-28.6%
Sussex	1,472	1,346	-8.6%	1,100	-18.3%	1,074	-2.4%	965	-10.1%	997	3.3%	1,013	1.6%	862	-14.9%	833	-3.4%	685	-17.8%	-53.5%
Union	8,873	8,565	-3.5%	8,117	-5.2%	7,890	-2.8%	7,443	-5.7%	8,289	11.4%	7,846	-5.3%	7,315	-6.8%	6,757	-7.6%	5,934	-12.2%	-33.1%
Warren	1,449	1,311	-9.5%	1,150	-12.3%	952	-17.2%	1,047	10.0%	1,124	7.4%	1,308	16.4%	1,169	-10.6%	867	-25.8%	725	-16.4%	-50.0%
TOTAL*	121,098	116,942	-3.4%	107,279	-8.3%	99,179	-7.6%	96,263	-2.9%	97,382	1.2%	94,877	-2.6%	94,644	-0.2%	94,586	-0.1%	89,634	-5.2%	-26.0%

* The arrest total based on county figures is slightly lower than statewide totals. In some arrest cases involving state, federal or interstate agencies the appropriate county jurisdiction has not been identified.
Source: State of New Jersey, Division of State Police, Crime in New Jersey, Uniform Crime Report (1980 - 1989).

TABLE 3
JUVENILE ARRESTS IN NEW JERSEY CITIES
1989

	State Total	The "Big 6"	% of State Total	The "Urban 15"	% of State Total
Murder	38	21	55.3%	28	73.7%
Rape	168	47	28.0%	67	39.9%
Robbery	1,652	788	47.7%	1,122	67.9%
Aggravated Assault	2,733	948	34.7%	1,310	47.9%
Burglary	4,321	843	19.5%	1,409	32.6%
Larceny-Theft	12,172	1,561	12.8%	2,783	22.9%
Motor Vehicle Theft	1,779	598	33.6%	751	42.2%
Manslaughter	5	1	20.0%	1	20.0%
Simple Assault	8,139	1,679	20.6%	2,630	32.3%
Arson	246	31	12.6%	61	24.8%
Forgery & Counterfeiting	77	5	6.5%	10	13.0%
Fraud	236	17	7.2%	25	10.6%
Embezzlement	22	7	31.8%	7	31.8%
Stolen Property: Buying, Receiving, Possessing, etc.	5,749	2,452	42.7%	3,180	55.3%
Criminal/Malicious Mischief	7,100	1,078	15.2%	1,712	24.1%
Weapons; Carrying, Possessing, etc.	1,766	371	21.0%	513	29.0%
Prostitution and Commercialized Vice	31	14	45.2%	17	54.8%
Sex Offenses (Except Rape & Prostitution)	470	132	28.1%	176	37.4%
Drug Abuse Violations	7,746	3,447	44.5%	4,052	52.3%
Gambling	86	2	2.3%	4	4.7%
Offenses Against Family & Children	10	2	20.0%	2	20.0%
Driving Under the Influence	296	3	1.0%	15	5.1%
Liquor Laws	4,170	63	1.5%	150	3.6%
Disorderly Conduct	11,332	2,001	17.7%	2,776	24.5%
Vagrancy*	30	3	10.0%	3	10.0%
All Other Offenses (Except Traffic)	11,967	868	7.3%	1,408	*1.8%
Curfew & Loitering Law Violations	1,621	202	12.5%	450	27.8%
Runaways	6,002	1,122	18.7%	2,217	36.9%
Violent Index	4,591	1,804	39.3%	2,527	55.0%
Property Index	18,272	3,602	16.4%	4,943	27.1%
Index	22,863	4,806	21.0%	7,470	32.7%
Part II	67,101	13,500	20.1%	19,409	28.9%
TOTAL	89,964	18,306	20.3%	26,879	29.9%

* Vagrancy was "failure to give good account" in 1980 & 1981.
The "Big 6" include Camden, Elizabeth, Jersey City, Newark, Paterson and Trenton. The "Urban 15" include the "Big 6" and Bayonne, Clifton, Dover Township, East Orange, Irvington (town), Passaic, Union City, Vineland and Woodbridge.
Source: State of New Jersey, Division of State Police.

TABLE 4
TRENDS IN JUVENILE ARRESTS BY OFFENSE
1980 - 1989

	1980	1981	90-81 % Chng	1982	81-82 % Chng	1983	82-83 % Chng	1984	83-84 % Chng	80-84 % Chng	1985	84-85 % Chng	1986	85-86 % Chng	1987	86-87 % Chng	1988	87-88 % Chng	1989	88-89 % Chng	80-89 % Chng
Murder	58	59	1.7	53	-10.2	41	-22.6	28	-31.7	-51.7	43	53.6	30	-30.2	35	16.7	37	5.7	38	2.7	-34.5
Rape	208	264	26.9	239	-9.5	293	22.6	304	3.8	46.2	269	-11.5	281	4.5	214	-23.8	203	-5.1	168	-17.2	-19.2
Robbery	1,971	2,272	15.3	2,558	12.6	2,996	17.1	2,733	-8.8	38.7	2,793	2.2	2,128	-23.8	1,657	-22.1	1,397	-15.7	1,652	18.3	-16.2
Aggravated Assault	2,118	2,242	5.9	2,415	7.7	2,199	-8.9	2,416	9.9	14.1	2,397	-0.8	2,300	-4.0	2,258	-1.8	2,342	3.7	2,733	16.7	29.0
Burglary	9,153	9,138	-0.2	7,897	-13.6	6,801	-13.9	6,096	-10.4	-33.4	5,977	-2.0	5,077	-15.1	4,950	-2.5	4,553	-8.0	4,321	-5.1	-52.8
Larceny-Theft	20,328	19,257	-5.3	17,210	-10.6	16,183	-6.0	15,533	-4.0	-23.6	15,094	-2.8	14,310	-5.2	13,773	-3.8	12,799	-7.1	12,172	-4.9	-40.1
Motor Vehicle Theft	1,597	1,547	-3.1	1,363	-11.9	1,212	-11.1	1,138	-6.1	-28.7	1,474	29.5	1,728	17.2	1,824	5.6	2,011	10.3	1,779	-11.5	11.4
Manslaughter	5	5	0.0	8	60.0	3	-62.5	3	0.0	-40.0	8	166.7	7	-12.5	5	-28.6	9	80.0	5	-44.4	0.0
Simple Assault	8,861	8,524	-3.8	8,474	-0.6	8,167	-3.6	8,591	5.2	-3.0	8,613	0.3	8,136	-5.5	8,565	5.3	8,225	-4.0	8,139	-1.0	-8.1
Arson	501	501	0.0	396	-21.0	320	-19.2	354	10.6	-29.3	311	-12.1	328	5.5	221	-32.6	272	23.1	246	-9.6	-50.9
Forgery & Counterfeiting	156	133	-14.7	134	0.8	68	-49.3	76	11.8	-51.3	110	44.7	95	-13.6	104	9.5	102	-1.9	77	-24.5	-50.6
Fraud	387	318	-17.8	239	-24.8	163	-31.8	184	12.9	-52.5	350	90.2	461	31.7	244	-47.1	250	2.5	236	-5.6	-39.0
Embezzlement	17	5	-70.6	9	80.0	13	44.4	11	-15.4	-35.3	8	-27.3	20	150.0	54	170.0	30	-44.4	22	-26.7	29.4
Stolen Property; Buying, Receiving, Possessing, etc.	4,080	3,753	-8.0	3,247	-13.5	3,031	-6.7	2,884	-4.8	-29.3	3,621	25.6	4,320	19.3	5,249	21.5	5,745	9.4	5,749	0.1	40.9
Criminal/Malicious Mischief	10,062	9,298	-7.6	8,547	-8.1	8,331	-2.5	9,058	8.7	-10.0	8,660	-4.4	7,975	-7.9	7,616	-4.5	7,441	-2.3	7,100	-4.6	-29.4
Weapons; Carrying, Possessing, etc.	1,927	2,028	5.2	1,992	-1.8	2,007	0.8	2,199	9.6	14.1	2,193	-0.3	1,995	-9.0	1,762	-11.7	1,983	12.5	1,766	-10.9	-8.4
Prostitution and Commercialized Vice	50	53	6.0	63	18.9	50	-20.6	55	10.0	10.0	63	14.5	60	-4.8	27	-55.0	27	0.0	31	14.8	-38.0
Sex Offenses (Except Rape & Prostitution)	540	527	-2.4	555	5.3	545	-1.8	642	17.8	18.9	554	-13.7	537	-3.1	451	-16.0	416	-7.8	470	13.0	-13.0
Drug Abuse Violations	8,609	7,855	-8.8	5,913	-24.7	5,566	-5.9	6,154	10.6	-28.5	6,319	2.7	6,275	-0.7	7,902	25.9	8,954	13.3	7,746	-13.5	-10.0
Gambling	14	11	-21.4	6	-45.5	12	100.0	22	83.3	57.1	9	-59.1	24	166.7	9	-62.5	96	966.7	36	-10.4	514.3
Offenses Against Family & Children	0	0	0.0	0	0.0	0	0.0	10	0.0	1000.0	36	0.0	26	0.0	18	0.0	9	0.0	10	0.0	1000.0
Driving Under the Influence	743	648	-12.8	782	20.7	505	-35.4	381	-24.6	-48.7	335	-12.1	386	15.2	347	-10.1	377	8.6	296	-21.5	-60.2
Liquor Laws	5,287	5,849	10.6	6,095	4.2	5,362	-12.0	4,580	-14.6	-13.4	5,288	15.5	5,991	13.3	5,808	-3.1	5,475	-5.7	4,170	-23.8	-21.1
Disorderly Conduct	15,323	14,375	-6.2	12,872	-10.5	12,189	-5.3	11,280	-7.5	-26.4	11,370	0.8	11,833	4.1	11,036	-6.7	11,432	3.6	11,332	-0.9	-26.0
Vagrancy*	242	317	31.0	44	-86.1	61	38.6	37	-39.3	-84.7	39	5.4	28	-28.2	21	-25.0	60	185.7	30	-50.0	-87.6
All Other Offenses (Except Traffic)	18,988	18,324	-3.5	17,033	-7.0	15,570	-8.6	14,041	-9.8	-26.1	13,863	-1.3	12,570	-9.3	12,783	1.7	12,505	-2.2	11,967	-4.3	-37.0
Curfew & Loitering Law Violations	2,914	3,174	8.9	3,164	-0.3	2,013	-36.4	2,073	3.0	-28.9	1,725	-16.8	2,100	21.7	1,608	-23.4	1,490	-7.3	1,621	8.8	-44.4
Runaways	7,023	6,509	-7.3	6,012	-7.6	5,478	-8.9	5,897	7.6	-16.0	6,461	9.6	6,406	-0.9	6,487	1.3	6,622	2.1	6,002	-9.4	-14.5
Violent Index	4,355	4,837	11.1	5,265	8.8	5,529	5.0	5,481	-0.9	25.9	5,502	0.4	4,739	-13.9	4,164	-12.1	3,979	-4.4	4,591	15.4	5.4
Property Index	31,078	29,942	-3.7	26,470	-11.6	24,196	-8.6	22,767	-5.9	-26.7	22,545	-1.0	21,115	-6.3	20,547	-2.7	19,363	-5.8	18,272	-5.6	-41.2
Index	35,433	34,779	-1.8	31,735	-8.8	29,725	-6.3	28,248	-5.0	-20.3	28,047	-0.7	25,854	-7.8	24,711	-4.4	23,342	-5.5	22,863	-2.1	-35.5
Part II	85,729	82,207	-4.1	75,585	-8.1	69,454	-8.1	68,532	-1.3	-20.1	69,936	2.0	69,575	-0.5	70,317	1.1	71,520	1.7	67,101	-6.2	-21.7
TOTAL	121,162	116,986	-3.4	107,320	-8.3	99,179	-7.6	96,780	-2.4	-20.1	97,983	1.2	95,429	-2.6	95,028	-0.4	94,862	-0.2	89,964	-5.2	-25.7

* Vagrancy was "failure to give good account" in 1980 & 1981.
Source: State of New Jersey, Division of State Police. *Crime in New Jersey, Uniform Crime Report (1980-1989)*.

II. JUVENILE-FAMILY CRISIS INTERVENTION

An Important Reform in the Juvenile System

One of the most important elements of the new Juvenile Code is the creation of Juvenile-Family Crisis Intervention Units (CIUs). A major rationale for their creation was to divert cases from the Family Court that could be handled more appropriately in a different setting — thus making court workloads more manageable. CIUs use intervention techniques and referrals to community services to help resolve problems (e.g., running away, truancy, serious family conflict). While the prior focus in these cases had been the juvenile, the new focus is the entire family.

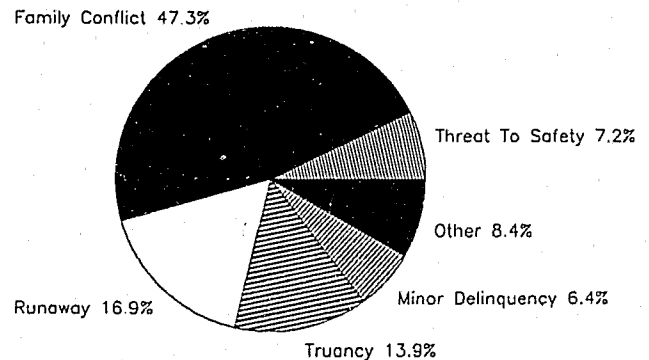
Do CIUs Differ?¹

The organization of CIUs varies across counties, with ten located within the court (in-court) and eleven operated by “outside” agencies. Those counties with in-court CIUs (for all or most of 1989) were Camden, Cumberland, Gloucester, Hudson, Mercer, Middlesex, Monmouth, Ocean, Passaic and Salem, while the remaining operated out-of-court CIUs.

In 1989, the number of cases handled and “disposed” by CIUs, statewide, was 11,336. This was down somewhat from a Court estimated figure for 1988 of 13,682, a drop of 17.1%. Essex County disposed of the greatest number of cases (1,279) while Hunterdon disposed the fewest (109). Table 5, appended to this section, provides additional county-level information.

CIUs handle a wide variety of cases.² Cases involving serious family conflict (47.3%) were the most frequent consumers of resources, by a wide margin. Cases involving juvenile runaways (16.9%) and truancy (13.8%) combined with family conflict to account for just over three-quarters (78.1%) of all new cases.

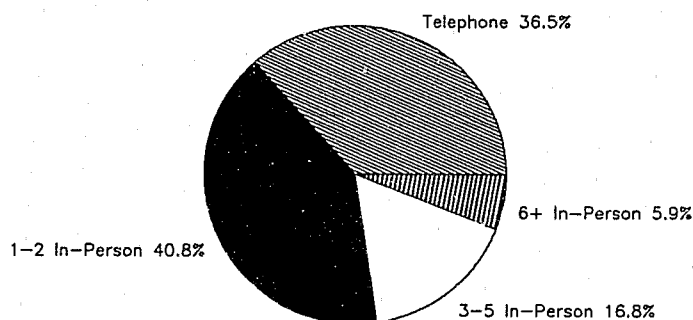
Types of Cases Handled by CIUs
1989



There were substantial differences across counties in the types of cases handled. All but four counties (Atlantic, Camden, Essex and Hunterdon) saw more family conflict cases than any other type. Serious family conflict cases were most predominant in Bergen County (65.3%) and least so in Essex (21.8%). Essex County handled more minor delinquency cases than any other type (39.1%) while nine counties handled less than one percent of such cases. Our analysis also indicates that in-court units were more likely to handle family conflict cases (49.8%) than were out-of-court units (44.8%). The former were also more likely to handle cases involving runaways (18.1% vs. 15.6%) and threats to safety (7.7% vs. 6.6%). On the other hand, out-of-court units were more likely to handle minor delinquency cases (10.4% vs. 2.5%), primarily due to Essex County, and truancy cases (15.0% vs. 12.8%).

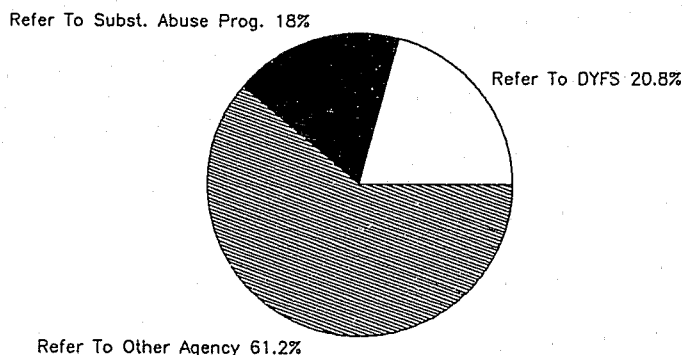
The cases handled by CIUs also varied in nature and complexity, and the number of in-person counseling sessions required. A considerable portion of cases (36.5%) were handled solely through telephone contacts. In addition, two-fifths of all cases (40.8%) received one to two face-to-face counseling sessions while 22.7% received three or more. Overall, in-court units were more likely to handle cases solely through telephone contacts (46.4%) than out-of-court units (26.5%).

CIU Counseling Sessions by Number & Type



Noteworthy, also, is the fact that cases are frequently referred by CIU staff to other community agencies. This happened in nearly half (46.2%) of all cases in 1989. One of every five referrals (20.8%) was made to the Department of Human Services' Division of Youth and Family Services (DYFS), with many others (18.0%) referred to substance abuse programs. The remaining referrals were made to a wide array of additional agencies.

Types of CIU Service Referrals 1989

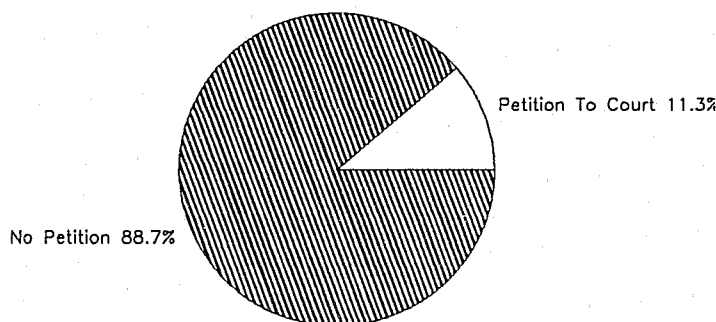


One option available to CIUs is out-of-home placements, but these are not frequently sought. In 1989, there was an out-of-home placement rate of 14 per 100 CIU cases.³ About three in every five placements (60.9%) were categorized as "involuntary."

The ultimate jurisdiction of the Family Court over CIU cases is reflected in the fact that CIUs can refer cases directly to court under a process called "petition." Cases are petitioned to court to help resolve a continu-

ing juvenile-family crisis or to rule on an out-of-home placement request. But only 11.3% of all cases handled by CIUs statewide resulted in a petition to court in 1989. It therefore appears that CIUs continue to be successful in achieving the goal of diverting a large number of cases from involvement in the Family Court.

CIU Petitions to Court



Notes

1. County data is not strictly comparable, due to administrative and procedural variations as well as differences in the nature and complexity of caseloads.
2. Breakdown by case type refers to the primary problem leading to referral to the CIU.
3. We should note the potential for multiple placements in any particular case.

TABLE 5
JUVENILE-FAMILY CRISIS INTERVENTION DATA BY COUNTY
1989

	TYPES OF NEW CASES (%)											
	New Cases	Threat to Safety	Family Conflict	Runaway	Truancy	Minor Delinquency	Other	Cases Disposed	% Referred for Services	% Petitioned to Court	Out-of-Home Placement Rate Per 100 Cases*	
											Voluntary	Involuntary
Atlantic	712	6.7%	29.4%	15.2%	46.2%	1.5%	1.0%	720	35.8%	11.1%	3.5	4.2
Bergen	450	4.0%	65.3%	13.1%	13.3%	1.3%	2.9%	437	61.6%	15.8%	2.7	11.2
Burlington	809	8.8%	48.0%	10.8%	6.8%	6.1%	19.7%	859	41.1%	11.6%	6.4	5.9
Camden	737	3.1%	26.7%	29.6%	39.2%	0.1%	1.2%	677	25.8%	11.4%	18.3	5.0
Cape May	323	21.7%	61.9%	8.4%	3.7%	2.5%	1.9%	328	42.1%	15.5%	5.5	12.2
Cumberland	493	3.2%	54.2%	12.4%	12.6%	15.4%	2.2%	493	28.4%	10.1%	1.6	0.0
Essex	1,110	6.1%	21.8%	6.9%	12.7%	39.1%	13.3%	1,279	12.5%	9.1%	1.5	12.7
Gloucester	712	15.6%	44.0%	12.5%	5.2%	0.8%	21.9%	682	65.8%	5.0%	2.2	5.6
Hudson	448	2.5%	50.9%	17.0%	22.5%	4.0%	3.1%	439	62.2%	31.4%	4.1	18.0
Hunterdon	114	39.5%	36.0%	21.1%	3.5%	0.0%	0.0%	109	89.9%	7.3%	8.3	11.0
Mercer	595	4.5%	59.5%	6.2%	6.6%	1.8%	21.3%	617	44.7%	4.9%	7.8	1.5
Middlesex	621	7.4%	47.8%	22.1%	7.4%	3.2%	12.1%	589	64.7%	15.6%	15.3	14.8
Monmouth	1,036	12.5%	51.3%	22.2%	7.4%	0.3%	6.3%	1,038	41.2%	11.1%	5.6	9.9
Morris	395	7.6%	62.3%	18.7%	3.5%	0.5%	7.3%	396	67.2%	3.3%	4.5	1.5
Ocean	420	8.8%	62.4%	13.3%	10.0%	0.2%	5.2%	431	73.5%	11.6%	8.8	6.3
Passaic	576	8.3%	56.9%	17.9%	7.5%	0.7%	8.7%	531	58.0%	7.9%	7.2	6.0
Salem	198	1.0%	64.1%	25.8%	5.1%	4.0%	0.0%	190	54.7%	24.2%	2.6	22.6
Somerset	358	2.0%	48.3%	28.5%	9.2%	5.9%	6.1%	241	92.5%	2.5%	0.8	2.9
Sussex	174	4.0%	42.5%	21.8%	4.6%	21.8%	5.2%	239	31.8%	15.5%	3.8	18.0
Union	930	0.0%	58.0%	24.3%	14.6%	0.3%	2.8%	930	50.0%	12.5%	0.3	11.4
Warren	123	0.0%	44.7%	30.1%	25.2%	0.0%	0.0%	111	69.4%	8.1%	2.7	0.9
TOTAL	11,334	7.2%	47.3%	16.9%	13.8%	6.4%	8.4%	11,336	46.2%	11.3%	5.4	8.5

* We should note the potential for multiple placements in any particular case.
Source: Administrative Office of the Courts.

III. FAMILY COURT AND PROBATION

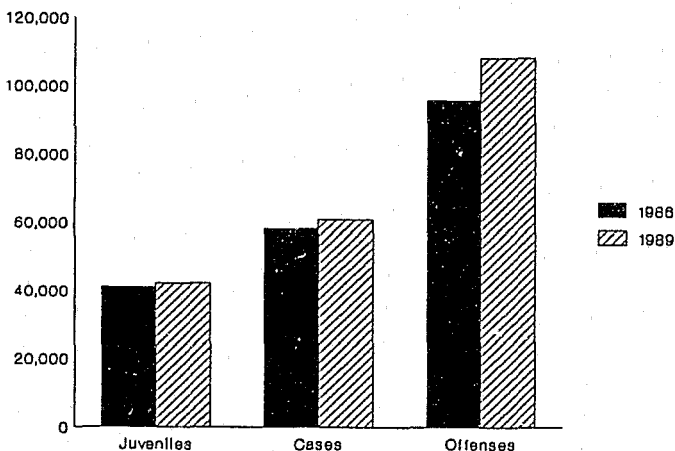
Delinquency Referrals to Family Court¹

Many juveniles enter the Family Court on delinquency charges each year. Once a complaint is brought against a juvenile, that juvenile will be handled in one of two ways: through diversion to informal mechanisms (e.g., Juvenile Conference Committees or Intake Service Conferences) or through formal handling before a judge (either with or without the involvement of attorneys).

In 1989, there were 61,178 cases in family courts on new delinquency complaints involving 42,269 juveniles and 108,390 separate offenses. This means that some juveniles come before the courts on more than one occasion in a given year and on any such occasion they may be charged with more than one offense.

Family court caseloads have been rising in recent years. Comparing 1989 court figures with 1986, the number of individual **juveniles** docketed rose 2.8%, the number of **cases** by 4.7% and the number of **offenses** by 12.8%.

**New Complaints Docketed in Family Court
1986 vs 1989**

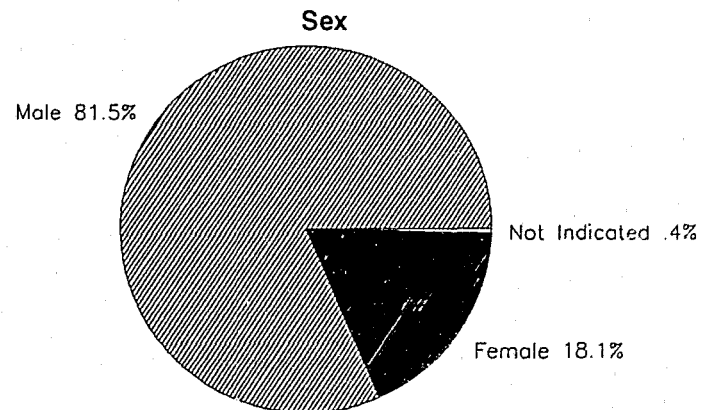


The number of individual juveniles and cases entering Family Court varies greatly by county (see Table 6

appended to this section). Essex County had the greatest number of juveniles and cases in 1989 (6,235 juveniles and 9,805 cases) while Hunterdon had the least (249 juveniles and 307 cases). Six counties (Essex, Hudson, Camden, Monmouth, Passaic and Union) accounted for more than half (54.0%) of all the delinquency cases docketed.

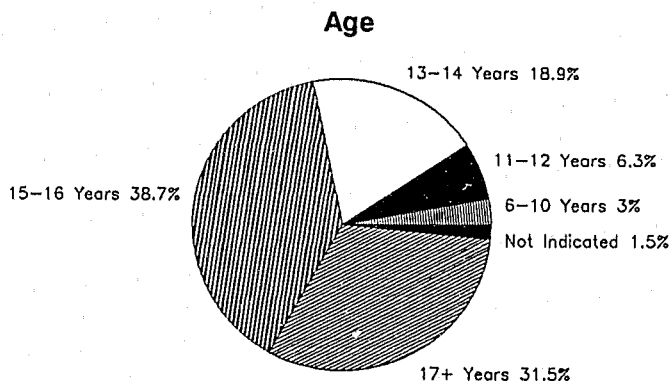
Demographics in Family Court

Gender. In 1989, males comprised 81.5% of all those juveniles docketed, essentially the same as their portion of all **arrests**, with females accounting for 18.1%. Gender information was unavailable for the remaining 0.4% of juveniles. There was little change in gender composition between 1986 and 1989.



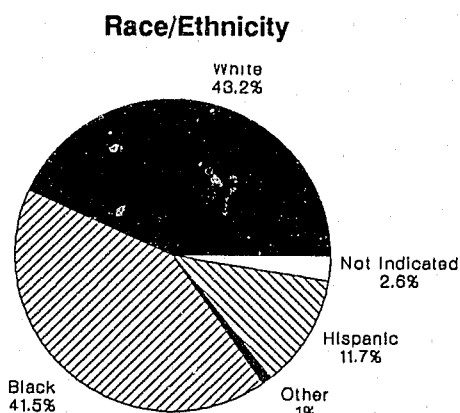
Age. The majority of juveniles docketed on delinquency charges in 1989 were in middle to late adolescence. The most common age group was 15 to 16 (38.7%). Nearly three quarters (70.2%) were 15 or older. Relatively few (9.3%) were 12 or younger, with age data unavailable for 1.5%.

The small rise in the number of juveniles docketed in court between 1986 and 1989 is due almost exclusively to the entry of juveniles ages 14 and under. Their number increased 9.9%, while the number of juveniles 15 and older increased only slightly, 0.9%, (see Table 7).



Race/Ethnicity. Variation by race and ethnicity was significant. In 1989, white juveniles comprised the largest single racial/ethnic category, accounting for more than two in five (43.2%) juveniles docketed, while black youths accounted for 41.5%. Hispanic youths accounted for 11.7% with an additional 1.0% other minorities. Race/ethnicity was not indicated for the remaining juveniles (2.6%).

Of particular note is a significant shift in the racial/ethnic composition of docketed juveniles from 1986 to 1989. Whites were the only group to experience a decline (5.4%), while this period saw substantial increases in the number of black (23.6%), hispanic (54.8%) and Asian/Oriental (75.0%) youths entering the court on new delinquency complaints.

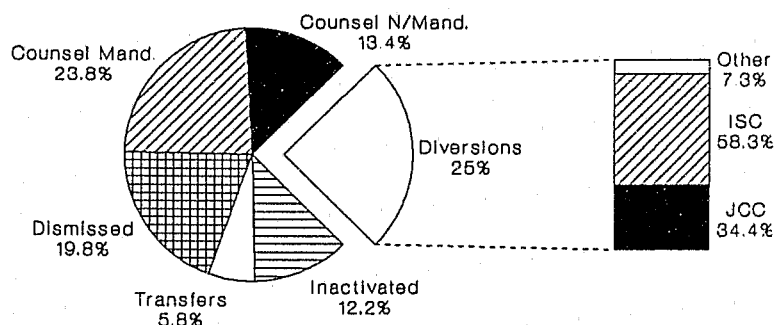


How Delinquency Cases are Handled²

Complaints entering Family Court are handled in a variety of ways. In 1989, 25.0% of all complaints were

handled by diversion mechanisms, namely Juvenile Conference Committees (utilized in all counties except Somerset); Intake Service Conferences (available statewide); Crisis Intervention Units; juvenile referees (utilized in Atlantic and Cape May counties) and several other specialized mechanisms, e.g., direct referral to shoplifting awareness programs (which are utilized in Burlington and Essex counties). Most diverted complaints are handled through Intake Service Conferences (58.3%), followed by Juvenile Conference Committees (34.4%).

Handling of Delinquency Cases in Family Court 1989



The likelihood that a complaint will be diverted varies by county, as does the type of mechanism used (see Table 8). In 1989, the diversion rate ranged from 56.8% in Cape May to a low of 10.5% in Passaic County. The Intake Service Conference is the sole or predominant diversion mechanism used in Somerset (100%), Warren (96.8%) and Hunterdon (93.7%) counties, while Salem (57.5%), Bergen (56.1%) and Monmouth (55.5%) counties rely heavily on Juvenile Conference Committees. Cape May County uses juvenile referees for more than two of every five diverted cases (43.9%) while Atlantic County (the only other county utilizing this mechanism) uses this means in nearly one-quarter (23.7%) of its diversions.

If it is determined that a juvenile should appear before a judge, the case will either be listed as "counsel mandatory" (attorneys required) in more serious cases or as "counsel not mandatory." In 1989, 23.8% of all cases were disposed through the prior, 13.4% the latter. In addition, 19.8% of the cases were dismissed, 12.2% inactivated and 5.8% transferred to other jurisdictions.

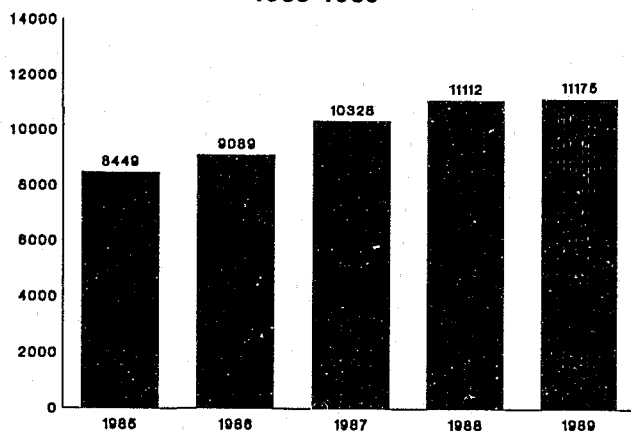
Probation Services

County probation departments perform a range of functions for those placed under their supervision. In fact, probation is the most common disposition used by the court. It is ordered in about three out of every five adjudicated juvenile cases, either alone or in tandem with other dispositions.

Upward Trends in Probation Supervision

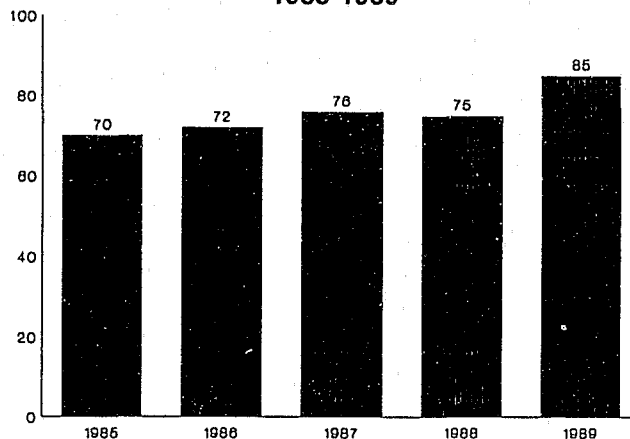
There were 11,175 juveniles under probation supervision, statewide, in 1989 and this number has been growing. For example, there was an increase of 32.3% in the number of probationers between 1985 and 1989. Not only are there more juveniles on probation today, but probationers have more serious offense histories, at least in some counties.

**Juveniles Under Probation Supervision
1985-1989**



Additionally, juvenile supervision caseloads for probation officers have increased. The statewide average for caseloads in 1989 was 85 juveniles. This represents an increase of 21.4% over the 1985 figure.

**Juvenile Probation Caseloads
1985-1989**



Probation officers attempt to ensure that juveniles comply with conditions set by the court. This can include monitoring payment of restitution, evaluating the performance of community service and, currently, monitoring payment of mandatory drug penalties. In addition, they also attempt to identify and address juveniles' needs. This includes direct counseling and making necessary referrals to community services.

Special Probation Services

County probation departments have been increasingly involved in the provision of special services to assist adjudicated and, at times, diverted youth. A 1990 resource directory of special programs compiled by the Administrative Office of the Courts catalogues a total of 102 such programs providing a wide variety of services. For example, a number of departments conduct tours of jails and prisons to increase youths' awareness of the consequences of law-breaking. There are also a number of programs targeted to special-need offenders such as drug and sex offenders, firesetters and the emotionally disturbed, including three "intensive supervision" programs.

Community Service

While counties vary greatly in their provision of special probation services, all counties run a community service program. These programs were established statewide in 1982 and have been increasingly utilized in recent years. In 1989, there were 4,630 court orders for community service, with the total hours of service ordered for juveniles at 145,867, an average of 32 hours per case.

The level of juvenile compliance with community service orders is relatively high. In 1989, juveniles completed 107,549 hours of service, 73.7% of the total hours ordered. The compliance rate (i.e., the proportion of juveniles discharged with completed hours) was 84%. We should note that failure to comply is often tied to a shortage of available community service sites.

Notes

1. The source of the court referral and demographic information contained here is the Administrative Office of the Courts' "Unit Case System." This system is "event" based — a case includes all new delinquency complaints on a juvenile filed on a particular day ("filing date"). Past Commission reports have relied on the Unit Case System.
2. The source of the court data contained here is the Administrative Office of the Courts' "Monthly Reports." Unlike the Unit Case System, this system of reporting is "complaint" based — the number of cases docketed is equivalent to the number of complaints. In addition, the manner of counting complaints varies across counties.

TABLE 6
NEW COMPLAINTS DOCKETED BY COUNTY
1989

	No. of Cases	No. of Juveniles	No. of Offenses	Average No. of Offenses Per Juvenile	Average No. of Offenses Per Case	Average No. of Cases Per Juvenile
Atlantic	3,061	1,904	5,406	2.8	1.8	1.6
Bergen	3,367	2,640	5,573	2.1	1.7	1.3
Burlington	2,193	1,668	3,886	2.3	1.8	1.3
Camden	4,743	3,174	7,525	2.4	1.6	1.5
Cape May	1,087	830	1,782	2.1	1.6	1.3
Cumberland	2,623	1,576	4,873	3.1	1.9	1.7
Essex	9,805	6,235	17,662	2.8	1.8	1.6
Gloucester	1,664	1,180	2,777	2.4	1.7	1.4
Hudson	6,435	3,767	11,872	3.2	1.8	1.7
Hunterdon	307	249	524	2.1	1.7	1.2
Mercer	2,945	1,927	6,035	3.1	2.0	1.5
Middlesex	3,807	2,881	6,690	2.3	1.8	1.3
Monmouth	4,298	3,200	8,049	2.5	1.9	1.3
Morris	1,656	1,418	2,776	2.0	1.7	1.2
Ocean	2,500	1,848	4,629	2.5	1.9	1.4
Passaic	3,909	2,812	5,917	2.1	1.5	1.4
Salem	768	544	1,281	2.4	1.7	1.4
Somerset	1,104	938	2,564	2.7	2.3	1.2
Sussex	530	429	1,005	2.3	1.9	1.2
Union	3,873	2,647	6,644	2.5	1.7	1.5
Warren	503	402	920	2.3	1.8	1.3
TOTAL	61,178	42,269	108,390	2.6	1.8	1.5

Source: Administrative Office of the Courts, Unit Case System.

TABLE 7
COMPARISON OF JUVENILES DOCKETED IN FAMILY COURT
1986 VS. 1989

	1986		1989		1986-1989 Change	
AGE	#	%	#	%	#	%
6-10	992	2.4	1,289	3.0	+297	+29.9
11-12	2,324	5.7	2,678	6.3	+354	+15.2
13-14	7,551	18.4	7,976	18.9	+425	+5.6
15-16	17,138	41.7	16,345	38.7	-793	-4.6
17-18	11,987	29.2	13,004	30.8	+1,017	+8.5
19-20	272	0.7	317	0.7	+45	+16.5
Not Indicated	839	2.0	656	1.5	-183	-21.8
SEX						
Male	33,186	80.7	34,449	81.5	+1,263	+3.8
Female	7,769	18.9	7,668	18.1	-101	-1.3
Not Indicated	148	0.4	148	0.3	0	0.0
RACE/ETHNICITY						
White	19,296	46.9	18,252	43.2	-1,044	-5.4
Black	14,208	34.6	17,556	41.5	+3,348	+23.6
Hispanic	3,198	7.8	4,950	11.7	+1,752	+54.8
Other	268	0.7	416	1.0	+148	+55.2
Not Indicated	4,133	10.1	1,091	2.6	-3,042	-73.6

Source: Administrative Office of the Courts, Unit Case System.

TABLE 8
TYPES OF DIVERSION BY COUNTY
1989

	% Diverted (Of All Cases)	JCC		ISC		CIU		Juvenile Referee		Other		Total
	%	#	%	#	%	#	%	#	%	#	%	
Atlantic	30.1	711	37.6	731	38.7	1	0	447	23.7	0	0	1,890
Bergen	13.2	818	56.1	640	43.9	0	0	0	0	0	0	1,458
Burlington	24.0	557	46.5	621	51.8	0	0	0	0	20	1.7	1,198
Camden	37.2	1,564	43.8	2,007	56.2	0	0	0	0	1	0	3,572
Cape May	56.8	315	24.5	408	31.7	0	0	565	43.9	0	0	1,288
Cumberland	26.9	398	34.6	752	65.4	0	0	0	0	0	0	1,150
Essex	25.3	770	17.1	2,708	60.1	29	0.6	0	0	1,001	22.2	4,508
Gloucester	41.9	234	16.2	1,212	83.8	0	0	0	0	0	0	1,446
Hudson	25.7	508	20.7	1,944	79.3	0	0	0	0	0	0	2,452
Hunterdon	27.6	8	6.3	118	93.7	0	0	0	0	0	0	126
Mercer	17.1	116	8.9	1,165	89.8	17	1.3	0	0	0	0	1,298
Middlesex	28.3	828	53.1	726	46.6	5	0.3	0	0	0	0	1,559
Monmouth	28.6	1,068	55.5	858	44.5	0	0	0	0	0	0	1,926
Morris	44.3	497	46.9	553	52.2	10	0.9	0	0	0	0	1,060
Ocean	21.6	269	33.0	539	66.2	6	0.7	0	0	0	0	814
Passaic	10.5	424	41.4	601	58.6	0	0	0	0	0	0	1,025
Salem	19.7	158	57.5	111	40.4	6	2.2	0	0	0	0	275
Somerset	29.1	0	0.0	412	100.0	0	0	0	0	0	0	412
Sussex	34.9	166	51.7	155	48.3	0	0	0	0	0	0	321
Union	17.4	576	53.3	505	46.7	0	0	0	0	0	0	1,081
Warren	26.4	6	3.2	184	96.8	0	0	0	0	0	0	190
TOTAL	25.0	9,991	34.4	16,950	58.3	74	0.3	1,012	3.5	1,022	3.5	29,049

Source: Administrative Office of the Courts, Monthly Report System.

IV. JUVENILE DETENTION

How We Use Secure Detention

A small portion of juveniles taken into custody are detained pending court hearings. They are held in county detention centers for one of two reasons: they are deemed to be a danger to the community or a risk not to appear in court. Juveniles will remain in a secure detention facility for anywhere from a day to, in some instances, over a year, the longer stays generally representing adjudicated juveniles awaiting program placement.

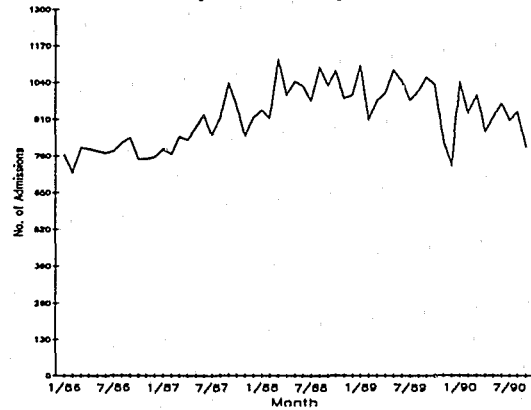
As a result of a new Juvenile Code provision, juveniles may also be placed in detention facilities as a short-term commitment disposition for up to sixty days. Counties themselves decide whether or not to develop this option, with seven subsequently having received Department of Corrections' approval. They include Bergen, Cumberland, Middlesex, Ocean, Somerset, Sussex and Warren.

Detention centers are funded and operated by county government. There are currently 17 detention centers. Cape May, Hunterdon and Salem counties utilize other counties' centers by contractual arrangement and Somerset County contracts with the Department of Corrections to use facilities at the Lloyd McCorkle Training School.

In 1989, there were 11,781 juveniles admitted pre-dispositionally to county detention facilities (i.e., not including short-term commitments). This is a 3.6% decrease from 1988 and reverses the upward spiraling of admissions since 1986. The number of admissions between 1986 and 1988 had increased 28.8% (from 9,477 to 12,210).

This recent reversal in trend appears to be continuing thus far in 1990. Admissions for the first nine months of 1990 were lower (8.8%) than they were for the same period in 1989. And, while it is too early to conclude that the trend will continue downward, we see encouraging signs.

**Pre-disposition Detention Admissions
January 1986 - September 1990**

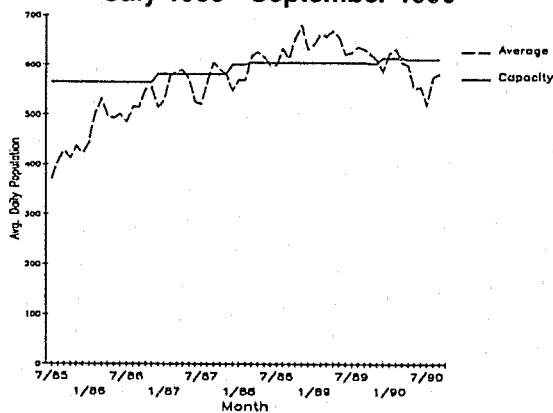


The "Crisis" of Overcrowding

Overcrowding in detention centers continues to be a major concern of the juvenile system. The situation has reached critical proportions in some facilities. Until very recently, the statewide average daily detention population had been consistently beyond the rated capacity. Current statewide rated capacity for detention facilities is 612 on any given day.

Daily population had peaked at an average of 681 in November of 1988. However, in December of 1989, the average number of juveniles held in detention facilities statewide was 587. This was the first time since mid-1988 that this figure fell below rated capacity. Despite this encouraging development, the average detention population for all of 1989 (636) was still 2.9% higher than for 1988 (618).

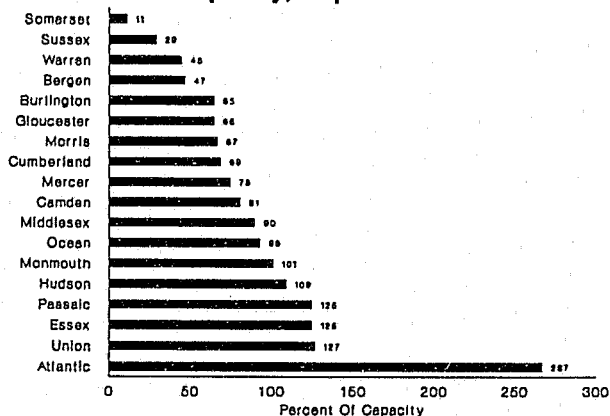
**Average Daily Detention Population
July 1985 - September 1990**



Average daily population has fluctuated thus far in 1990. Detention facilities edged above capacity in January and February but have fallen below ever since (through September). Additionally, average daily population for the period January through September of 1990 (583) was 9.6% lower than for the same period in 1989 (645).

Despite the fact that **statewide** detention figures are dropping, several counties continue to face serious overcrowding. In September of 1990, six of the eighteen facilities were overcrowded with their average populations exceeding their rated capacity.¹ These included Atlantic (267% of capacity), Union (127%), Essex (125%), Passaic (125%), Hudson (109%) and Monmouth (101%). Of these, Atlantic, Essex, Passaic and Union counties were over capacity for each of the nine months in 1990. Additionally, Camden, Hudson, Monmouth and Ocean counties were over capacity for at least three months.

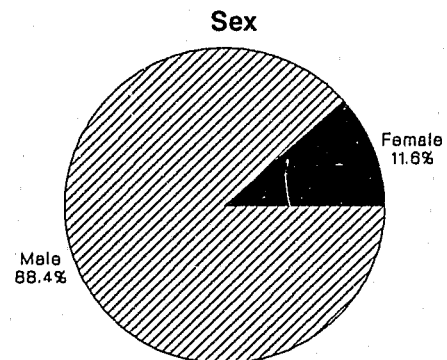
**Detention Populations as a Percent of
Rated Capacity, September 1990**



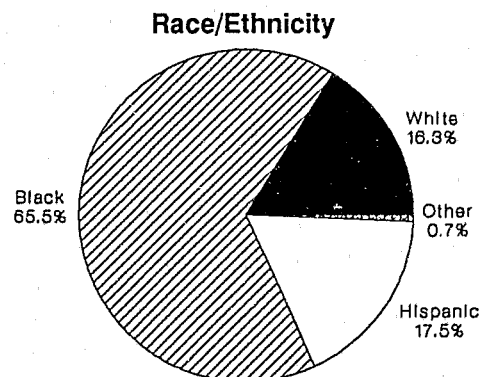
While it is too early to be optimistic, the most recent statewide figures are encouraging, and at least two recent reforms offer some promise of continued progress. In its 1988 Annual Report, the Commission recommended that detention center admissions be restricted for juveniles charged with minor offenses. This led to the adoption of legislation in January of 1990 that appears to be lowering admissions in some counties. Additionally, the recent "Initiative on Youth" may also have an impact by providing counties with resources to create detention alternative programs.

Demographics in Detention Facilities

As with arrests and court referrals, detention admissions vary greatly by gender and race/ethnicity. Comparisons are provided for the first nine months of 1990. During this period, males accounted for 88.4% of the 8,371 pre-dispositional admissions, females 11.6%.



Further, the presence of minority youths in detention facilities during the nine month period was clearly disproportionate to their number in the population. Minority youths comprised 83.7% of detention admissions during this time (blacks, 65.5%; hispanics, 17.5% and "other," 0.7%).

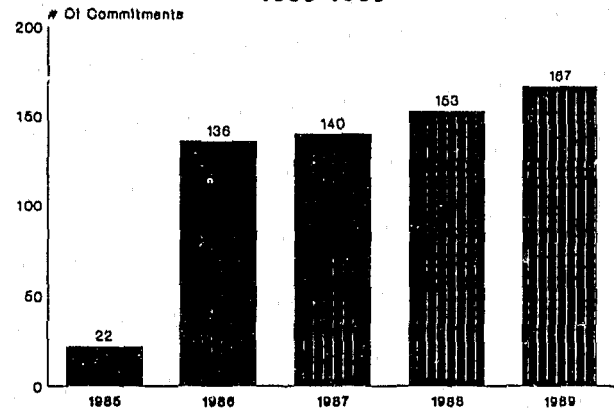


Short-Term Commitment

Short-term commitments to detention centers (for periods up to sixty days) were authorized as a disposition on an experimental basis in the 1984 Juvenile Code. This new option was permanently established by the Legislature in 1988. In authorizing its continued use, the Legislature did not provide a clear statement of the intent of the provision. Subsequently, the option has been viewed variously as an alternative to State-level incarceration, as "shock incarceration" for juveniles who would otherwise have received probation or as an intensive period of intervention and treatment in a residential setting. To date, seven counties have established detention center commitment programs.

There were 167 short-term commitments in 1989. The number of juveniles receiving short-term commitments annually has been increasing steadily, although gradually, since 1985. Specifically, the total for 1989 is 22.8% higher than in 1986 (the first full year of implementation). The upward trend continued in 1990 with 150 commitments through September, a rise of 11.1% from the same period in 1989.

Short-Term Detention Facility Commitments
1985-1989



While juveniles receiving short-term commitments were also largely male (88.4%), race/ethnic differences with pre-disposition admissions emerged. Unlike juveniles admitted pre-dispositionally, a majority of committed juveniles were white (54.7%). Additionally, black youths comprised just over one-third (34.7%) of these admissions; hispanic youths, 10.0% and other minorities, 0.7%.

Note

1. Note that average daily population figures generally include a relatively small number of juveniles initially held by some counties in secure detention and subsequently released on "home detention" or to other alternative programs.

V. CORRECTIONS

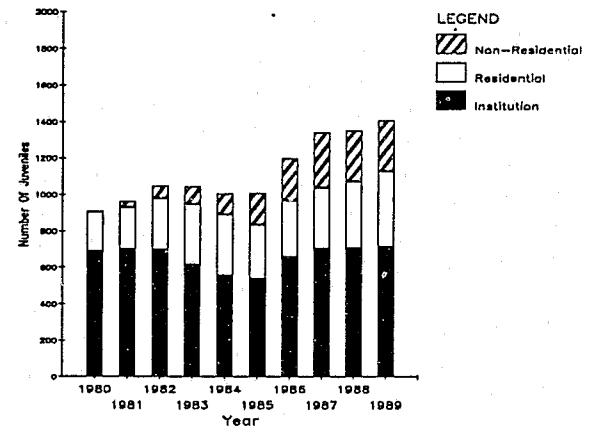
An Increasing Role for the Department of Corrections

The Department of Corrections (DOC), through its Division of Juvenile Services, is responsible for handling many of the most seriously troubled juveniles who enter the juvenile system. DOC handles juveniles in three settings: correctional institutions (training schools); community-based residential centers or group homes; and community-based day treatment centers. As of October of 1990, DOC maintained three institutions, including a medium security facility for serious juvenile offenders. There were also 22 residential facilities and 19 day programs handling males, and four residential and four day programs handling females.

We note a significant trend — the number of juveniles under DOC jurisdiction has increased substantially throughout much of the 1980s. This increase is predominantly a reflection of the greater number served in the Department's community-based programs.

On average, 908 juveniles were under the supervision of DOC at any one time in 1980. With the exception of small reductions in 1984 and 1985, the Department's average daily population rose steadily throughout the decade, despite a decline in juvenile arrests as noted in Section I of this report. In 1989, there was an average of 1,411 juveniles under the Department's care, an increase of 55.4% over 1980. The increase from 1987 through 1989, however, was small (5.0%). Most recently, the number of juveniles under DOC jurisdiction has dropped slightly so far in 1990 — the average through September was 1,339, 3.5% lower than for the same period in 1989.

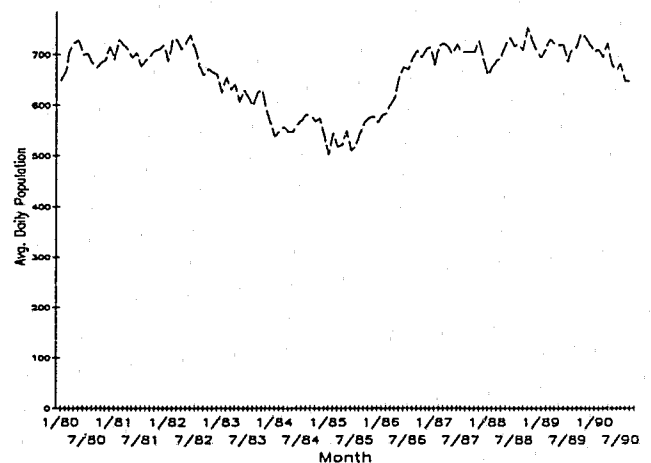
Juveniles Under DOC Jurisdiction by Program Type, 1980-1989



Institutions

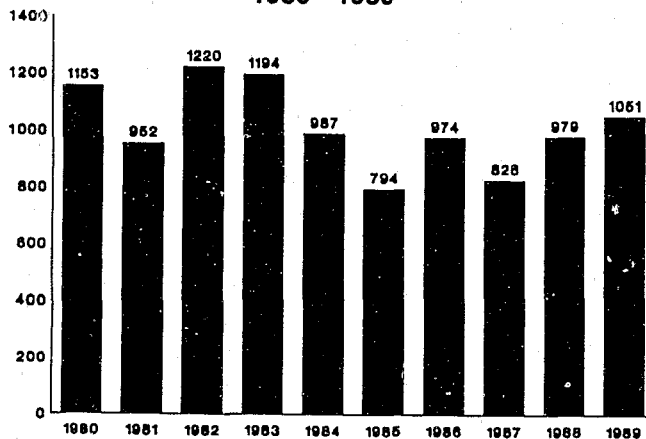
The long-term trend of increasing DOC jurisdiction is not primarily a reflection of increased use of DOC institutions. In 1980, an average of 693 juveniles were held in these institutions (training schools) on any given day. By 1989, this figure was 717, only a small (3.5%) increase in ten years, although average population fluctuated widely during the decade. Most recently, the average population over the first nine months of 1990 (684) represented a 3.8% decline from the same period in 1989.

Average Daily Institutional Populations January 1980 - September 1990¹



While all juveniles in training schools have been "committed" by the courts, not all committed juveniles end up in an institution. Following a "classification" process at the Boys Training School at Jamesburg, each committed youth is assigned to one of the three institutions or placed in one of DOC's community residential programs. The 10 year trend in commitments (regardless of where youths are placed) is described below.

**Juvenile Commitments
1980 - 1989**



A total of 1,051 juveniles were committed in 1989. This represents an increase of 7.3% over 1988 and 27.2% over 1987. Commitments for the first nine months of 1990 (742) were 8.8% lower than for the same period in 1989 (814).

Commitments continue to vary greatly between counties (see Table 9). In 1989, 83.0% of all commitments came from (in order) Essex, Passaic, Camden, Monmouth, Atlantic, Union, Hudson and Middlesex counties. By contrast, only 3.8% were from Sussex, Cape May, Morris, Warren, Bergen, Salem, Gloucester and Hunterdon counties.

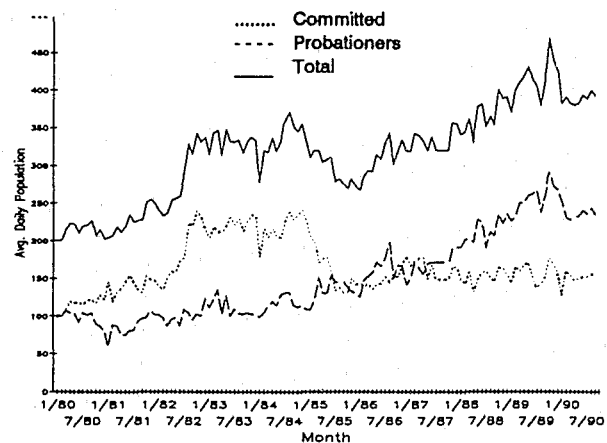
Residential Programs

An average of 416 juveniles resided in DOC group homes in 1989. Populations in these facilities are composed of two groups of juveniles — those who initially received an institutional commitment by the court and those placed directly under DOC residential care concurrent with a probation supervision disposition. Near-

ly two-thirds (62.0%) of all DOC group home residents on any given day in 1989 were "probationers."

The ten year trend for the use of group homes has been upward — a 94% increase in average daily population despite a brief decline in 1985. Interestingly, there was a notable reversal in the composition of the facilities by the middle of the decade, with "probationers" taking over from committed youths as the primary component of the group home population.

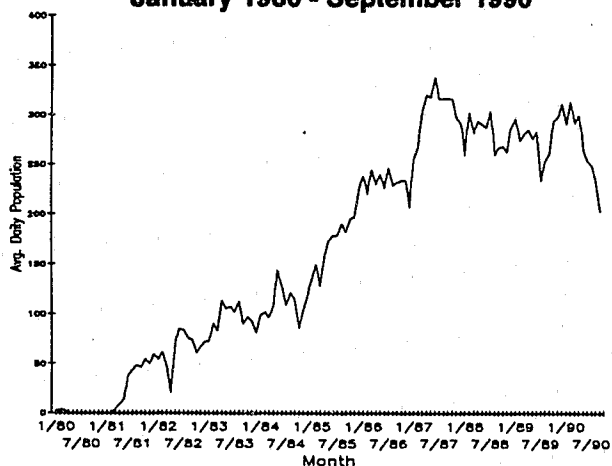
**Average Daily Residential Populations
by Type of Resident
January 1980 - September 1990¹**



Day Programs

DOC operates an extensive network of community day programs, providing treatment and supervision of juveniles while they reside at home. In 1989, there was an average of 279 juveniles in day programs, almost identical to the number in the prior year. For the first nine months of 1990, the average population was 266, a small (1.8%) decline from the same period in 1989. The trend of steady growth in day program populations for much of the decade (peaking at 304 in 1987) has, at least temporarily, levelled off.

**Average Daily Day Program Populations
January 1980 - September 1990¹**

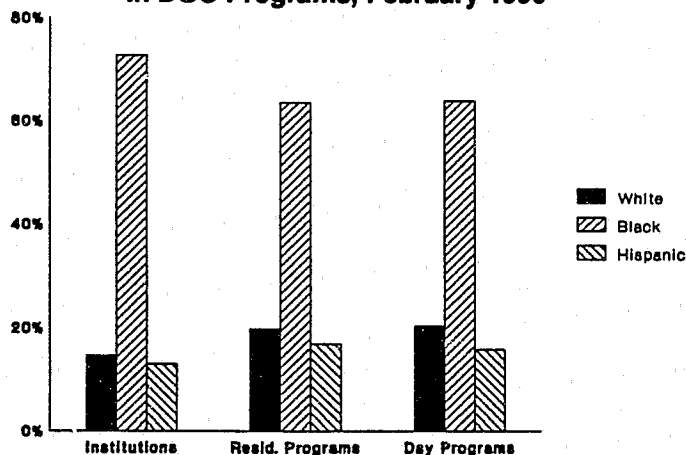


Demographics in DOC

Gender. Males comprise the vast majority of juveniles under the care and supervision of the Department. On September 5, 1990, males constituted 94.6% of the day program population, 93.9% of the residential program population and 98.3% of all youths in institutions.

Race/Ethnicity. The differences are almost as striking (and certainly more troubling) in racial/ethnic composition. On February 6, 1990, minorities comprised 82.7% of the combined population in all DOC facilities/programs. The training school population on this date was 85.6% minority (72.7% black; 12.9% hispanic).

**Racial/Ethnic Composition of Populations
in DOC Programs, February 1990**

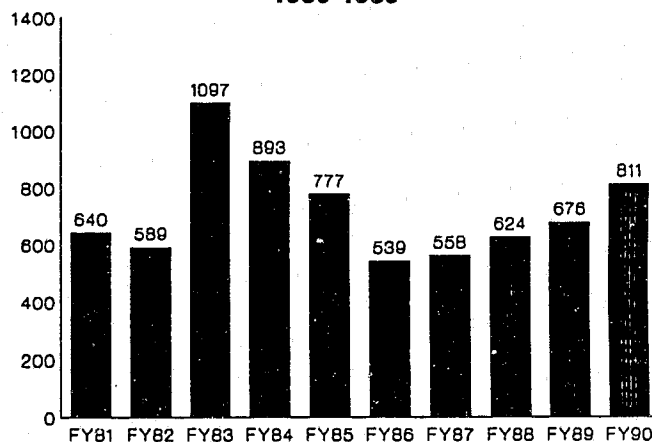


Parole Releases

The State Parole Board has responsibility for determining when juveniles who have been committed (including those subsequently placed in community residential programs) will be released from custody. The release date is determined by the length of sentence ordered by the Family Court in combination with a list of factors considered by the Board in its regularly scheduled reviews of each juvenile in custody.

Parole release data are by fiscal year. In FY90, there were 811 juvenile parole releases approved. This was a 20.0% increase over the prior fiscal year. In addition, parole releases have fluctuated over the last ten years reaching a high (1,097) in FY83 and a low (539) in FY86. Overall, parole releases for FY90 were up 26.7% compared with FY81.

**Parole Releases of Committed Juveniles
1980-1989**



Note

1. Missing data for 8-10/87 plotted at 7/87 level.

TABLE 9
JUVENILE COMMITMENTS BY COUNTY
1980 - 1989

	1980	1981	1982	1983	1984	1985	1986	1987	1988	1989
Atlantic	63	53	91	100	60	47	63	86	106	87
Bergen	29	31	29	39	33	26	18	10	12	6
Burlington	32	26	41	32	12	16	23	24	14	18
Camden	129	118	93	128	156	123	169	129	96	137
Cape May	12	8	4	9	8	6	13	7	4	3
Cumberland	69	48	46	49	38	36	22	16	27	29
Essex	207	126	145	132	127	116	143	144	181	182
Gloucester	3	2	3	6	6	7	5	6	3	7
Hudson	68	41	47	28	63	28	66	22	27	56
Hunterdon	8	2	7	7	6	3	4	4	6	7
Mercer	59	51	69	40	39	21	21	27	31	37
Middlesex	49	69	81	92	40	29	43	33	53	52
Monmouth	115	75	86	83	61	62	67	62	123	119
Morris	21	15	21	12	7	4	8	3	5	4
Ocean	41	47	64	58	40	29	21	26	20	31
Passaic	93	103	213	190	187	125	172	139	182	175
Salem	21	6	10	20	6	3	4	2	6	6
Somerset	35	36	53	57	28	42	30	7	11	25
Sussex	11	3	6	8	5	0	6	10	1	2
Union	78	67	94	89	55	65	75	68	66	64
Warren	10	19	17	15	10	6	1	1	5	4
TOTAL	1,153	952	1,220	1,194	987	794	974	826	979	1,051

Source: Department of Corrections.