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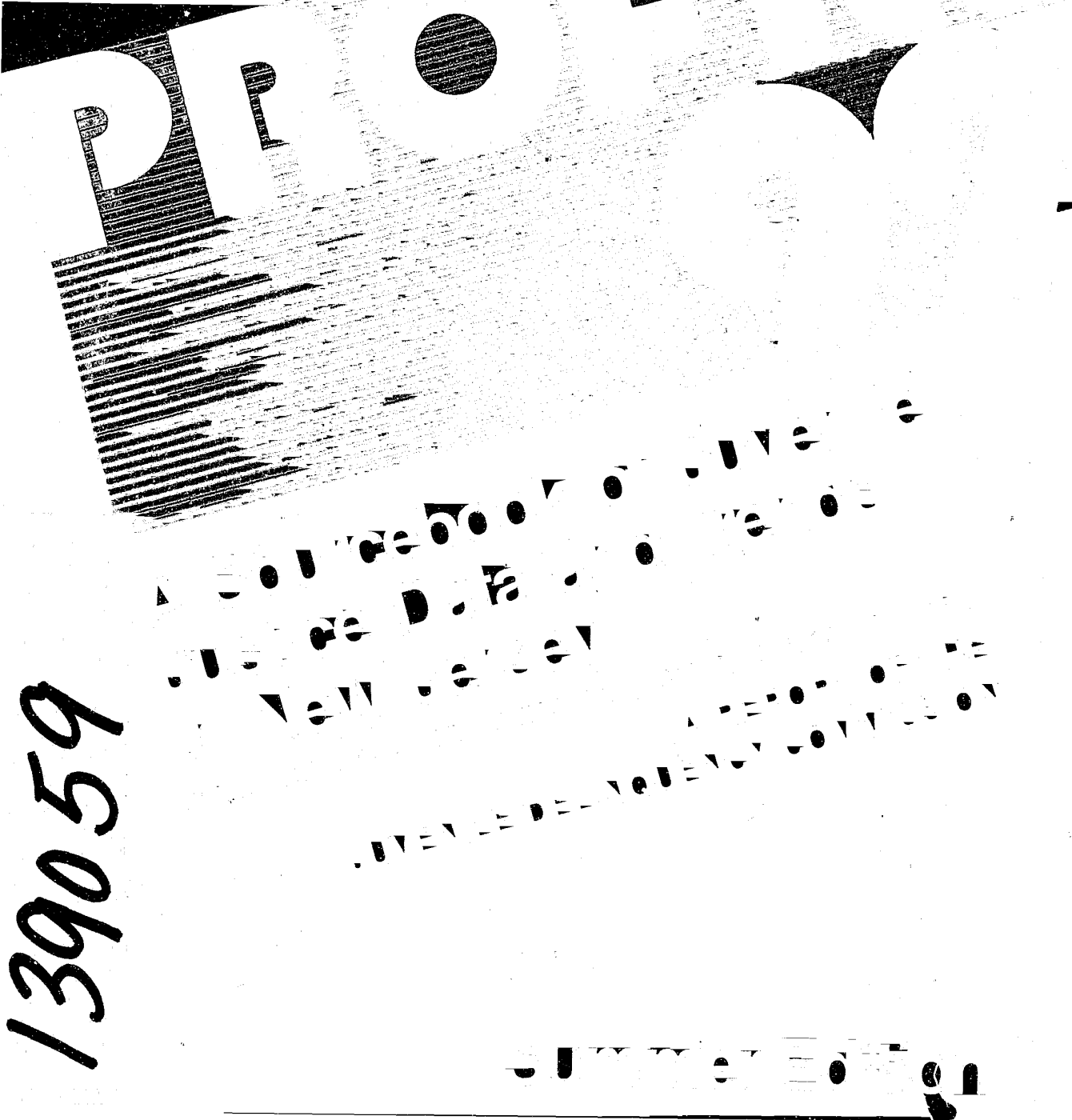
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August 1992

Dear Colleague:

As was the Legislative intent, our Juvenile Delinquency Commission continues to provide us with one of our best windows on New Jersey's juvenile justice system. One way it does so is through the semi-annual *Profile* series. This Summer '92 edition continues the tradition by examining recent trends and highlighting some of the issues we will face in the future.

For those who work on a day-to-day basis with our youth, we applaud your contributions, and will continue to support your efforts.

Honorable Leanna Brown
New Jersey State Senate

Honorable Frank Catania
New Jersey General Assembly

Honorable Ronald L. Rice
New Jersey State Senate

Honorable John S. Watson
New Jersey General Assembly

EXECUTIVE SUMMARY

The state's juvenile justice system is a complex intergovernmental enterprise that handles thousands of youths each year. Our goal in the Profile series is to routinely examine the performance of this system as a first step toward its improvement. Here are some of the findings highlighted in this report:

Arrests

Our most recent examination of arrest data shows that there were almost 90,000 juvenile arrests in 1991. The decade long decline in the total number of arrests may be coming to an end and the percent of arrests for serious crime are increasing significantly. Our analysis also indicates that serious juvenile crime is concentrated in our urban centers, suggesting the need for public policy strategies that focus on these areas.

Court Processing

Our analysis of the court's handling of delinquency cases, in five counties, indicates heavy reliance on diversion and significant differences in the types of cases handled and the dispositional responses used.

Probation

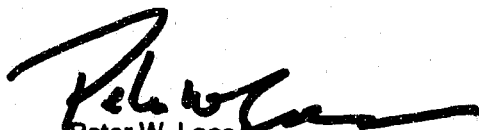
Probation remains the most frequently used disposition, with over 12,500 juveniles on probation statewide on any given day. But high caseloads and increasingly tough cases continue to plague the probation system. An experimental "intensive supervision program," slated to be launched this year, holds great promise.

Detention

There were almost 11,000 juveniles detained in 1991. While some recent reforms appeared to be lessening reliance on secure detention in recent years, early data for 1992 indicate that detention populations are again on the rise.

Corrections

The big news in corrections is the closing of a major institution and placement of increasing numbers of juveniles in alternative community programs. One recent trend is a decrease in the total number of juveniles under DOC's jurisdiction.


Peter W. Loos
Chairman


Ty Hodanish
Executive Director

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THE FRONT END OF THE SYSTEM: JUVENILE ARRESTS

Juvenile arrest figures provide us with our best indicator of delinquency. Our analysis indicates that a decade-long decline in arrests may be coming to an end and that arrests for serious juvenile crime are on the increase.

The Uniform Crime Report (UCR) published yearly by the State Police provides our best available information on juvenile crime, in the form of juvenile arrests. But, the well-known limitations of arrest data suggest that arrest figures do not fully capture the incidence of delinquent activity. For example, many delinquent acts go undetected, and changing official policies and practices influence the number and kinds of arrests over time.

There were almost 90,000 juvenile arrests in 1991.

According to the UCR, there were 89,782 juvenile arrests in 1991. Taken as a group, juveniles accounted for more than one in every five (21.4%) arrests and an even greater share of arrests for serious offenses. In all, there was about one arrest for every ten youths in the state, ages 10 to 17.

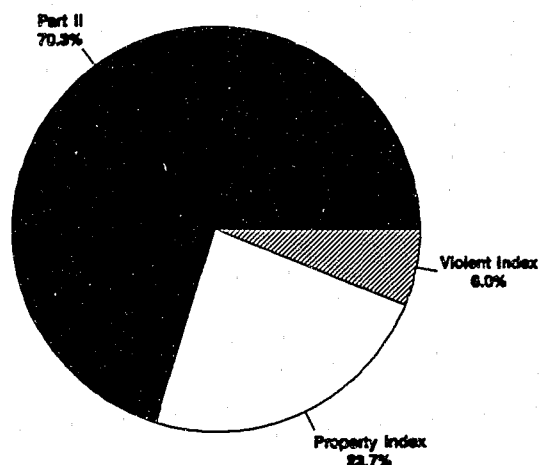
WHAT OFFENSES DO JUVENILES COMMIT?

Juveniles commit a wide variety of offenses, ranging from robbery and aggravated assault to shoplifting and disorderly conduct. The UCR breaks offenses into two broad categories – index and Part II offenses. Index offenses include violent offenses (murder, rape, robbery and aggravated assault) and property offenses (burglary, larceny-theft and motor vehicle theft). All others are referred to as Part II offenses.

The majority of juvenile arrests in 1991 were for these Part II offenses. But 26,694 arrests (29.7% of the total) were for index offenses – 23.7% for property and 6.0% for violent offenses. Tying arrests to juvenile population, the estimated arrest rate was 115 per thousand juveniles ages 10-17. For specific types of offenses discussed above, the arrest rates per thousand were: Part II offenses, 81;

index offenses, 34; property index, 27; and violent index, 6.9. See Table 1, appended, for a breakdown of these rates by county.

**Juvenile Arrests by Type
1991**

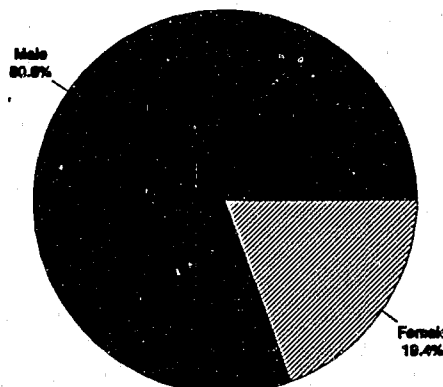


The five most common offense arrest categories were larceny-theft (16.1%), disorderly conduct (11.8%), simple assault (10.2%), malicious mischief (8.7%) and possessing/receiving stolen property (5.8%). Together, these accounted for over half (52.7%) of all arrests.

THE DEMOGRAPHICS OF ARREST

The typical juvenile arrested in 1991 continued to be a 17 year old white male. The recent patterns of arrest by age, gender and race/ethnicity remained fairly stable.

Gender



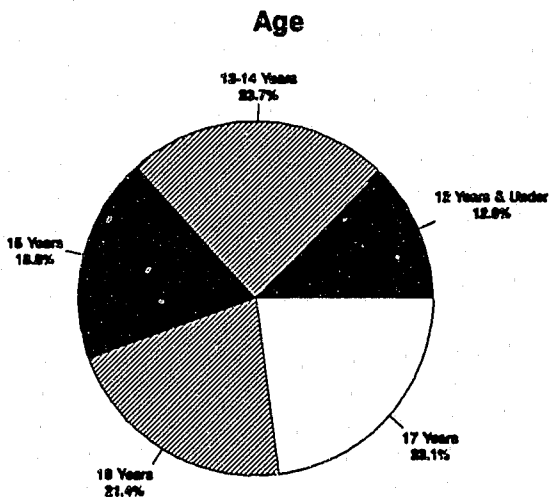
Gender. Males account for a large majority of juvenile arrests:

- ◆ In 1991, males accounted for four of every five (80.6%) arrests.
- ◆ Gender differences were even greater for more serious offenses. Females account for only 14.2% of all arrests for violent index offenses. Interestingly, over a ten year period (1982-1991), the number of such female arrests has risen substantially (45.8%) while declining slightly (2.1%) for males. In 1982, females accounted for only 10.0% of the arrests for serious violent offenses.

The typical juvenile arrested in 1991 was a seventeen year old white male.

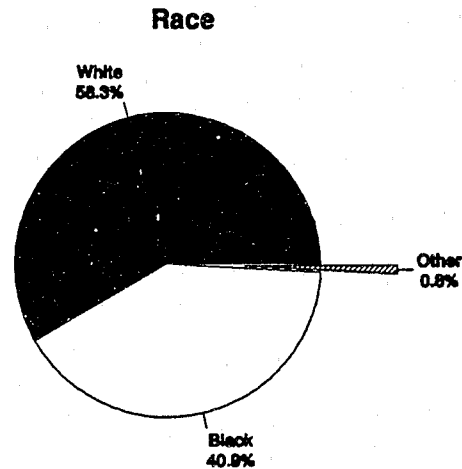
Age. Delinquency patterns also vary across age groups, with older juveniles most prone to arrest:

- ◆ In 1991, seventeen year olds remained the most arrest prone age group, accounting for 23.1% of all juvenile arrests. Fifteen to seventeen year olds accounted for almost two-thirds (63.4%) of all arrests.
- ◆ Focusing solely on violent index offenses, 17 year olds comprised a 27.2% share of arrests; and the 15 to 17 year old group combined for 70.7% of the total.
- ◆ Juveniles 12 and younger accounted for only 12.9% of all juvenile arrests (slightly higher than the figure of 11.9% in 1982). Their share of all violent index offenses was even lower, 8.7%.



Race/Ethnicity.¹ While white youths account for most arrests, minority arrests continue at rates disproportionate to their presence in the overall population:

- ◆ In 1991, white youths accounted for 58.3% of all juvenile arrests, down significantly from 71.4% in 1982.
- ◆ Black youths accounted for 40.9% of all arrests. They also accounted for a similar share of index offense arrests (45.0%) and almost two-thirds (63.2%) of arrests for violent index offenses.
- ◆ By comparison, black youths accounted for only 28.0% of all arrests in 1982.
- ◆ Hispanic youths accounted for 13.3% of all juvenile arrests. This included 13.5% of index arrests and 16.6% of violent index arrests.
- ◆ While the small "other" category (comprised largely of "Asian or Pacific Islanders") contained only 727 arrests (only 0.8% of the total) in 1991, this is up considerably from 273 in 1982.



WHERE IS DELINQUENCY FOUND?

Delinquency occurs everywhere in New Jersey. However, a majority of all juvenile arrests occur in a handful of counties. This is especially true for the most serious offenses. In 1991, six counties (in order of magnitude), Essex, Bergen, Hudson, Union, Monmouth and Passaic, accounted for 51.0% of all juvenile arrests. In contrast, six others (Hunterdon, Sussex, Warren, Salem, Cape May and Gloucester) accounted for only 7.8%.

The concentration of arrests is even more evident in the violent index offense category. The six counties of Essex, Hudson, Passaic, Camden, Monmouth and Atlantic accounted for more than two-thirds (68.4%) of arrests for these serious violent offenses. Essex and Hudson counties alone accounted for 44.1%. These six counties comprise about 41% of the total population, ages 10 to 17. In contrast, the nine counties of Hunterdon, Warren, Sussex, Salem, Gloucester, Cape May, Somerset, Morris and Ocean accounted for 7.7% of arrests (and about 24% of the youth population).

Delinquency occurs in every town and city in New Jersey. But our urban areas bear a particularly heavy burden.

Our analysis also indicates that our cities have the most serious problems and that serious juvenile crime is largely an urban phenomenon. Our six most populated cities (Camden, Elizabeth, Jersey City, Newark, Paterson, and Trenton) contain about 14% of the state's under 18 population. In 1991, these six cities accounted for 19.4% of all juvenile arrests, 18.5% of index arrests and 38.8% of all arrests for violent index offenses (see Table 2, appended). The cities of Jersey City and Newark alone accounted for more than one-quarter (26.6%) of all arrests for serious violent crimes.

A recent focus in the criminal justice system in New Jersey and nationally has been drugs. Once again, the problem (at least as measured by arrest statistics) appears largely an urban one. Our six most populated cities mentioned above combined for nearly half (47.6%) of all juvenile drug related arrests. They also accounted for an even greater share (57.7%) of the arrests for distribution.

CHANGING ARREST PATTERNS

in our Profile series, we have traditionally examined changing arrest patterns. The trend analysis helps put current reality within a broader context.

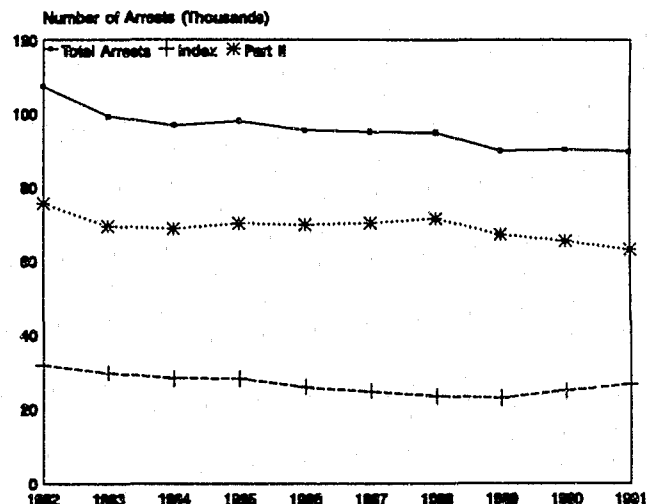
1991 vs 1990. The number of juvenile arrests in 1991 remained virtually unchanged from the prior year, with a decline of less than one percent. However, changes by offense category were evident.

Arrests for index offenses rose 7.5% in 1991 while Part II arrests declined 3.6%. More specifically concerning index offenses, arrests for property index offenses rose 8.4% while arrests for violent index offenses increased 4.0%.

There were some notable changes within specific offense categories (see Table 3, appended). Among the seven index offenses, arrests in five categories increased while there were small declines in the two violent categories of murder (-3.9%) and rape (-2.6%). The greatest increases for index offenses were in the larceny-theft and motor vehicle theft categories, both up 9.9%. Arrests for weapons offenses rose even more, by 20.0%.

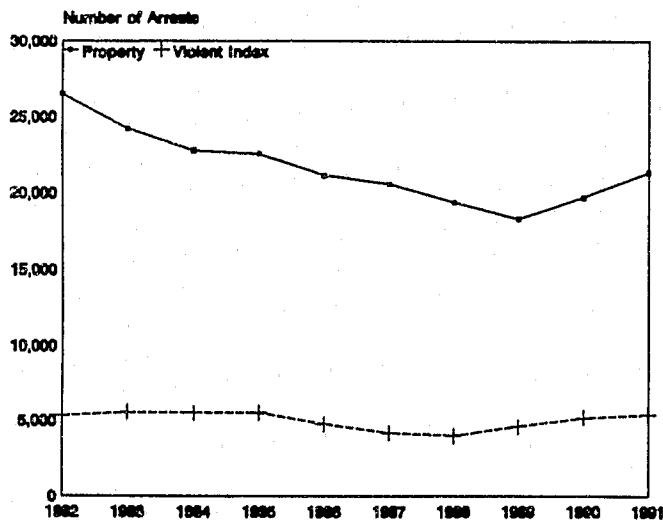
Two major offense categories experienced considerable declines in arrests for 1991. Liquor law violations dropped 17.4% while drug violations declined 13.5%.

Juvenile Arrest Trends 1982 - 1991



The Ten Year Trend. There has been a downturn in the total number of juvenile arrests over ten years (see below, and also Table 3, appended). Over this period, the number of juvenile arrests declined by 17,538 - down 16.3% since 1982. Since 1989, however, the number has remained relatively stable. It would appear that the substantial and protracted decline has eased.

**Juvenile Arrests by Type of Index Offense
1982 - 1991**



The ten year decline in overall arrests may be ending, and arrests for serious juvenile crime are rising.

Arrests for index offenses also declined during our ten year period, by 15.9%. The pattern has shifted in most recent years. A steady decade-long decrease in index arrests reversed itself in 1990, followed by another increase in 1991 — an increase of 16.8% over two years. More specifically, property index offense arrests followed this pattern while violent index offense arrests were more varied.

Over the ten year period, these property arrests dropped 19.6%. Following a long-term decline, these arrests rose 16.5% between 1989 and 1991. Arrests for violent index offenses rose slightly over the ten year period, by 2.7%. After peaking in 1983 (the rise began in 1977), these violent arrests have fluctuated. Since 1989, however, arrests for serious violent offenses have grown 35.8%.

THE TEN YEAR TREND IN THE COUNTIES

Consistent with the statewide trend, most counties had a decline in juvenile arrests between 1982 and 1991 (see Table 4, appended). However, four counties experienced increases: Cumberland

(79.5%), Cape May (24.5%), Somerset (3.1%), and Camden (2.2%).

A different picture emerges when we focus on arrests for serious violent offenses (see Table 5, appended). Eleven of the 21 counties showed an increase over the ten years. The counties with the greatest increases were Cumberland (+217.7%), Cape May (+106.7%), Hudson (+70.1%), Somerset (+68.2%), and Bergen (+48.5%). Those with the greatest decrease were Union (-45.5%), Sussex (-35.0%), Essex (-26.5%), Salem (-24.1%), and Warren (-16.7%).

Note, again, that the statewide youth population over the ten year period declined approximately 20%. But note also that this change varied by county. A comparison of 1980 and 1990 U.S. Census figures reveals that each of our 21 counties' youth populations declined (most substantially) except for Ocean County which remained virtually unchanged. The greatest decreases occurred in Bergen and Essex (-30%) counties. Additional county change figures are provided in the section notes below.²

TRENDS IN JUVENILE DRUG ARRESTS

Juvenile drug arrests decreased in 1991 for the third straight year — a combined three year drop of 46.2%. This follows the 42.7% rise between 1986 and 1988, related to enforcement of the new drug laws beginning in 1987. Perhaps surprisingly, juvenile drug arrests declined 18.5% over ten years.

Drug arrests decreased for the third straight year.

A closer look is in order. The 46.2% drop in just three years is clearly encouraging. However, as we have reported in other publications, a disturbing pattern has been emerging. The bulk of the decline in juvenile drug arrests involved possession of drugs, not the distribution or sale of drugs. In fact, despite the overall decline, distribution arrests increased somewhat in 1991. Since 1986, while juvenile arrests for drug possession have dropped by nearly half (-47.9%), distribution arrests have risen by half (+49.8%). Put another way, distribution comprises an increasing share of all drug

arrests for juveniles – jumping from 25.3% in 1986 to 42.1% in 1990, and to nearly half (49.3%) in 1991.

As we mentioned in an earlier section, juvenile drug arrests occur disproportionately in our larger urban areas. Consequently, the racial/ethnic composition of those arrested is largely minority. Statewide in 1991, black youths accounted for more than two-thirds (68.5%) of all drug arrests. This included an even greater share of distribution arrests (79.6%), and 57.7% of possession arrests.

There have also been significant changes over time in the racial makeup of juvenile drug arrests in New Jersey. Between 1982 and 1991, arrests of black youths more than tripled relative to white youths, with black juveniles accounting for only a minor share (20.4%) in 1982.

While the reality underlying these alarming transformations is not clear, they appear to reflect changing official policy and practices, primarily, and perhaps real changes in youth behavior.

SUMMARY

In summary, the long-term decline in total juvenile arrests may be at an end for the near future. And arrests for serious juvenile crime have been edging up. These patterns occurred over the last few years while juvenile populations continued to drop. Combine these recent trends with an expected (small) increase in youth population by the end of the 1990s and with the availability of guns and other weapons throughout the state (and the surprising number of youths who own them), and there is certainly cause for concern.

Juvenile drug arrests are down again, for the third straight year. However, extensive involvement of juveniles in the burgeoning drug trade poses a problem that the juvenile justice system must respond to more effectively. That means a targeted response including “offense specific” interventions that both hold the juvenile drug dealer or entrepreneur accountable for this unacceptable behavior and address the juvenile’s rehabilitative needs. A similar prescription seems warranted for juveniles who come to family court on charges of violence.

Notes

1. According to the 1990 U.S. Census, blacks comprise 16.9% of New Jersey's under 18 population. Hispanics (who are categorized as either white (primarily), black or other races) comprise 12.4% of the under 18 population. While whites account for 73.3% of the under 18 population, the figure for white non-hispanics (i.e., the nonminority group) is 66.9%.
2. The estimated changes in youth population (ages 10 to 17) for counties were as follows: Atlantic (-16%), Bergen (-30%), Burlington (-24%), Camden (-16%), Cape May (-12%), Cumberland (-19%), Essex (-30%), Gloucester (-10%), Hudson (-24%), Hunterdon (-17%), Mercer (-25%), Middlesex (-27%), Monmouth (-20%), Morris (-29%), Ocean (0%), Passaic (-23%), Salem (-16%), Somerset (-24%), Sussex (-10%), Union (-28%), Warren (-20%).

TABLE 1
JUVENILE ARREST RATES PER 1,000 YOUTHS
BY TYPE AND COUNTY
1991

	1990 Population 10-17	Total Arrests	Total Arrest Rate	Index Arrests	Index Rate	Violent Index Arrests	Violent Index Rate	Property Index Arrests	Property Index Rate	Part II Arrests	Part II Rate
Atlantic	21,404	3,626	169.4	1,241	58.0	280	13.1	961	44.9	2,365	111.4
Bergen	74,333	7,268	98.0	1,673	22.5	245	3.3	1,428	19.2	5,615	75.5
Burlington	41,864	3,282	78.4	1,138	27.2	149	3.6	989	23.6	2,144	51.2
Camden	55,682	5,769	104.0	2,067	37.5	357	6.4	1,730	31.1	3,702	66.5
Cape May	8,852	2,066	241.1	622	71.9	62	7.2	560	64.7	1,464	169.2
Cumberland	15,830	3,948	249.4	1,599	101.0	251	15.9	1,348	85.2	2,349	148.4
Essex	83,185	12,067	145.3	3,411	41.0	1,292	15.5	2,119	25.5	8,676	104.3
Gloucester	26,398	2,102	79.6	701	26.6	60	2.3	641	24.3	1,401	53.1
Hudson	53,233	6,866	129.4	2,255	42.4	1,094	20.6	1,161	21.8	4,631	87.0
Hunterdon	11,079	604	54.5	130	11.7	9	0.8	121	10.9	474	42.8
Mercer	31,175	4,639	148.8	1,478	47.4	191	6.1	1,287	41.3	3,161	101.4
Middlesex	60,627	5,635	92.9	1,736	28.6	229	3.8	1,507	24.9	3,899	64.3
Monmouth	58,703	6,433	109.6	1,856	31.8	295	5.0	1,561	26.6	4,577	78.0
Morris	42,713	2,924	68.5	761	17.8	78	1.8	683	16.0	2,163	50.6
Ocean	41,852	4,281	102.3	1,595	38.1	90	2.2	1,505	36.0	2,686	64.2
Passaic	46,640	6,341	136.0	1,617	34.7	381	8.2	1,236	26.5	4,724	101.3
Salem	7,718	788	102.1	258	33.4	22	2.9	236	30.6	530	68.7
Somerset	22,013	2,768	125.7	701	31.8	74	3.4	627	28.5	2,067	93.9
Sussex	15,223	683	44.9	232	15.2	13	0.9	219	14.4	451	29.6
Union	46,133	6,713	145.5	1,396	30.3	223	4.8	1,173	25.4	5,317	115.3
Warren	9,324	756	81.1	207	22.2	10	1.1	197	21.1	549	58.9
STATE TOTAL*	773,781	89,659	115.9	26,694	34.5	5,405	7.0	21,289	27.5	62,965	81.4

* Some of the state totals which are based on aggregating county figures are slightly lower than actual statewide figures provided in the text. The arrest rates in the text utilize 1991 state population estimates from the New Jersey Department of Labor. 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 (1991).

**TABLE 2
JUVENILE ARRESTS IN NEW JERSEY CITIES, 1991**

	State Total	The "Big 6"	% of State Total	The "Urban 15"	% of State Total
Murder	49	20	40.8%	28	57.1%
Rape	225	68	30.2%	87	38.7%
Robbery	2,078	908	43.7%	1,314	58.5%
Aggravated Assault	3,055	1,102	36.1%	1,492	48.8%
Burglary	4,687	785	16.7%	1,194	25.5%
Larceny-Theft	14,490	1,353	9.3%	2,882	19.9%
Motor Vehicle Theft	2,112	690	32.7%	939	44.5%
Manslaughter	5	4	80.0%	4	80.0%
Simple Assault	9,163	2,005	21.9%	2,948	32.2%
Arson	327	39	11.9%	62	19.0%
Forgery & Counterfeiting	97	4	4.1%	10	10.3%
Fraud	265	30	11.3%	45	17.0%
Embezzlement	8	4	50.0%	4	50.0%
Stolen Property; Buying, Receiving, Possessing, etc.	5,177	2,172	42.0%	2,661	51.4%
Criminal/Malicious Mischief	7,844	1,112	14.2%	1,668	21.3%
Weapons; Carrying, Possessing, etc.	2,215	475	21.4%	673	30.4%
Prostitution & Commercialized Vice	39	27	69.2%	28	71.8%
Sex Offenses (Except Rape & Prostitution)	572	172	30.1%	204	35.7%
Drug Abuse Violations	4,818	2,294	47.6%	2,725	56.6%
Gambling	151	0	0.0%	1	0.7%
Offenses Against Family & Children	39	1	2.6%	2	5.1%
Driving Under the Influence	245	6	2.4%	15	6.1%
Liquor Laws	3,654	46	1.3%	115	3.1%
Disorderly Conduct	10,600	1,825	17.2%	2,526	23.8%
Vagrancy	34	2	5.9%	2	5.9%
All Other Offenses (Except Traffic)	10,506	711	6.8%	1,184	11.3%
Curfew & Loitering Law Violations	2,118	430	20.3%	493	23.3%
Runaways	5,211	1,097	21.1%	2,363	45.3%
Violent Index	5,405	2,098	38.8%	2,821	52.2%
Property Index	21,289	2,828	13.3%	5,015	23.6%
Index	26,694	4,926	18.5%	7,836	29.4%
Part II	63,088	12,456	19.7%	17,733	28.1%
TOTAL	89,782	17,382	19.4%	25,569	28.5%

The "Big 6" includes Camden, Elizabeth, Jersey City, Newark, Paterson and Trenton. The "Urban 15" includes the "Big 6" and Bayonne, Clifton, Dover Township, East Orange, Irvington (town), Passaic, Union City, Vineland and Woodbridge. According to the 1990 Census, the "Big 6" accounts for 14.3% and the "Urban 15" 22.1% of the under 18 population.

Source: State of New Jersey, Division of State Police.

**TABLE 3
TRENDS IN JUVENILE ARRESTS BY OFFENSE
1982 - 1991**

	1982	1983	82-83 %Chgn	1984	83-84 %Chng	1985	84-85 %Chng	1986	85-86 %Chng	82-86 %Chng	1987	86-87 %Chng	1988	87-88 %Chng	1989	88-89 %Chng	1990	89-90 %Chng	1991	90-91 %Chng	82-91 %Chng
Murder	53	41	-22.6%	26	-31.7%	43	53.6%	30	-30.2%	-43.4%	35	16.7%	37	5.7%	38	2.7%	51	34.2%	49	-3.9%	-7.5%
Rape	239	293	22.6%	304	3.8%	269	-11.5%	281	4.5%	17.6%	214	-23.8%	203	-5.1%	168	-17.2%	231	37.5%	225	-2.6%	-5.9%
Robbery	2,558	2,996	17.1%	2,733	-8.8%	2,793	2.2%	2,128	-23.8%	-16.8%	1,657	-22.1%	1,397	-15.7%	1,652	18.3%	1,964	18.9%	2,078	5.7%	-18.8%
Aggravated Assault	2,415	2,199	-8.9%	2,416	9.9%	2,397	-0.8%	2,300	-4.0%	-4.8%	2,258	-1.8%	2,342	3.7%	2,733	16.7%	2,949	7.9%	3,055	3.6%	26.5%
Burglary	7,897	6,801	-13.9%	6,096	-10.4%	5,977	-2.0%	5,077	-15.1%	-35.7%	4,950	-2.5%	4,553	-8.0%	4,321	-5.1%	4,532	4.9%	4,687	3.4%	-40.6%
Larceny-Theft	17,210	16,183	-6.0%	15,533	-4.0%	15,094	-2.8%	14,310	-5.2%	-16.9%	13,773	-3.8%	12,799	-7.1%	12,172	-4.9%	13,183	8.3%	14,490	9.9%	-15.6%
Motor Vehicle Theft	1,363	1,212	-11.1%	1,138	-6.1%	1,474	29.5%	1,728	17.2%	26.8%	1,824	5.6%	2,011	10.3%	1,779	-11.5%	1,922	8.0%	2,112	9.9%	55.0%
Manslaughter	8	3	-62.5%	3	0.0%	8	166.7%	7	-12.5%	-12.5%	5	-28.6%	9	80.0%	5	-44.4%	14	180.0%	5	-64.3%	-37.5%
Simple Assault	8,474	8,167	-3.6%	8,591	5.2%	8,613	0.3%	8,136	-5.5%	-4.0%	8,565	5.3%	8,225	-4.0%	8,139	-1.0%	8,683	6.7%	9,163	5.5%	6.1%
Arson	396	320	-19.2%	354	10.6%	311	-12.1%	328	5.5%	-17.2%	221	-32.6%	272	23.1%	248	-8.6%	299	21.5%	327	9.4%	-17.4%
Forgery & Counterfeiting	134	68	-48.3%	76	11.8%	110	44.7%	95	-13.6%	-29.1%	104	9.5%	102	-1.9%	77	-24.5%	92	19.5%	97	5.4%	-27.6%
Fraud	239	163	-31.8%	184	12.9%	350	90.2%	461	31.7%	92.9%	244	-47.1%	250	2.5%	236	-5.6%	272	15.3%	265	-2.6%	10.9%
Embezzlement	9	13	44.4%	11	-15.4%	8	-27.3%	20	150.0%	122.2%	54	170.0%	30	-44.4%	22	-26.7%	17	-22.7%	8	-52.9%	-11.1%
Stolen Property; Buying, Receiving, Possessing, etc.	3,247	3,031	-6.7%	2,884	-4.8%	3,621	25.6%	4,320	19.3%	33.0%	5,249	21.5%	5,745	9.4%	5,749	0.1%	5,373	-6.5%	5,177	-3.6%	59.4%
Criminal/Malicious Mischief	8,547	8,331	-2.5%	9,058	8.7%	8,660	-4.4%	7,975	-7.9%	-6.7%	7,616	-4.5%	7,441	-2.3%	7,100	-4.6%	7,424	4.6%	7,844	5.7%	-8.2%
Weapons; Carrying, Possessing	1,992	2,007	0.8%	2,199	9.6%	2,193	-0.3%	1,995	-9.0%	0.2%	1,762	-11.7%	1,983	12.5%	1,766	-10.9%	1,846	4.5%	2,215	20.0%	11.2%
Prostitution & Commercialized Vice	63	50	-20.6%	55	10.0%	63	14.5%	60	-4.8%	-4.8%	27	-55.0%	27	0.0%	31	14.8%	50	61.3%	39	-22.0%	-38.1%
Sex Offenses (Except Rape & Prostitution)	555	545	-1.8%	642	17.8%	554	-13.7%	537	-3.1%	-3.2%	451	-16.0%	416	-7.8%	470	13.0%	468	-0.4%	572	22.2%	3.1%
Drug Abuse Violations	5,913	5,566	-5.9%	6,154	10.6%	6,319	2.7%	6,275	-0.7%	6.1%	7,902	25.9%	8,954	13.3%	7,746	-13.5%	5,568	-28.1%	4,818	-13.5%	-18.5%
Gambling	6	12	100.0%	22	83.3%	9	-59.1%	24	166.7%	300.0%	9	-62.5%	96	966.7%	86	-10.4%	152	76.7%	151	-0.7%	2416.7%
Offenses Against Family & Children	0	0	—	10	—	36	260.0%	26	-27.8%	—	18	-30.8%	9	-50.0%	10	11.1%	16	30.0%	39	143.8%	—
Driving Under The Influence	782	505	-35.4%	381	-24.6%	335	-12.1%	388	15.2%	-50.6%	347	-10.1%	377	8.6%	296	-21.5%	295	-0.3%	245	-16.9%	-68.7%
Liquor Laws	6,095	5,362	-12.0%	4,580	-14.6%	5,288	15.5%	5,993	13.3%	-1.7%	5,808	-3.1%	5,475	-5.7%	4,170	-23.8%	4,425	6.1%	3,854	-17.4%	-40.0%
Disorderly Conduct	12,872	12,169	-5.3%	11,280	-7.5%	11,370	0.8%	11,833	4.1%	-8.1%	11,036	-6.7%	11,432	3.6%	11,332	-0.9%	11,288	-0.4%	10,600	-6.1%	-17.7%
Vagrancy	44	61	38.6%	37	-39.3%	39	5.4%	28	-28.2%	-36.4%	21	-25.0%	60	185.7%	30	-50.0%	58	93.3%	34	-41.4%	-22.7%
All Other Offenses (Except Traffic)	17,033	15,570	-8.6%	14,041	-9.8%	13,863	-1.3%	12,570	-9.3%	-26.2%	12,783	1.7%	12,505	-2.2%	11,987	-4.3%	11,502	-3.9%	10,506	-8.7%	-38.3%
Curfew & Loitering Law Violations	3,164	2,013	-36.4%	2,073	3.0%	1,725	-16.8%	2,100	21.7%	-33.6%	1,608	-23.4%	1,490	-7.3%	1,621	8.8%	1,650	1.8%	2,118	28.4%	-33.1%
Runaways	6,012	5,478	-8.9%	5,897	7.6%	6,461	9.6%	6,406	-0.9%	6.6%	6,487	1.3%	6,622	2.1%	6,002	-9.4%	5,941	-1.0%	5,211	-12.3%	-13.3%
Violent Index	5,265	5,529	5.0%	5,481	-0.9%	5,502	0.4%	4,739	-13.9%	-10.0%	4,164	-12.1%	3,979	-4.4%	4,591	15.4%	5,195	13.2%	5,405	4.0%	2.7%
Property Index	26,470	24,196	-8.6%	22,767	-5.9%	22,545	-1.0%	21,115	-6.3%	-20.2%	20,547	-2.7%	19,363	-5.8%	18,272	-5.6%	19,637	7.5%	21,289	8.4%	-19.6%
Index	31,735	29,725	-6.3%	28,248	-5.0%	28,047	-0.7%	25,854	-7.8%	-18.5%	24,711	-4.4%	23,342	-5.5%	22,863	-2.1%	24,832	8.6%	26,694	7.5%	-15.9%
Part II	75,585	69,454	-8.1%	68,532	-1.3%	69,936	2.0%	69,575	-0.5%	-8.0%	70,317	1.1%	71,520	1.7%	67,101	-6.2%	65,433	-2.5%	63,088	-3.6%	-16.5%
TOTAL	107,320	99,179	-7.6%	96,780	-2.4%	97,983	1.2%	95,429	-2.6%	-11.1%	95,028	-0.4%	94,862	-0.2%	89,964	-5.2%	90,265	0.3%	89,782	-0.5%	-16.3%

Source: State of New Jersey, Division of State Police, Crime in New Jersey, Uniform Crime Report (1982-1991).

**TABLE 4
JUVENILE ARRESTS BY COUNTY
1982 - 1991**

	1982	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	1990	89-90 %Change	1991	90-91 %Change	82-91 %Change
Atlantic	3,685	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%	3,827	24.5%	3,626	-5.3%	-1.6%
Bergen	11,889	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%	7,845	1.2%	7,288	-7.1%	-38.7%
Burlington	4,327	3,367	-22.2%	3,129	-7.1%	3,408	8.9%	3,357	-1.4%	3,022	-10.0%	2,957	-2.2%	2,817	-4.7%	2,761	-2.0%	3,282	18.9%	-24.2%
Camden	5,662	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%	5,256	2.8%	5,789	10.1%	2.2%
Cape May	1,676	1,485	-11.4%	1,217	-18.0%	1,574	29.3%	1,848	17.3%	2,086	13.0%	1,982	-5.0%	1,845	-6.9%	1,911	3.6%	2,066	9.2%	24.5%
Cumberland	2,200	1,784	-18.9%	1,753	-1.7%	2,028	15.6%	2,157	6.5%	2,508	16.3%	2,964	18.2%	3,348	13.0%	3,989	19.1%	3,348	-1.0%	79.5%
Essex	13,768	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%	12,705	-5.2%	12,087	-4.9%	-12.2%
Gloucester	3,157	2,243	-29.0%	2,485	9.9%	2,044	-17.1%	2,047	0.1%	1,943	-5.1%	2,008	3.3%	1,982	-1.3%	1,948	-1.8%	2,102	8.0%	-33.4%
Hudson	6,956	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%	6,347	-13.8%	6,886	8.5%	-1.0%
Hunterdon	626	574	-8.3%	415	-27.7%	518	24.6%	597	15.3%	648	8.2%	503	-22.1%	431	-14.3%	489	13.5%	604	23.5%	-3.5%
Mercer	4,987	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%	5,297	-12.8%	4,639	-12.4%	-7.0%
Middlesex	7,583	6,429	-15.2%	6,358	-1.1%	6,341	-0.2%	6,020	-5.1%	6,031	0.2%	6,229	3.3%	5,454	-12.4%	5,768	5.8%	5,635	-2.3%	-25.7%
Monmouth	8,517	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%	6,766	2.2%	6,433	-4.9%	-24.5%
Morris	4,751	4,007	-15.7%	4,485	11.4%	3,904	-12.6%	3,782	-3.1%	3,747	-0.9%	3,491	-6.8%	2,966	-14.5%	2,889	-3.2%	2,924	1.2%	-38.5%
Ocean	6,747	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%	4,643	-4.4%	4,281	-7.8%	-36.5%
Passaic	6,802	6,090	-10.5%	6,065	-0.4%	6,045	-0.3%	6,185	2.0%	6,484	4.8%	6,595	2.0%	6,109	-7.4%	6,574	7.6%	6,341	-3.5%	-6.6%
Salem	897	719	-19.8%	534	-25.7%	630	18.0%	705	11.9%	721	2.3%	755	4.7%	696	-7.8%	839	20.5%	788	-6.1%	-12.2%
Somerset	2,684	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%	2,485	4.8%	2,768	11.4%	3.1%
Sussex	1,100	1,074	-2.4%	965	-10.1%	997	3.3%	1,013	1.6%	862	-14.9%	833	-3.4%	685	-17.6%	592	-13.6%	683	15.4%	-37.9%
Union	8,117	7,890	-2.8%	7,443	-5.7%	8,289	11.4%	7,848	-5.3%	7,315	-6.8%	6,757	-7.6%	5,934	-12.2%	6,422	8.2%	6,713	4.5%	-17.3%
Warren	1,150	952	-17.2%	1,047	10.0%	1,124	7.4%	1,308	16.4%	1,189	-10.6%	867	-25.8%	725	-16.4%	711	-1.9%	756	3.3%	-34.3%
TOTAL*	107,279	89,179	-7.6%	96,283	-2.9%	97,382	1.2%	94,877	-2.6%	94,644	-0.2%	94,588	-0.1%	89,634	-5.2%	90,062	0.5%	89,859	-0.3%	-16.3%

* The arrest totals based on county figures are 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 (1982 - 1991).

TABLE 5
JUVENILE ARRESTS FOR VIOLENT INDEX OFFENSES BY COUNTY
1982 - 1991

	1982	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	1990	89-90 %Change	1991	90-91 %Change	82-91 %Change
Atlantic	238	149	-37.4%	222	49.0%	278	25.2%	182	-34.5%	239	31.3%	187	-21.8%	219	17.1%	323	47.5%	280	-13.3%	17.6%
Bergen	165	161	-2.4%	199	23.6%	167	-16.1%	161	-3.6%	116	-28.0%	146	25.9%	169	15.8%	221	30.8%	245	10.9%	48.5%
Burlington	109	115	5.5%	112	-2.6%	153	36.6%	140	-8.5%	83	-40.7%	128	54.2%	96	-25.0%	178	85.4%	149	-16.3%	36.7%
Camden	349	318	-8.9%	321	0.9%	362	12.8%	291	-19.6%	273	-6.2%	241	-11.7%	313	29.9%	360	15.0%	357	-0.8%	2.3%
Cape May	30	18	-40.0%	17	-5.6%	17	0.0%	24	41.2%	26	8.3%	31	19.2%	45	45.2%	56	24.4%	62	10.7%	106.7%
Cumberland	79	62	-21.5%	68	9.7%	97	42.6%	111	14.4%	119	7.2%	145	21.8%	222	53.1%	280	26.1%	251	-10.4%	217.7%
Essex	1,757	1,777	1.1%	1,863	4.8%	1,591	-14.6%	1,383	-13.1%	1,360	-1.7%	1,348	-0.9%	1,406	4.3%	1,483	4.1%	1,292	-11.7%	-26.5%
Gloucester	48	44	-4.3%	64	45.5%	58	-9.4%	60	3.4%	30	-50.0%	42	40.0%	77	83.3%	64	-16.9%	60	-6.3%	30.4%
Hudson	643	1,220	89.7%	1,010	-17.2%	1,152	14.1%	853	-26.0%	555	-34.9%	500	-9.9%	695	39.0%	802	15.4%	1094	36.4%	70.1%
Hunterdon	8	6	-25.0%	5	-16.7%	7	40.0%	7	0.0%	9	28.6%	11	22.2%	5	-54.5%	5	0.0%	9	80.0%	12.5%
Mercer	194	194	0.0%	212	9.3%	221	4.2%	212	-4.1%	173	-18.4%	175	1.2%	249	42.3%	175	-29.7%	191	9.1%	-1.5%
Middlesex	246	172	-30.1%	192	11.6%	234	21.9%	191	-18.4%	166	-13.1%	168	1.2%	182	8.3%	234	28.6%	229	-2.1%	-6.9%
Monmouth	271	238	-12.2%	193	-18.9%	247	28.0%	209	-15.4%	210	0.5%	213	1.4%	174	-18.3%	253	45.4%	295	16.6%	8.9%
Morris	88	62	-29.5%	72	16.1%	41	-43.1%	67	63.4%	55	-17.9%	69	25.5%	57	-17.4%	51	-10.5%	78	52.9%	-11.4%
Ocean	95	81	-14.7%	109	34.6%	88	-19.3%	89	1.1%	77	-13.5%	70	-9.1%	68	-2.9%	70	2.9%	90	28.6%	-5.3%
Passaic	433	477	10.2%	436	-8.6%	342	-21.6%	375	9.6%	320	-14.7%	258	-19.4%	336	30.2%	334	-0.6%	381	14.1%	-12.0%
Salem	29	25	-13.8%	19	-24.0%	15	-21.1%	15	0.0%	22	46.7%	15	-31.8%	18	20.0%	26	44.4%	22	-15.4%	-24.1%
Somerset	44	56	27.3%	40	-28.6%	88	120.0%	37	-58.0%	46	24.3%	46	0.0%	47	2.2%	50	6.4%	74	48.0%	68.2%
Sussex	20	13	-35.0%	10	-23.1%	11	10.0%	14	27.3%	22	57.1%	12	-45.5%	17	41.7%	16	-5.9%	13	-18.8%	-35.0%
Union	409	327	-20.0%	298	-8.9%	322	8.1%	296	-8.1%	239	-19.3%	173	-27.6%	189	9.2%	220	16.4%	223	1.4%	-45.5%
Warren	12	14	16.7%	19	35.7%	11	-42.1%	22	100.0%	24	9.1%	1	-95.8%	7	600.0%	14	100.0%	10	-28.6%	-16.7%
TOTAL	5,265	5,529	5.0%	5,481	-0.9%	5,502	0.4%	4,739	-13.9%	4,164	-12.1%	3,979	-4.4%	4,591	15.4%	5,195	13.2%	5405	4.0%	2.7%

Source: State of New Jersey, Division of State Police, Crime in New Jersey, Uniform Crime Report (1982 - 1991).

DELINQUENCY IN FAMILY COURT: A FIVE COUNTY ANALYSIS

Our five county analysis provides a snapshot of the types of cases entering the family court and how they are handled. Of the almost 18,000 cases docketed in 1991, 44% were diverted. Our analysis also indicates that counties vary both in the type and seriousness of their court cases, and in how they handle cases.

One of the Commission's mandates is to provide information on the handling of delinquency cases, including profiles by age, sex and race. Utilizing a system known as "Unit Case," we were able to closely profile overall trends. This in turn led to a number of important insights and discoveries about the overall performance of the system that helped everyone identify important issues still being addressed today – issues like the lack of dispositional options, disparities in the handling of cases, and the need for a more aggressive focus in handling chronic offenders.

The Unit Case System was terminated by the Administrative Office of the Courts in April of 1990. In its place, the judiciary is developing a statewide automated system called FACTS (Family Automated Case Tracking System) designed to assist counties in case tracking and case management of family and probation cases. When operational statewide, this system should provide even better data on system performance.

A FIVE COUNTY ANALYSIS

Currently, there are eight counties operational in FACTS. Statewide implementation may be achieved by as early as the end of 1993. Five of the counties (Atlantic, Burlington, Hudson, Monmouth, and Ocean) have full data for calendar year 1991. This allowed us to provide a "Five County Analysis" of family court case processing of delinquency cases for that year.

We analyzed how cases were handled by the court in five counties – Atlantic, Burlington, Hudson, Monmouth and Ocean.

The five counties account for an estimated 28% of all court-involved delinquency cases in the state. While not fully reflective or "representative" of statewide practice, analysis of the five counties (a mix of urban, suburban and rural jurisdictions) provides a glimpse of what is going on in New Jersey.

The report examines three "points" in family court processing: cases referred to and docketed in family court; cases diverted; and cases adjudicated delinquent receiving a disposition. The focus of the following discussion is on the aggregate five counties, although individual county information is provided at various points.

DELINQUENCY REFERRALS TO FAMILY COURT

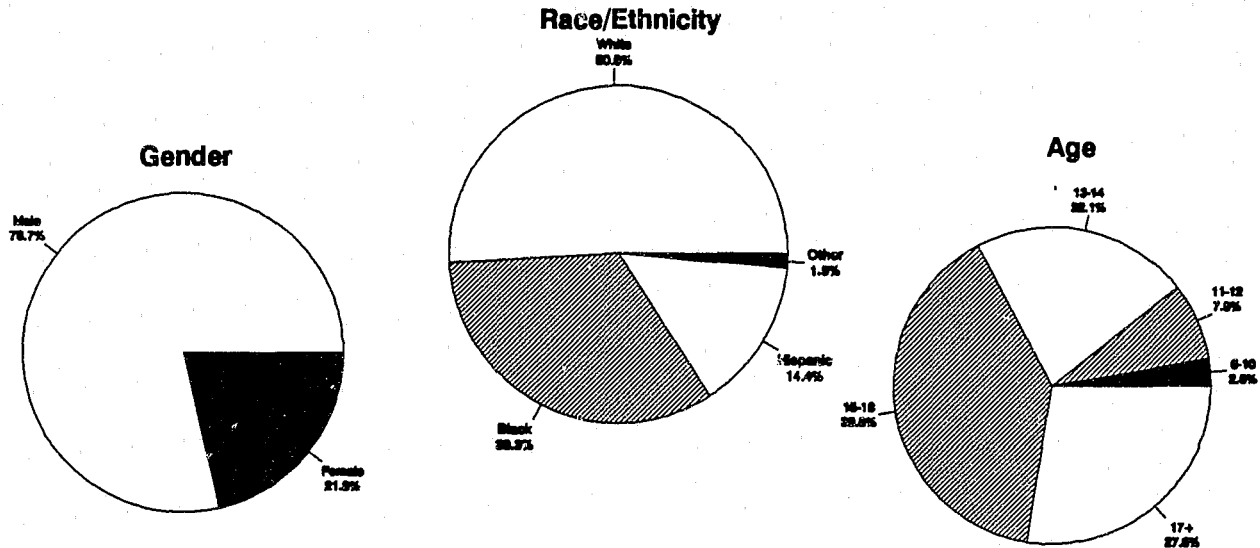
Many juveniles enter the family court on delinquency charges each year. Once a complaint is brought against a juvenile, that juvenile will generally be handled in one of two ways: through diversion to informal mechanisms (e.g., Juvenile Conference Committees or Intake Services Conferences) or through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

These five counties handled almost 18,000 new cases in 1991.

In 1991, there were 17,694 cases handled in the five family courts on new delinquency complaints involving 12,249 juveniles and 33,607 offenses.¹ This means that some juveniles come before the court on more than one occasion in a given year and on any such occasion may be charged with more than one offense.

The number of individual juveniles and cases entering family court varied greatly by county. Of our five counties, Hudson County had the greatest number of new cases (5,487) and juveniles (3,564) docketed. Burlington County had the fewest cases (2,115) and juveniles (1,573).

Characteristics of Docketed Juveniles



Demographics of Court Intake²

Gender. The juveniles handled by the family court are predominantly male. In 1991, males accounted for 78.7% of the juveniles docketed. There were only slight variations by county, with Hudson having the greatest share of male involvement (83.6%) and Monmouth the least (76.1%).

Age. The majority of juveniles docketed on delinquency charges in 1991 were in middle to late adolescence. The most common age group was 15 to 16 year olds (39.8%). Just over two-thirds (67.3%) were 15 or older, while only 10.6% were 12 and under. There were small differences by county. Younger juveniles (14 and under) were most prevalent in Atlantic County (35.4%) and least prevalent in Burlington County (28.5%).

Race/Ethnicity. A slight majority (50.8%) of docketed juveniles were white. Black youths account for one-third (33.3%), hispanic youths 14.4%, and other groups the remaining 1.3%. Racial/ethnic makeup varied substantially across counties. White youths were most prevalent in Ocean County (81.9%), and least so in Hudson (23.6%). Hudson easily handled the highest proportion of hispanic youths, 34.4% (Burlington was lowest with 3.6%); and black youths comprised the greatest share of docketed juveniles in Atlantic County, 46.1%.

Charges at Intake

Docketed youths were charged with a wide range of offenses. The most common offenses included

Simple Assault (DP); Shoplifting (DP); Theft by Unlawful Taking (3°); Criminal Mischief, under \$500 loss (DP); and Burglary (3°). Together, these accounted for 28.3% of all charges. An additional five offenses, Burglary (2°); Possession/Use of Drugs (no degree given); Criminal Mischief, over \$2,000 loss (3°); Theft by Unlawful Taking (DP); and Aggravated Assault (2°), increased the figure to 45.2% of the charges logged in 1991.

Degree and Type of Charge. We also focused on how cases varied by the degree and type of their most serious or "lead" charge (see Table 1, appended). With reference to degree, a large share of the docketed cases involved less serious charges, e.g., disorderly persons (DP) or petty disorderly persons (PDP) offenses. Close to half of the juvenile cases (45.2%) involve a disorderly persons or petty disorderly persons charge as the most serious charge, while just over one-fifth (22.4%) had as their lead charge a first or second degree offense.

While a large portion of docketed cases involved less serious charges, more than one-fifth involved very serious offenses.

Analyzed another way, just over one-quarter (25.5%) of the cases included a violent offense as the lead charge (10.6% involving a violent index offense), while just over half included a property offense as the lead charge, and only 7.3% a drug/alcohol offense.

Our analysis also indicates that offenses varied significantly across counties. For example, while close to two-thirds (63.0%) of the cases in Ocean County were led by disorderly or petty disorderly persons offenses, the figure for Hudson was only 30.7%. First and second degree offenses were involved in 42.9% of Hudson's cases, compared with 4.4% in Ocean. And 16.4% of the cases in Hudson County involved a violent index offense, compared with 5.5% in Ocean. Likewise, drugs/alcohol were involved in 12.1% of cases in Hudson County in contrast to 3.4% in Ocean.

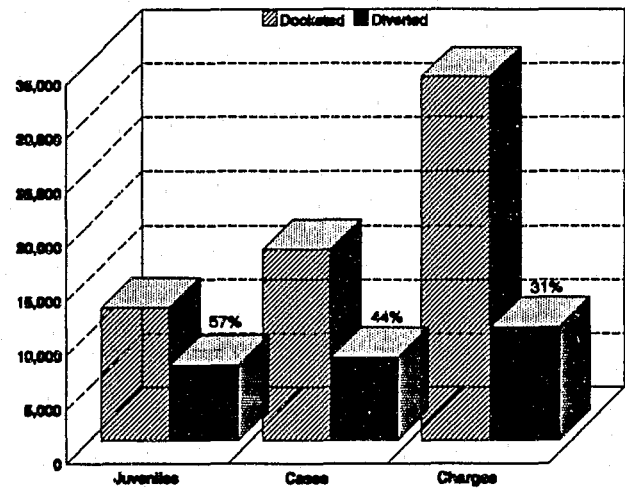
COURT DIVERSION

A large number of juveniles are traditionally diverted from "formal" involvement in court proceedings. Diverted cases are handled by one of several mechanisms: Juvenile Conference Committees (JCCs), Intake Services Conferences (ISCs), Family Crisis Intervention Units (FCIUs), or other specialized diversion programs.

Almost 44% of all the cases handled by the court in our five county study were diverted.

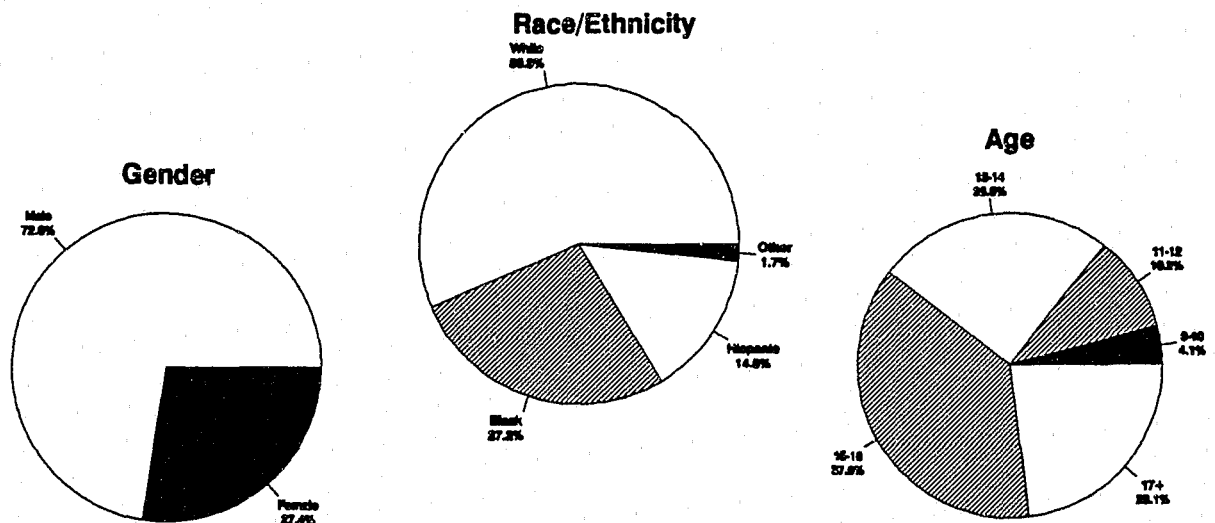
The diversion information provided here results from following the "cohort" of all new juvenile cases docketed in 1991. In total, 7,703 docketed cases were diverted, involving 6,988 juveniles and 10,456 separate offenses. That means that 43.5% of cases handled by the court in 1991 in our 5 county study were diverted. This accounted for 57.0% of the juveniles and 31.1% of all offenses.

Number of Cases, Juveniles and Charges Docketed in 1991 and Subsequently Diverted



Use of diversion varied by county – from a high of 51.1% of the cases in Monmouth County to a low of 36.3% in Burlington. The vast majority of diverted cases were handled by either JCCs or ISCs. A slight majority (51.3%) were diverted to ISCs, while 47.2% were diverted to JCCs. Less than one percent of diversions were referred to FCIUs and an additional 1.2% were handled through specialized diversion programs. Hudson County utilized ISCs for the greatest share of its diverted cases (77.0%), and Monmouth County the least (37.4%). Further, JCCs were most utilized by Burlington County (59.8%) and least by Hudson (22.4%).

Characteristics of Diverted Juveniles



Diversion Demographics for the Five Counties

Compared with docketed juveniles, a somewhat greater portion of diverted juveniles were female, ages 14 and below, and white.

Gender. While males accounted for the largest number of juveniles diverted, females accounted for 27.4% compared with their 21.3% share of all docketed juveniles. This pattern occurred in varying degrees in each of the counties.

Age. On average, diverted juveniles were somewhat younger than those docketed: 60.6% of diverted juveniles were 15 years of age or older vs. 67.3% of those docketed. Likewise, younger juveniles (ages 12 and under) comprised a somewhat larger share (14.3%) of diverted than docketed (10.6%) juveniles. These differences were common for each of the five counties.

Race/Ethnicity. White youths comprised 56.3% of diverted compared with 50.8% of docketed youths. Black youths comprised a smaller portion of diverted (27.2%) than docketed (33.3%) juveniles.

What Kinds of Cases were Diverted?

In contrast to docketed cases, diverted cases tended to be less serious, although a small portion of diversions involved serious charges.

A large share of all diverted cases (66.0%) were led by a small number of offenses. These most common offenses, predominantly disorderly and petty disorderly persons offenses were: Shoplifting (DP); Simple Assault (DP); Possession or Consumption of Alcohol in Public (DP); Criminal Mischief, less than \$500 loss (DP); Criminal Mischief, more than \$2,000 loss (3°); Harassment (PDP); Improper Behavior (PDP); Criminal Trespass in a Dwelling (4°); Theft by Unlawful Taking (3°); and Receiving/Possessing Stolen Property (2°).

Cases Diverted by Degree of the Most Serious Charge

Degree of Most Serious Charge	# of Cases	% of All Diverted Cases
First Degree	76	1.0
Second Degree	921	12.0
Third Degree	1,144	14.9
Fourth Degree	632	8.2
Disorderly Persons	3,980	51.7
Petty Disorderly Persons	722	9.4
Degree Not Indicated	228	3.0
TOTAL	7,703	100.0

Diverted cases were further examined focusing on the degree and type of the lead charge in each case. A majority (61.0%) of diversions involved disorderly or petty disorderly persons offenses. In contrast, 12.9% included first and second degree offenses. In addition, a majority (53.2%) of diversions included a property offense as the lead charge, and another 22.3% involved a violent offense as the lead charge (and 4.2% with a violent index offense).

A small portion of the diverted cases involved serious charges.

While the basic pattern held across counties, there were clear variations. For example, with reference to lead degree, 32.8% of diverted cases in Hudson County involved first or second degree charges compared with 0.3% in Burlington. Hudson County also had the greatest share of cases involving violent charges (31.5%, with 10.4% involving violent index charges). In contrast, violent cases comprised only 16.4% of Burlington's diversions.

Racial Patterns in Diversion

What percentage of minority cases are diverted? Are the cases of minority youths as likely to be diverted as those for white youths? What might account for any differences? To address these questions, we examined the aggregate five county figures for 1991.

In 1991, a majority (51.1%) of the cases involving white youths were diverted. In contrast, only 35.2% of the cases involving minority youths were diverted.

A partial explanation for this would appear to be the fact that the offenses for which the two groups entered the court differed. For example, 30.4% of the minority cases docketed involved a violent offense as the lead charge compared with 19.3% for white youths. In addition, a first or second degree charge was the most serious in 29.9% of minority cases compared with 19.8% of white cases.

We also examined the ten most common types of cases for which each group was docketed. The following table lists the cases, their frequency and the prevalence of diversion for each type of case. Minority youths entered with more serious cases,

on the whole, than did white youths. We also see, however, that even when we "control for" case type, minority cases were diverted less than white cases almost without exception.

We reserve further discussion of the disparate pattern for another time, only noting the role of prior court involvement as one of a range of factors that may contribute to diversion decisions. A preliminary examination of diversion in one of our study counties suggested that minority youths in that county were more likely than white youths to have a prior docketing on delinquency charges, and averaged a substantially greater number of priors.

Top Ten Case Types for Minority and White Youths, and Percent Diverted, 1991

Charge	Minority			
	Degree	#	% Diverted	% Diverted (White)
Simple Assault	DP	1,101	48.3	63.1
Shoplifting	DP	936	62.8	76.1
Aggravated Assault	2°	607	19.8	21.4
Possession of Drugs (No degree indicated)		594	14.5	31.9
Theft by Unlawful Taking	3°	429	20.0	24.7
Robbery	1°	400	12.8	20.0
Receiving/Possessing Stolen Property	2°	387	39.8	39.1
Theft by Unlawful Taking	2°	300	40.0	45.0
Improper Behavior	PDP	286	44.1	66.0
Criminal Mischief <\$500	DP	249	47.0	57.8

Charge	White			
	Degree	#	% Diverted	% Diverted (Minority)
Shoplifting	DP	914	76.1	62.8
Simple Assault	DP	881	63.1	48.3
Theft by Unlawful Taking	3°	510	24.7	20.0
Possession of Alcohol	DP	488	75.2	55.8
Theft by Unlawful Taking	DP	418	32.8	31.9
Criminal Mischief <\$500	DP	329	57.8	47.0
Criminal Trespass in Dwelling	4°	295	61.0	35.3
Harassment	PDP	281	64.8	52.3
Criminal Mischief >\$1,000	3°	261	71.6	58.6
Improper Behavior	PDP	215	66.0	44.1

ADJUDICATIONS OF DELINQUENCY AND THEIR DISPOSITION

Once there is an adjudication of delinquency, the juvenile will receive a disposition. The determination of delinquency and the dispositional decision are critical outputs of the family court and can have

serious consequences for the well-being of the juvenile and the community.

In 1991, there were 4,734 cases in which an adjudication of delinquency was made and a disposition ordered. These involved 3,859 juveniles and 15,126 separate charges. The number of such cases varied by county. Hudson County had the greatest number of adjudicated delinquent cases (1,136), Burlington the smallest number (518).³

Over 4,700 cases received an adjudication of delinquency in our five county study.

Demographics for the Five Counties

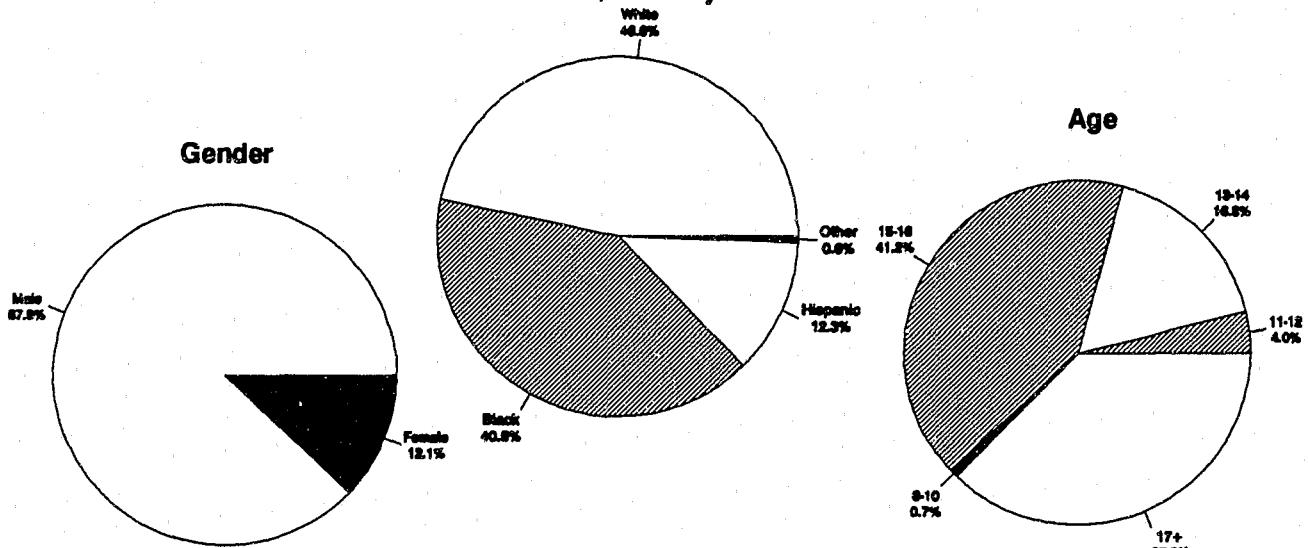
Gender. Juveniles receiving an adjudication of delinquency were predominantly male. There were small differences across counties, with Burlington having the greatest share of males (91.7%), and Ocean the smallest (82.6%).

Age. The most common age category was 15 to 16, comprising a 41.2% share. More than three-quarters of the juveniles (78.4%) were 15 years of age or older, while only 4.7% were 12 or younger. There were small differences by county. Older juveniles (15 and older) were most prevalent in Burlington County (83.2%), least prevalent in Atlantic (74.3%).

Minority youths were disproportionately represented among those adjudicated.

Race/Ethnicity. Unlike the case for docketing and diversion, more than half (53.4%) of the juveniles receiving an adjudication of delinquency were minority youth. Specifically, 40.5% of the juveniles were black, 12.3% were hispanic and the remainder "other." Race/ethnic makeup varied greatly by county. White youths were most prevalent in Ocean County (79.8%), and least so in Hudson (18.7%). Again, Hudson County easily had the highest proportion of hispanic youths (28.9%), and Burlington the lowest (2.9%); and black youths comprised the greatest share of adjudicated delinquent youths in Atlantic County (57.1%) and the lowest share in Ocean (14.4%).

Characteristics of Adjudicated Delinquent Juveniles Race/Ethnicity



Offenses in Adjudicated Delinquent Cases

Nearly one-third (31.9%) of the cases had a disorderly or petty disorderly persons offense as the most serious. In contrast, just over one-fifth (22.3%) were led by a first or second degree offense. Violent offenses were the lead charge in under one-quarter (23.6%) of the cases; 12.0% were led by a violent index offense. In addition, property offenses were the lead charge in more than two-fifths (44.3%) of the cases, and another 10.8% were drug/alcohol cases.

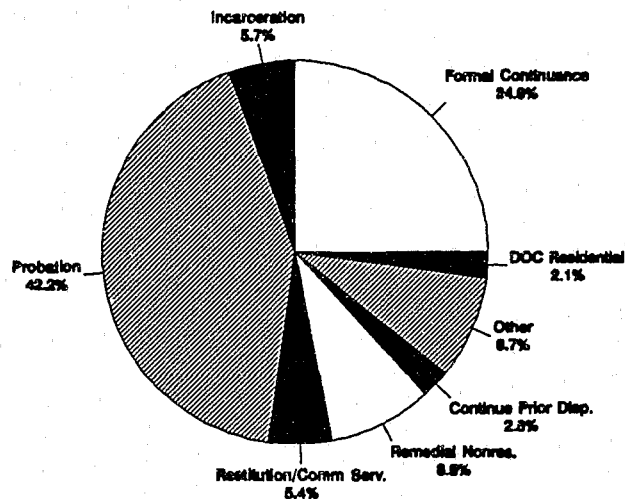
The nature of the cases varied substantially across counties. For example, first and second degree cases were most prevalent in Hudson County (35.3%), and least so in Ocean (5.0%). In addition, 20.1% of the cases in Burlington County involved a violent index offense, compared with 6.4% in Ocean. Likewise, drug/alcohol cases were fairly common in Hudson County (21.0%), while infrequent in Ocean County (4.1%).

Dispositions in Adjudicated Delinquent Cases

Once a juvenile has been adjudicated delinquent, a disposition will follow. The 1983 Juvenile Code enumerates 19 specific dispositional options. Frequently, a dispositional order will contain two or more separate components. For example, a juvenile may be "sentenced" to probation and ordered to pay restitution.

In order to analyze dispositions in our five counties, therefore, we identified the most restrictive aspect of each "sentence," what we call the "lead disposition" for a case. Of all adjudicated delinquent cases receiving dispositions, 42.2% received probation as the lead disposition, 24.9% a formal continuance, 8.5% remedial nonresidential services, 5.7% an incarceration (to a state training school), 5.4% an order to pay restitution or perform community service, 2.5% a continuance of prior disposition (typically probation), and 2.1% a Department of Corrections (DOC) community residential placement. An additional 8.7% received other types of lead dispositions.

Lead Dispositions in Adjudicated Delinquent Cases, 1991



***Dispositional patterns differ substantially
by county.***

While particular dispositions are described in more detail later in this report and in other Commission publications, several points should be made. While probation continues to be the most common lead disposition, in actuality it is utilized in a much greater portion of cases than reflected above. That is because probation is often utilized along with more restrictive dispositions (e.g., a DOC residential or day program). In 1991, probation was actually ordered in more than 6 out of every 10 (61.6%) cases. Use of probation as a lead disposition varied by county ranging from a high in Monmouth County (63.0%) to a low in Atlantic (26.3%).

The Code also enables judges to adjourn formal entry of disposition of a case for a period not to exceed 12 months for the purpose of determining if the juvenile makes a satisfactory adjustment. If during that period the juvenile does well, the complaint can be dismissed. This option is called a formal continuance and, in essence, represents a second chance for the juvenile. As indicated above, formal continuance is the second most common lead disposition (24.9%), and is actually utilized in nearly three out of every ten (29.1%) cases. For the most part, cases that are formally continued require no supervision or services, only that the juvenile stay out of trouble. For this reason, the option is considered one of the most lenient and least intrusive available to judges. Use of formal continuance as a lead disposition varied from a high in Ocean County of 41.0% to a low in Burlington of 10.8%.

The category of dispositional options entitled "remedial nonresidential services" includes a wide array of community-based treatment programs and services, ranging from alternative schools or "outward-bound" programs to psychological, drug or alcohol counseling. Residential programs are excluded from this category as are nonresidential or "day" programs run by state agencies (e.g., DOC; DYFS). While used in 8.5% of the cases as a lead disposition, these services were actually utilized in 13.7% of all cases.⁴

Incarceration is the most severe disposition. The typical length of sentence, statewide, is two years, although the State Parole Board can release the juvenile after one-third of the term has been served

(or earlier if acceptable to the judge in a particular case). As a result of a DOC classification process, incarcerated youths will typically be placed in either a training school or in a DOC community residential program. The use of incarceration varied greatly by county, from a high in Atlantic County of 9.9% to a low in Ocean of 1.1%.

Racial Patterns in Dispositions

Minority juveniles accounted for more than half (55.4%) of all cases for which there was an adjudication of delinquency (where race/ethnicity was known). On average, minority cases involved offenses of a somewhat more serious nature, and were more likely to receive the most restrictive dispositions.

With reference to the most serious charge in adjudicated delinquent cases, 26.5% of the minority cases involved a first or second degree offense compared with 17.3% of cases involving white youths. In addition, for minority youths, 28.9% of the cases involved violent offenses and another 15.2% involved drug/alcohol offenses. In contrast, violent cases comprised 17.0% of the cases for white youths, and another 5.3% were drug/alcohol cases.

The breakdown of lead dispositions also varied by race/ethnicity. In their total of 1,971 adjudicated cases receiving dispositions, 42.5% of white youths received probation, 28.9% a formal continuance, 9.4% remedial nonresidential services, 5.6% were ordered to pay restitution or perform community service, 2.3% an incarceration, 2.3% a continuance of prior disposition, 2.1% a fine, and the remaining 8.8% received other types of lead disposition.

For minority juveniles, in their total of 2,447 cases, 42.3% received probation, 20.8% a formal continuance, 8.8% an incarceration, 7.9% remedial nonresidential services, 5.3% an order to pay restitution or perform community service, 3.7% a DOC community residential placement, 2.8% a continuance of prior disposition, and the remaining 8.4% received other types of lead disposition.

***Minority youths were four times as likely to
be incarcerated as nonminority youth.***

Perhaps the major difference in racial/ethnic patterns is the rate at which the two groups were incarcerated. Minority youths were nearly four times as likely to be incarcerated as were white youths. In addition, if we consider all lead dispositions involving out-of-home placement in public and private facilities, minority juveniles were also substantially more likely to receive such dispositions. Minority juveniles received an out-of-home placement in 14.2% of their cases, compared with 4.7% for white juveniles.

4. Due to inconsistencies in some counties' coding, the overall use of certain dispositions, primarily the nonresidential program dispositions (remedial services and state run "day programs"), is likely to be somewhat underestimated.

NOTES

1. For our purposes, a docketed "case" includes all new complaints docketed on the same filing date for a particular juvenile. With reference to adjudications of delinquency, in contrast, a "case" is tied to the hearing date on which a disposition is ordered on related complaints.

Data involving new complaints docketed and diverted do not include violation of probation charges.

Demographic analysis below is based on juvenile figures while the remaining analysis (e.g., type and degree of most serious charge) is generally based on case figures.

2. Demographic data are provided for juveniles for whom the data is known. The percentage of juveniles for whom specific data is not available is as follows: docketed - age (0.2%), gender (0.0%), and race/ethnicity (9.2%); diverted - age (0.1%), gender (0.0%), and race/ethnicity (10.6%); and adjudicated delinquent - age (0.1%), gender (0.0%), and race/ethnicity (7.0%).
3. Both Burlington and Atlantic counties have an additional number of adjudicated delinquent cases. Both counties utilize juvenile referees to handle certain cases as an alternate, quasi-judicial means of determining delinquency and ordering dispositions. Due to administrative changes during 1991, we are not currently able to clearly determine whether adjudications of delinquency had been made in refereed cases. We estimate that Atlantic County utilized juvenile referees in 656 cases, Burlington in 467 cases during 1991.

**TABLE 1
TYPE AND DEGREE OF LEAD OFFENSES AT THREE POINTS IN THE SYSTEM
1991**

Type of Offense

	Violent Index	Property Index	Other Violent	Other Property	Drug/Alcohol	Other
Docketed	1,875	5,069	2,631	3,788	1,299	3,032
	10.6%	28.6%	14.9%	21.4%	7.3%	17.1%
Diverted	326	2,308	1,394	1,788	190	1,697
	4.2%	30.0%	18.1%	23.2%	2.5%	22.0%
Adjudicated Delinquent	569	1,283	547	812	509	1,014
	12.0%	27.1%	11.6%	17.2%	10.8%	21.4%

Degree of Offense

	1st Degree	2nd Degree	3rd Degree	4th Degree	Disorderly Persons	Petty Disorderly Persons	No Degree Indicated
Docketed	944	3,324	3,812	1,419	6,761	1,232	502
	3.6%	18.8%	21.5%	8.0%	38.2%	7.0%	2.8%
Diverted	76	921	1,144	632	3,980	722	228
	1.0%	12.0%	14.9%	8.2%	51.7%	9.4%	3.0%
Adjudicated Delinquent	164	890	1,118	465	1,269	240	588
	3.5%	18.8%	23.6%	9.8%	26.8%	5.1%	12.4%

PROBATION: STILL THE MOST POPULAR DISPOSITION

Probation continues to be the most popular disposition. Caseloads are very high and getting more difficult to administer in several counties. But juvenile probation is about to launch an "intensive supervision" effort that holds great promise.

Probation is still the dispositional option most commonly ordered by the family court, used in about three in five cases involving an adjudication of delinquency. It is often ordered in tandem with other options such as placement in a DOC community program or community service.

There are about 12,500 juveniles on probation in New Jersey on any given day.

Probation in New Jersey is administered through county probation departments. While all counties employ traditional supervision practices, the adjunct services offered can vary, although most departments assist youth with locating employment, pursuing educational opportunities or obtaining special services.

JUVENILES ON PROBATION

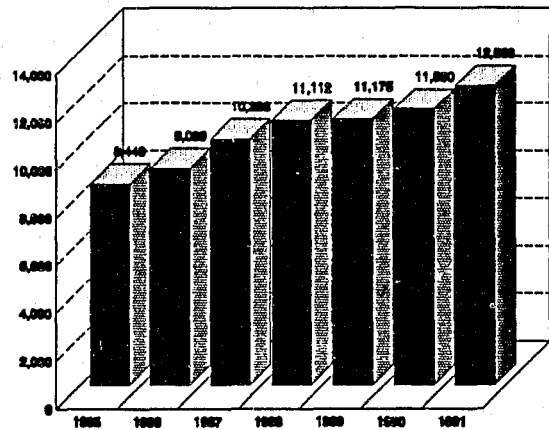
There were 12,563 juveniles on probation, statewide, at any one time in 1991. This is an 8.7% increase over the 1990 average and a 12.4% increase over the 1989 average. The average number of juveniles on probation has increased each year since 1985. Since then, the number has increased by almost half (48.7%).

Juveniles on Probation by County 1991

Atlantic	838	Middlesex	821
Bergen	406	Monmouth	686
Burlington	454	Morris	423
Camden	1,371	Ocean	462
Cape May	172	Passaic	2,121
Cumberland	647	Salem	153
Essex	1,468	Somerset	263
Gloucester	207	Sussex	85
Hudson	600	Union	659
Hunterdon	72	Warren	112
Mercer	543	State Total	12,563

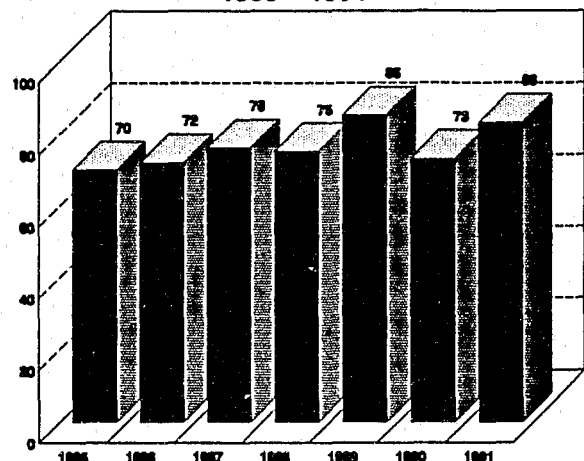
The number of juveniles on probation varies by county. Passaic had the most juveniles (2,121) on probation at any one time, followed by Essex (1,468) and Camden (1,371). Together, they accounted for nearly two-fifths (39.5%) of the state's juvenile probationers. By comparison, five counties (Hunterdon, Sussex, Warren, Salem and Cape May) accounted for less than five percent of the state's total.

Juveniles Under Probation Supervision 1985 - 1991



The average county juvenile caseload for probation officers in 1991 was 83.¹ This was a considerable increase from the 73 recorded the prior year but slightly lower than the 1989 figure. The average caseload figure is perhaps more a reflection of very high caseloads in a few counties than a reflection of the state as a whole.²

Juvenile Probation Caseloads 1985 - 1991



Probation caseloads are very high in several counties.

As we have indicated in the past, caseloads vary significantly by county. Cumberland County led with an average caseload size of 245 juveniles per probation officer, followed by Camden County (120), and Atlantic and Warren (both with 115). The lowest caseloads were in Cape May (45), Gloucester (49) and Morris (55) counties.

**Juvenile Probation Caseloads by County
1991**

Atlantic	115	Middlesex	80
Bergen	58	Monmouth	95
Burlington	63	Morris	55
Camden	120	Ocean	84
Cape May	45	Passaic	95
Cumberland	245	Salem	76
Essex	63	Somerset	63
Gloucester	49	Sussex	66
Hudson	61	Union	58
Hunterdon	63	Warren	115
Mercer	66	State Average	83

Probation officers in many counties, who must supervise large numbers of probationers as well as provide any necessary services or referrals, are faced with a difficult task. Consequently, probation departments conduct needs assessments on all juvenile probationers to help determine how manpower and other limited resources can be allocated most cost-effectively. The results of a statewide needs assessment suggests that at least one-third of all juvenile probationers present a high enough level of need (and risk of future delinquency) to require special attention – high levels of supervision and/or special treatment services. In some of the more urban counties, the figure is estimated at between 50% and 75% of all probationers.

THE INTENSIVE SUPERVISION PROGRAM

Intensive supervision programs have gained national popularity since the mid-1980s. Many juvenile court jurisdictions across the nation provide some type of ISP program. These programs blend intensive surveillance and control with rehabilitation and treatment services. While goals differ from program to program, most strive to reduce institutional use for certain types of of-

fenders by substituting a rigorous community-based supervision experience.

The proposed Juvenile Intensive Supervision Program looks like a promising innovation.

Beginning later this year, New Jersey is scheduled to start its own juvenile ISP (JISP) program. Tentative plans are to serve about 225 juveniles and include only juveniles who have been adjudicated on nonviolent offenses and committed to the Department of Corrections. The program will involve a high degree of both surveillance and services. Contacts will be frequent, about five to six a week. All participants will be expected to fulfill specific program requirements, including: attending school; working regularly or receiving vocational training; performing eight hours of community service each month; participating in structured group activities (e.g. skills development); submitting to random urine tests; complying with daily curfews; maintaining a daily journal of activities; and submitting to searches by JISP personnel. To help monitor initial curfew compliance, all participants will initially be required to participate in the electronic monitoring program. While we will not know for some time just how successful the program will be, we believe that a combination of surveillance and targeted treatment is a promising approach.

COMMUNITY SERVICE

Community service is an important dispositional option, used thousands of times each year either alone or in conjunction with other dispositions (e.g., frequently with probation). Community service participants are required to perform a variety of activities (e.g. cleaning parks, painting or helping to repair buildings) that can serve to hold youths accountable and help them develop an adequate sense of responsibility.

Community service, which had been increasing in recent years, declined considerably in 1991. There were 4,436 court orders for community service, a 13.0% decrease from the 1990 total but only a 4.2% decrease from 1989.

There was also a substantial decrease in the number of community service hours ordered. In 1991, there were only 123,090 court ordered community service hours, a 27.0% decrease from the prior

year. Moreover, the average number of hours ordered per case decreased. The average hours ordered was 28 in 1991, compared with 33 for the prior year.

**Community Service
1991**

County	New Cases	New Hours Ordered	Compliance Rate
Atlantic	37	740	67%
Bergen	138	2,098	80%
Burlington	260	5,345	91%
Camden	498	10,838	88%
Cape May	116	3,027	92%
Cumberland	267	6,151	84%
Essex	238	10,386	69%
Gloucester	288	12,852	88%
Hudson	542	9,398	91%
Hunterdon	139	2,870	99%
Mercer	38	650	95%
Middlesex	101	4,679	74%
Monmouth	138	5,163	91%
Morris	438	11,041	100%
Ocean	35	495	63%
Passaic	412	16,354	86%
Salem	146	5,330	98%
Somerset	139	5,530	97%
Sussex	51	1,565	100%
Union	332	5,560	82%
Warren	83	3,018	94%
STATE TOTAL	4,436	123,090	88%

Counties continue to vary greatly in the use of this option. Five counties (Hudson, Camden, Morris, Passaic and Union) accounted for half (50.1%) of all community service orders in 1991. The five counties with the fewest orders (Ocean, Atlantic, Mercer, Sussex and Warren) accounted for only 5.5% of all 1991 orders. Hudson County accounted for the highest number (542) while Ocean accounted for the fewest (35).

In 1991, 88% of the juveniles ordered to perform community service completed the order, up slightly from 87% registered for 1990 and 84% for 1989.

NOTES

1. The statewide average provided by Juvenile Services was computed by averaging the caseload average for each county.
2. The median (i.e., half of the counties above, half below) statewide caseload in 1991 was 66, a small decrease from 70 in 1990.

DETENTION: A SYSTEM UNDER SCRUTINY

While a large number of juveniles continue to be detained each year (almost 11,000 in 1991), some reforms in recent years appeared to be lessening the utilization of secure detention. But early data for 1992 show that detention populations are once again on the rise.

By law, juveniles are detained for one of two reasons: they are deemed to be a danger to the community or a risk not to appear in court. While most juveniles remain in detention facilities for short periods of time, a detainee can remain in secure detention anywhere from one day to up to a year or more, depending on the circumstances surrounding the case.

There are 17 detention centers in New Jersey funded and operated by county government. In addition, Somerset County has been contracting with the Department of Corrections for use of a special cottage at the Lloyd McCorkle Training School. The remaining counties (Cape May, Hunterdon, and Salem) contract with other detention facilities to handle their youths.

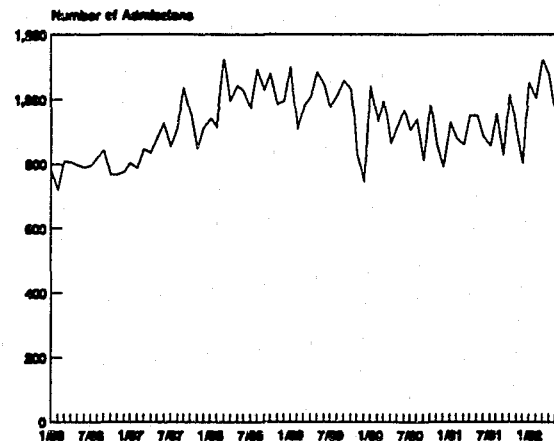
DETENTION ADMISSIONS

In 1991, there were 10,802 juveniles admitted pre-dispositionally to county detention facilities. This represents a small decrease (1.9%) from the 1990 total and was the third straight year that a decrease occurred. Almost half of the admissions (47.1%) were recorded by three counties – Essex, Hudson and Passaic – while seven counties combined for only 11.3% of total admissions (Warren, Somerset, Sussex, Gloucester, Burlington, Ocean and Morris). The average length of stay, statewide, for youths in 1991 was 19 days, the same as in 1990.

The decrease in admissions in recent years may be attributed to several factors. One is the development of detention alternative programs in some counties. Commission sponsored legislation narrowing detention admission criteria and the impact of a court ruling on the holding of post-adjudicated juveniles also appear to have been instrumental in fostering admission decreases.

Almost 11,000 juveniles were held in detention centers in 1991.

Pre-dispositional Detention Admissions January 1986 – May 1992



Recent data, however, suggest that detention admissions across the state are once again on the rise. Data for the first five months of 1992 reveal that admissions have increased 14.0% over the same period last year. The data show that about two-thirds of the detention facilities have increased admissions during this period with half showing an increase of at least 20%.

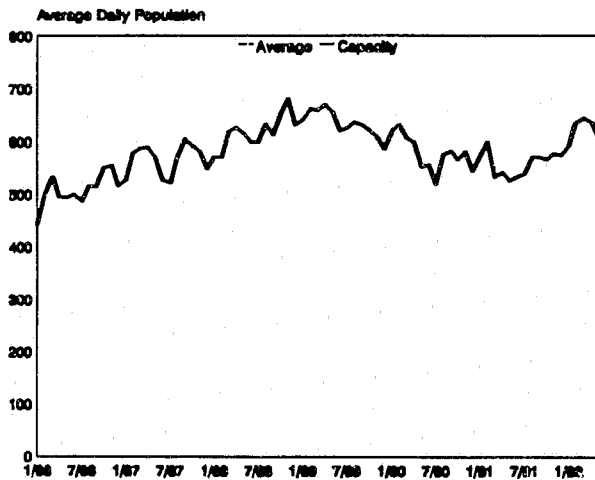
TRENDS IN DETENTION POPULATIONS

An average of 559 juveniles were held in secure detention on any given day in 1991, well below the state's rated capacity of 612. This represented a 3.5% decrease from the prior year (579) and a 12.1% decrease from 1989 (636). These decreases reversed the steady upward trend in the number of detained youths throughout the 1980s. The most recent data, for the first five months of 1992, indicate that detention populations have once again risen, in fact surpassing statewide capacity. For this period, the average population was 634, 14.2% above the figure for the same period in 1991.

This latter development is noteworthy since overcrowding is a significant issue for detention centers. While most facilities do not have an over-

crowding problem, several have been consistently over-utilized.

**Average Daily Detention Populations
January 1986 - May 1992**



As seen below, six of the detention facilities averaged at least 110% of capacity between March and May of 1992. Atlantic County recorded the highest average with a capacity of 232%, followed by Passaic (197%) and Union (145%). Four additional counties (Monmouth, Mercer, Camden and Middlesex) recorded averages of more than 90%. Somerset (33%), Bergen (37%), Warren (44%) and Morris (49%) counties were lowest, with each averaging under 50% of capacity during this period.¹ Note, however, that a facility's capacity (the "size" of the facility) does not always reflect a county's detention needs.

**Detention Capacity¹
March - May 1992**

County	Capacity	Average Population	Percent of Capacity
Atlantic	19	44.1	232%
Bergen	41	15.1	37%
Burlington	21	10.5	50%
Camden	38	35.5	93%
Cumberland	32	22.1	69%
Essex	100	134.2	134%
Gloucester	15	11.6	77%
Hudson	45	54.1	120%
Mercer	44	41.9	95%
Middlesex	39	35.4	91%
Monmouth	39	38.5	99%
Morris	24	11.9	49%
Ocean	16	17.7	111%
Passaic	52	102.5	197%
Somerset	17	5.6	33%
Sussex	16	9.1	57%
Union	34	49.2	145%
Warren	20	8.8	44%
State Total	612	647.8	106%

THE DEMOGRAPHICS OF DETENTION

Detention admissions, as with other aspects of the juvenile justice system, vary greatly by gender and race/ethnicity. In 1991, males represented the vast majority (88.9%) of juveniles placed pre-dispositionally in detention centers.

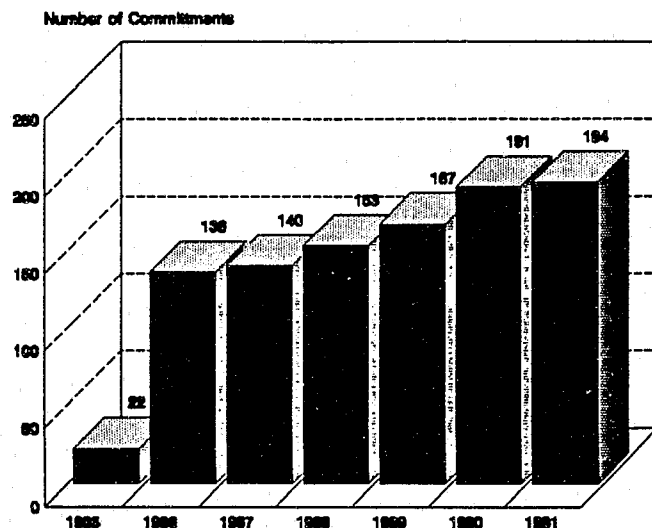
In terms of race/ethnicity, black youths accounted for two-thirds (66.5%) of all admissions in 1991. Hispanic youths accounted for an additional 18.4%. In all, minorities accounted for 85.2% of all 1991 pre-disposition detention admissions.

SHORT-TERM COMMITMENT

A realization that judges needed more dispositional options resulted in the authorization of short-term commitments. This option allowed judges to sentence adjudicated juveniles to detention centers for periods up to sixty days.

To date, only seven counties have developed short-term commitment programs: Bergen, Cumberland, Middlesex, Ocean, Somerset, Sussex and Warren. In order to operate a program, a county must have its detention facility meet certain physical and programmatic standards as set forth by the Department of Corrections. While many have advocated for statewide availability of short-term commitment programs, the number of programs has not increased due to a number of factors, most notably costs of operation and the availability of space.

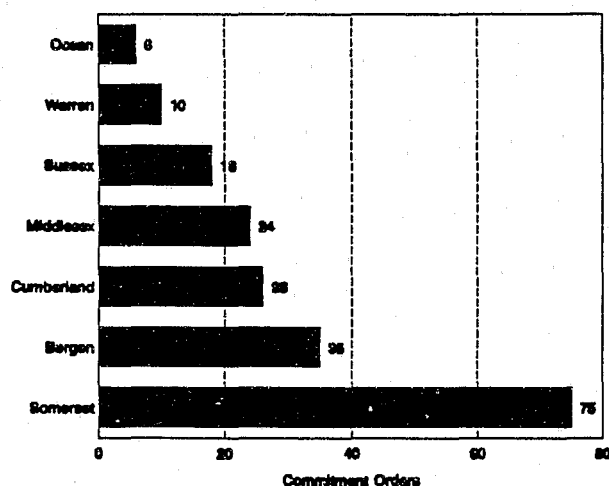
**Short-term Detention Facility Commitments
1985 - 1991**



There were 194 short-term commitment orders in 1991. Although this is up only slightly (1.6%) from the number recorded the prior year, it continues the upward trend begun in 1986, the first full year the disposition was available. The use of short-term commitments rose 42.6% during this period. And the trend continues in 1992. Data for the first five months reveal that commitment orders are up 25.6% compared with the same period in 1991.

Use of the short-term commitment option varied greatly, in 1991, among the seven participating counties. Somerset County recorded the greatest number of commitments, accounting for nearly two-fifths (38.7%) of the state's total, while Ocean County accounted for the fewest (3.1%).

Short-term Detention Facility Commitments by County, 1991



Males continued to comprise the overwhelming majority of short-term commitment admissions. During 1991, they accounted for 94.8% of all admissions, up somewhat from the 87.4% recorded the prior year. With reference to race/ethnicity of admissions, white youths continued to account for the largest share. They accounted for 47.9%, while black juveniles accounted for 38.1%, hispanic juveniles, 11.3% and other minorities 2.7%. In all, minority youth accounted for 52.1% of all short-term commitment admissions, up from 46.1% for 1990.

NOTES

1. Due to missing data for Bergen County, its average daily population figure for 1992 reflects an averaging of data from September 1991 to January 1992. In addition, data for Burlington County reflect preparation for temporary closure of its center during construction. Burlington juveniles were detained in neighboring detention facilities during much of this time.

CORRECTIONS: A SYSTEM IN TRANSITION

The most notable trends in corrections include the closing of a major correctional institution, reassignment of inmates to community programs and other facilities, and a continuing decrease in the number of juveniles handled by the Department of Corrections.

Many changes have occurred in the Department of Corrections (DOC) since our last "Profile" report. Most notable was the closing of the Lloyd McCorkle Training School for Boys and Girls in mid-June. This closing has had a significant impact on other system components. While a large portion of the youths held at Lloyd McCorkle were removed by normal attrition (i.e. paroled or "maxed-out"), the majority were placed in other institutions or community residential programs. The result is increased populations in the remaining training schools and residential facilities. This and other system trends will be examined below.

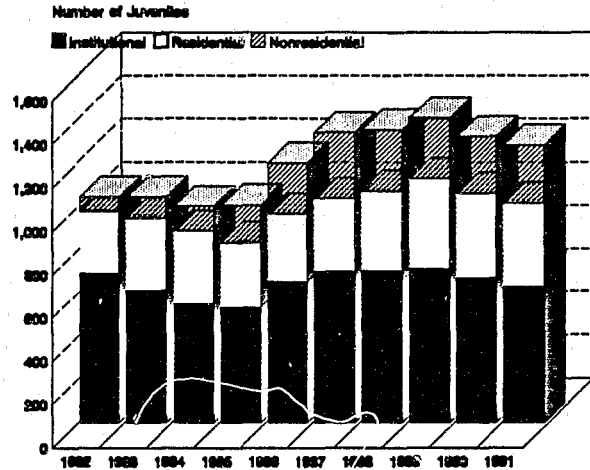
JUVENILES UNDER DOC JURISDICTION

The responsibility for handling many of the state's most troubled juveniles rests with DOC. The Department handles juveniles through its Division of Juvenile Services in three different settings: correctional institutions (training schools), community residential centers or group homes, and community day treatment centers. By July of 1992, with the official closing of Lloyd McCorkle, DOC was serving juveniles under their jurisdiction in two training schools, 26 residential and 19 day programs. As of this writing, McCorkle continues to serve approximately eight committed girls, as well as Somerset County's detention population.

In 1991, there was an average of 1,254 juveniles under DOC jurisdiction at any one time. This was a 5.4% decrease from the figure recorded for 1990, and the second straight year that a decrease occurred. This was also the lowest average recorded since 1986.

Data for the first seven months of 1992 indicate that the decrease continues. From January to July of 1992, the average number was 1,202, 5.4% below the figure for the same period in 1991.

Juveniles Under DOC Jurisdiction by Program Type, 1982 - 1991

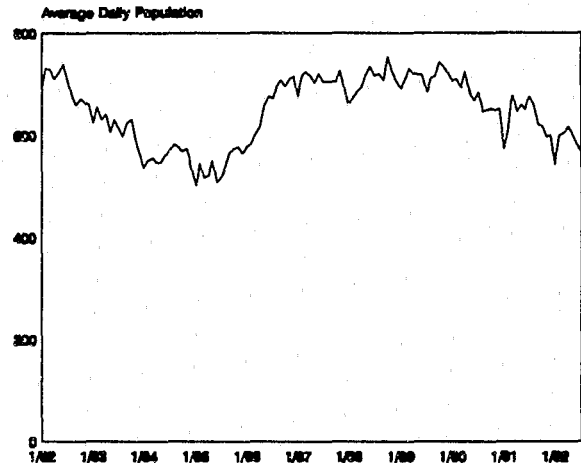


The number of juveniles under the jurisdiction of DOC is on the decline.

INSTITUTIONS

There were 632 juveniles held in training schools on any given day in 1991, a 6.5% decrease from the previous year and an 11.9% decrease since 1989. This was also the lowest average population since 1985. The figure for the first seven months of 1992 was even lower (588), and an 8.3% decline compared with the same period in 1991.

Average Daily Institutional Populations¹ January 1982 - July 1992



The closing of Lloyd McCorkle, with its population capacity of 207, has influenced and will continue to influence populations at the remaining training schools. Prior to its closing, the state's institutional capacity (total number of available institutional beds) was 729. Once fully closed, there will be 522 available beds, a 28.4% decrease in capacity. The bulk of the impact has been on the New Jersey Training School for Boys in Jamesburg. Since October of 1991 the training school's population has risen 34.9%. It is now well over capacity.

COMMITMENTS

While all juveniles in training schools have been committed by the courts, not all committed juveniles end up in an institution – many are assigned by DOC to its community programs. In 1991, a total of 979 juveniles were committed by the family court, almost identical to the 1990 figure. And there has been a slight increase in commitments early in 1992 (figures available through March).

An examination of the ten year trend reveals that 1991 commitments were 19.8% lower than the total for 1982. During that period, commitments fluctuated greatly from a high in 1982 of 1,220 to a low of 794 in 1985.

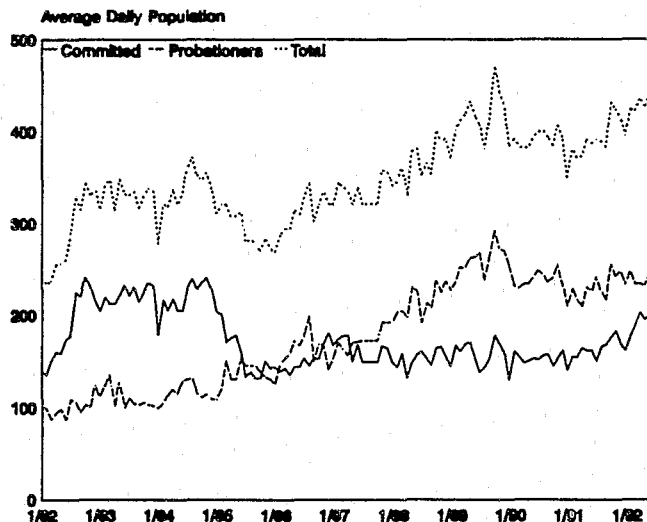
Great variation continues to exist between counties in terms of the number of commitments ordered (see Table 1, appended). In 1991, three counties (Essex, Passaic and Camden) accounted for over half (52.1%) of all commitments. Nine other counties (Hunterdon, Salem, Morris, Warren, Sussex, Cape May, Bergen, Ocean and Gloucester) combined for only 5.6% of all commitments.

RESIDENTIAL PROGRAMS

In 1991, the average daily residential population was 390 juveniles, identical to the number recorded in 1990 and 6.3% below the 1989 figure. Consistent with DOC's plan to expand residential placements, and with the closing of Lloyd McCorkle, average population figures for 1992 should be substantially higher. Data for the first seven months reveal an average of 424 juveniles in DOC residential programs on any given day. This is 12.2% higher than the average for the same period in 1991.

Residential programs operated by DOC handle two types of juveniles: those who are committed by the court and are later placed in residential programs following DOC classification, and those placed under DOC jurisdiction concurrent with a probation order. In the early 1980s, the majority of residential placements were of committed youths. This changed by the mid-1980s with "probationers" outnumbering committed juveniles, often by as much as two to one. This trend is reversing. In 1989, committed juveniles comprised 38.0% of the residential population. By 1991, this number increased to 41.5% and for the first seven months of 1992, the figure rose to 44.5% of the total.

**Average Daily Residential Populations¹ by Type of Resident
January 1982 – July 1992**

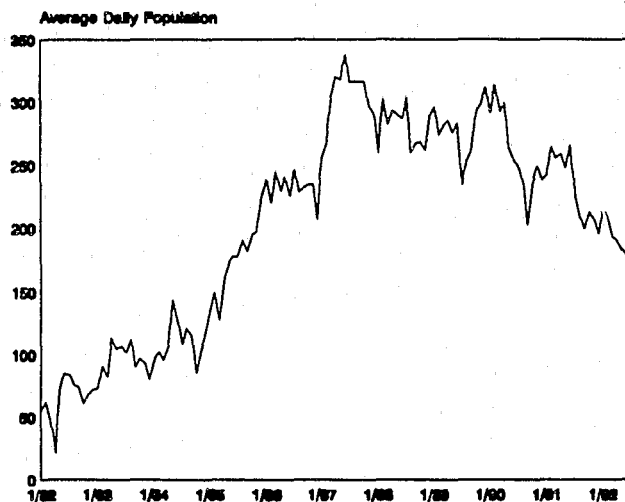


DAY PROGRAMS

DOC day programs are designed to handle "probationers" in nonresidential settings. The juveniles remain at the center during the day but return home at night.

In 1991, there was an average of 232 juveniles in day programs on any given day. This was a decrease of 10.8% from the 1990 average and a 16.8% decrease from 1989. In fact, day program populations have decreased each year since 1987.

Average Daily Day Program Populations¹ January 1982 – July 1992



The trend continues in 1992. From January to July, DOC day programs averaged 190 juveniles, a 24.3% decrease from the same period in 1991. Much of the decrease can be attributed to the closing of programs. For example, in April of 1991 there were 320 total day program slots (statewide capacity); by July of 1992, the figure was down to 255.

DEMOGRAPHICS OF DOC YOUTHS

On July 6, 1992, males accounted for 96.2% of the juveniles under the jurisdiction of the Department of Corrections. This included 97.9% of the institutional population, and 94.5% of residential and day program populations.

Minority juveniles continue to comprise a very large share of youths under DOC jurisdiction. According to the most recent data available (July of 1991), minority youths accounted for 87.6% of the juveniles in training schools. Black youths comprised the largest share of this figure (72.4%); hispanic youths comprised 15.2% and white youths 12.4%.

GOVERNOR'S INITIATIVE CONTRACT PROGRAMS

As a result of a special "Governor's Initiative" appropriation, DOC funds a number of community agencies to provide juveniles with residential and nonresidential services. The objective is to avoid unnecessary incarceration in detention centers and training schools. As of July 1992, there were 10 initiative programs under contract – two residential and eight day. For the first seven months of 1992 there was an average of 105 juveniles in the initiative programs, 99 in day and 6 in residential programs.

NOTES

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

TABLE 1
JUVENILE COMMITMENTS BY COUNTY
1982 - 1991

	1982	1983	1984	1985	1986	1987	1988	1989	1990	1991
Atlantic	91	100	60	47	63	86	106	87	60	84
Bergen	29	39	33	26	18	10	12	6	12	8
Burlington	41	32	12	16	23	24	14	18	13	26
Camden	83	128	156	123	169	129	96	137	154	167
Cape May	4	9	8	6	13	7	4	3	1	7
Cumberland	46	49	38	36	22	16	27	29	29	50
Essex	145	132	127	116	143	144	181	182	224	172
Gloucester	3	6	6	7	5	6	3	7	12	11
Hudson	47	28	63	26	66	22	27	56	45	47
Hunterdon	7	7	6	3	4	4	6	7	0	1
Mercer	69	40	39	21	21	27	31	37	26	15
Middlesex	81	92	40	29	43	33	53	52	36	35
Monmouth	66	83	61	62	67	62	123	119	51	76
Morris	21	12	7	4	8	3	5	4	2	3
Ocean	64	58	40	29	21	26	20	31	19	10
Passaic	213	190	187	125	172	139	182	175	184	171
Salem	10	20	6	3	4	2	6	6	6	3
Somerset	53	57	28	42	30	7	11	25	19	15
Sussex	6	8	5	0	6	10	1	2	1	7
Union	94	69	55	65	75	68	66	64	61	66
Warren	17	15	10	6	1	1	5	4	6	5
TOTAL	1,220	1,194	987	794	974	826	979	1,051	961	979

Source: Department of Corrections