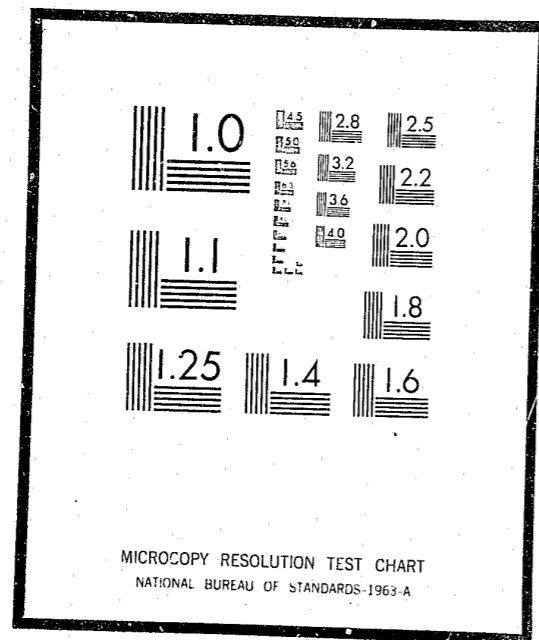


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U.S. DEPARTMENT OF JUSTICE  
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION  
NATIONAL CRIMINAL JUSTICE REFERENCE SERVICE  
WASHINGTON, D.C. 20531

Date filmed,

2/5/76

19035

IMPACT ACTION PLAN 1973



High Impact  
Anti-Crime Program  
City of Newark  
Mayor  
Kenneth A. Gibson

MAYOR  
Kenneth A. Gibson

CITY COUNCIL  
Louis M. Turco  
*President*

Michael A. Bontempo  
Michael P. Bottone  
Anthony J. Giuliano  
Earl Harris

Sharpe James  
Frank C. Megaro  
Ralph A. Villani  
Dennis A. Westbrook

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Assistant Director —  
Police  
J. Earl Young  
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Charline Baskerville      Jean Coles      Denise Delaney

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IMPACT ADVISORY BOARD  
Honorable Kenneth A. Gibson, *Chairman*

Miss Sally Carroll      Edward Kerr  
John F. Cryan      Philip C. Rotondo  
James R. Giuliano      Stanley C. Van Ness  
Harry Hazelwood      Joseph P. Lordi  
Ms. Muriel Crowley      John F. X. Irving  
Lee Paterson      Louis M. Turco  
Antonio Perez

STATE LAW ENFORCEMENT PLANNING AGENCY  
John Mullaney — *Director*  
Harold Damon — *Assistant Director, Operations*  
Russell Woods — *Program Analyst-Impact Liaison*

LAW ENFORCEMENT ASSISTANCE ADMINISTRATION REGIONAL OFFICE #1  
Joseph Nardoza — *Regional Administrator*  
Ernest Milner — *New Jersey Representative*

The preparation of this report was financed by LEAA Grant #72-NI-02-002,  
Law Enforcement Assistance Administration

(NJ)  
**Newark High IMPACT**  
**Anti-Crime Program**  
**Action Plan 1973**

Prepared for the Mayor of the City of Newark  
Kenneth A. Gibson

By the Newark High Impact Crime Analysis Team

With technical assistance from  
State Law Enforcement Planning Agency  
Law Enforcement Assistance Administration Region #1



KENNETH A. GIBSON  
MAYOR  
NEWARK, NEW JERSEY  
07102



February 8, 1973

Mr. John J. Mullaney, Executive Director  
State Law Enforcement Planning Agency  
447 Bellevue Avenue  
Trenton, New Jersey

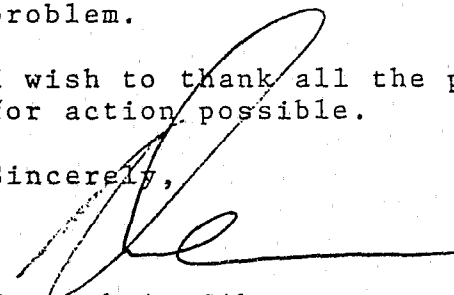
Dear Mr. Mullaney:

It is with great pleasure that I endorse the High Impact Anti-Crime Program Action Plan for 1973. It represents many hours of dedicated effort by the local Newark Crime Analysis Team, the State Law Enforcement Planning Agency, the Law Enforcement Assistance Administration, and the Impact Advisory Board.

As Mayor of the City of Newark, I speak on behalf of all concerned citizens when I emphasize the urgency of this program and its expected benefits to Newark. Crime in the streets is one of our most critical, if not the most critical problem in the City. A joint City/State/Federal effort to reduce street crime should provide the necessary impetus toward achieving many solutions to this pressing problem.

I wish to thank all the parties who played a role in making the Plan for action possible.

Sincerely,



Kenneth A. Gibson  
MAYOR

KAG:sh

cc: Mr. Joseph A. Nardoza, Regional Administrator  
Law Enforcement Assistance Administration



KENNETH A. GIBSON  
MAYOR  
NEWARK, NEW JERSEY  
07102



February 8, 1973

Mr. Joseph A. Nardoza  
Regional Administrator  
Law Enforcement Assistance Administration  
26 Federal Plaza  
New York, New York

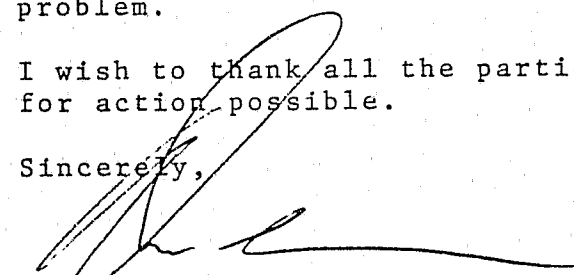
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Sincerely,

  
Kenneth A. Gibson  
MAYOR

KAG:sh  
cc: Mr. John J. Mullaney, Executive Director  
State Law Enforcement Planning Agency



WILLIAM T. CAHILL  
GOVERNOR

JOHN J. MULLANEY  
EXECUTIVE DIRECTOR

GOVERNING BOARD  
GEORGE F. KUGLER, JR.  
CHAIRMAN

State of New Jersey  
STATE LAW ENFORCEMENT PLANNING AGENCY

447 BELLEVUE AVENUE  
TRENTON, NEW JERSEY 08618  
TELEPHONE (609) 292-5800

February 9, 1973

Mr. John Mullaney  
Executive Director  
State Law Enforcement Planning Agency  
447 Bellevue Avenue  
Trenton, New Jersey 08618

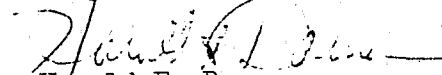
Dear Mr. Mullaney,

We are forwarding herewith complete, corrected copies of the Newark High Impact Anti-Crime Program Plan for your review and action. You will note that included in the Plan is a letter of approval from Mayor Kenneth A. Gibson and a resolution of endorsement unanimously passed by Newark City Council.

The Newark High Impact Anti-Crime Program Advisory Board, at a meeting held on Thursday, February 8th, unanimously approved the submission of this Plan. In addition, the Criminal Justice Planning Board of Essex County has expressed its enthusiastic support.

We wish to express our appreciation for the guidance that you and your staff have given to us in the preparation of this document.

Very truly yours,

  
Harold F. Damon  
Interim Executive Director  
Newark High Impact Anti-Crime Program



WILLIAM T. CAHILL  
GOVERNOR

JOHN J. MULLANEY  
EXECUTIVE DIRECTOR

State of New Jersey

STATE LAW ENFORCEMENT PLANNING AGENCY

447 BELLEVUE AVENUE  
TRENTON, NEW JERSEY 08618  
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GOVERNING BOARD

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JOHN J. MULLANEY  
EXECUTIVE DIRECTOR



GOVERNING BOARD  
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CHAIRMAN

State of New Jersey

STATE LAW ENFORCEMENT PLANNING AGENCY

447 BELLEVUE AVENUE  
TRENTON, NEW JERSEY 08618  
TELEPHONE (609) 292-5800

February 16, 1973

February 9, 1973

Mr. Joseph Nardoza  
Regional Administrator  
Law Enforcement Assistance Administration  
26 Federal Plaza  
New York, New York 10007

Dear Mr. Nardoza,

We are forwarding herewith complete, corrected copies of the Newark High Impact Anti-Crime Program Plan for your review and action. You will note that included in the Plan is a letter of approval from Mayor Kenneth A. Gibson and a resolution of endorsement unanimously passed by Newark City Council.

The Newark High Impact Anti-Crime Program Advisory Board, at a meeting held on Thursday, February 8th, unanimously approved the submission of this Plan. In addition, the Criminal Justice Planning Board of Essex County has expressed its enthusiastic support.

We wish to express our appreciation for the guidance that you and your staff have given to us in the preparation of this document.

Very truly yours,

Harold F. Damon  
Interim Executive Director  
Newark High Impact Anti-Crime Program

Mr. Joseph A. Nardoza  
Regional Administrator  
Law Enforcement Assistance  
Administration  
Room 1351, 26 Federal Plaza  
New York, New York 10007

Dear Mr. Nardoza:

The staff of the New Jersey State Law Enforcement Planning Agency has completed its review of the Newark High Impact Anti-Crime Program Plan. We endorse submission of the Plan to the Law Enforcement Assistance Administration and recommend its funding.

Needless to say, the quality of project implementation will be the determining factor in whether or not success is achieved in reaching the High Impact Anti-Crime Program goals. It is our firm intention to exercise a strong influence to insure that the Law Enforcement Assistance Administration funds are used efficiently and effectively.

We appreciate the support rendered by your office throughout the period of the Newark High Impact Anti-Crime Program development and trust we will continue to cooperate as we move into the implementation phase.

Very truly yours,

  
John J. Mullaney  
Executive Director

cc - Newark High Impact Office

UNITED STATES DEPARTMENT OF JUSTICE  
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION  
NEW YORK REGIONAL OFFICE



26 Federal Plaza  
Room 1351  
New York, N.Y. 10007  
TEL. (212) 234-2193

Reply to  
Attn of:

March 27, 1973

Mayor Kenneth A. Gibson  
City of Newark  
City Hall Building  
Newark, New Jersey 07102

Dear Mayor Gibson:

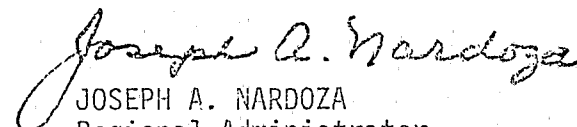
The High Impact Anti-Crime Action Plan submitted to this office on February 12th, has been reviewed, and found to be responsive to the intent of the program - the reduction of stranger to stranger crime through crime specific planning.

The completion of a satisfactory planning effort enables the program to move to the implementation phase. As previously discussed, this letter of approval does not constitute an award, but rather approval of the methodology for the program. Funding of \$20,273,000 for 26 projects described in the Plan is to be accomplished on a project-by-project basis over the next two years in conformance with the Plan and those conditions that govern the awarding of Law Enforcement Assistance Administration Discretionary Grants.

LEAA looks forward to receiving your applications, through the State Law Enforcement Planning Agency, at the earliest possible time, and is eager to assist the City of Newark in pursuing this effort to bring about the reduction of target crimes within the next two years.

I commend your crime analysis staff and the interim Director on their highly professional approach to developing the Plan. Their enthusiasm in meeting the challenges over the past year and the cooperative nature in which they carried out their daily functions is gratifying.

Sincerely,

  
JOSEPH A. NARDOZA  
Regional Administrator

Copy to: John J. Mullaney ✓  
Executive Director  
SLEPA

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# RESOLUTION OF THE CITY OF NEWARK, N.J.

No. 7RCu

Date of Adoption Feb. 7, 1973

## TITLE

RESOLUTION APPROVING PARTICIPATION OF THE CITY OF NEWARK WITH THE STATE LAW ENFORCEMENT PLANNING AGENCY OF THE STATE OF NEW JERSEY AND THE LAW ENFORCEMENT ASSISTANCE ADMINISTRATION OF THE UNITED STATES DEPARTMENT OF JUSTICE IN A PROGRAM ENTITLED "HIGH IMPACT ANTI-CRIME PROGRAM."

WHEREAS, the State of New Jersey, through the State Law Enforcement Planning Agency, by virtue of Part B Title I of the Omnibus Crime Control and Safe Street Act of 1968 (P.L. 90-351) administers the Law Enforcement Assistance Administration High Impact Anti-Crime Program in New Jersey; and

WHEREAS, the City of Newark has completed an application to the State Law Enforcement Planning Agency of the State of New Jersey in connection with the Law Enforcement Assistance Administration High Impact Anti-Crime Program which provides for certain programs and projects designed to reduce specific crimes in Newark by five percent in two years, twenty percent in five years, and to improve the capabilities and operations of the law enforcement and criminal justice system; and

WHEREAS, the governing body of the City of Newark has reviewed said application and finds the approval of the application as amended by recommendations of the governing body of the City of Newark to be in the best interests of the City of Newark; and

WHEREAS, the governing body of the City of Newark approving of said application understands the following:

- that specifically funded municipally operated Impact Anti-Crime projects will be reviewed and approved by the governing body of the City of Newark on a case-by-case basis.

- that the Omnibus Crime Control and Safe Streets Act of 1968 requires that a hard cash match of ten percent (10%) of total project cost accompanies municipal impact projects falling under Part C of that Act.

- that the said Impact application is reviewed semi-annually (every six months) after approval by the Law Enforcement Assistance Administration and that such revisions will occur with the concurrence of the governing body of the City of Newark.

WHEREAS, said project is a joint project between the State of New Jersey and the City of Newark for the purposes herein described;

NOW THEREFORE, BE IT RESOLVED BY THE MUNICIPAL COUNCIL OF THE CITY OF NEWARK, NEW JERSEY:

1. That as a matter of public policy the City of Newark wishes to participate with the State Law Enforcement Planning Agency of the State of New Jersey and the Law Enforcement Assistance Administration of the United States Department of Justice to the greatest extent possible; and

2. That the City of Newark will accept the funds in connection with said resolution to be delivered by the State Law Enforcement Planning Agency and the Law Enforcement Assistance Administration and make disbursements in accordance with such application.



# Preface

In accordance with the provisions of the Safe Streets Act and the designation of Newark, N.J. as a Law Enforcement Assistance Administration's IMPACT Program city, a crime analysis team was formed and a comprehensive plan developed for the purpose of reducing stranger-to-stranger street crime in the City of Newark.

The Plan is considered to be responsive to the mandate governing the grant establishing the Impact group, explained in the grant award document dated February 8, 1972, Grant #72-DF-02-0014, as follows:

- a. Define, plan and recommend Impact Program elements in the City.
- b. Develop detailed plans for program implementation and evaluation.
- c. Provide support for program implementation.
- d. Provide data collection and program evaluation services at the local level.

The programs described in the Plan propose to utilize a mix of public and private agencies. No matter how diverse the approach, one common denominator has been consistently in view; that is, the focus on target crime.

Because of the importance of bridging the gap between theoretical concepts and implementable programs, a special effort has been made to secure the enthusiastic support and commitment of principal public agencies that are expected to carry out the activities or that would be affected by them.

Recognition is made of the value of involvement by the recipients of criminal justice services. Citizen participation is an element of a variety of programs contained within the Plan.

Data collection and evaluation constitute a major activity of the Impact Plan with a view toward offering a continuing assessment of effectiveness in reaching goals.

The Plan is structured in six major parts: Description of Existing Resources; Data/Problem Analysis; Program Areas and Budget Section; Administration of Newark Impact; and Evaluation. The Program section is arranged functionally as follows: Prevention of Target Crimes; Detection of Target Crime Offenders; Apprehension of Target Crime Offenders; Adjudication of Target Crime Offenders; Corrections, Reintegration, Rehabilitation of Target Offenders.

In addition, an Appendix to the Plan contains an Impact Target Crime Data Survey.

It is anticipated that the New Jersey State Law Enforcement Planning Agency, the Law Enforcement Assistance Administration's Regional Office, and the National Institute will continue to provide the support and technical assistance necessary to fulfill the promise of the High IMPACT Anti-Crime Program in Newark. In addition, the Newark CAT has enlisted and will continue to enlist the support and funding coordination of the member agencies of the Federal Regional Council (in addition to LEAA): the Department of Housing and Urban Development; the Department of Health, Education and Welfare; the Environmental Protection Agency; the Department of Transportation; the Department of Labor; and the Office of Economic Opportunity. The Small Business Administration will also be coordinated with regard to its funds designated for Newark.

**I.**

**DESCRIPTION OF EXISTING RESOURCES - An Analysis of "What Is"**

**1.0 Introduction/Purpose of Section**

The following brief discussion presents an inventory of the criminal justice system and related agencies involved in the overall fight against crime in Newark. Included in the list are not only municipal/county/and state operated agencies, but those receiving outside funding—federal and private—for their operations as well.

The purposes for presenting an inventory such as this are:

- To describe clearly the agencies potentially responsible to implement IMPACT funded projects. This will avoid any duplication of effort.
- To bring into the perspective of reality the limitations and constraints of implementing IMPACT funded projects. This will aid in the determination of which agencies would be best suited to implement IMPACT projects such that the objectives of the program are reached within the

true constraints of the program.

- To paint a picture in time of what the criminal justice system and its satellite agencies look like and how they perform prior to IMPACT action funding
- To provide, by way of introduction, a perspective of what existing agencies and institutions without outside assistances (*i.e.*, IMPACT) face in terms of the target crime problem described in section II, below.

The subdivision presented below describes the following functions

- police
- courts
- corrections
- narcotics

from a public and private agency perspective and on municipal, county, and state governmental levels.

**2.0 The Newark Police Department**

The Newark Police Department is composed of 1,471 sworn personnel supported by a civilian complement numbering 251. A total population (1970) of Newark of 377,485 would indicate a ratio of 3.8 police officers per 1,000 persons; however, it is not reflective of true police line power since the relationship is distorted by the large influx of workers daily. (55% of the work force emanates from outside the City).

Of the total departmental complement, the most officers assigned to preventative street patrol at any one time during normal activity is 228. This occurs during the 8:00 a.m. to 4:00 p.m. shift. These policemen are more representative of the department's line power: a ratio of .6 policemen per 1,000 persons. (The inaccuracy of this number is compounded by the daily migration of workers discussed above).

Field strength is further diluted when it is considered that 80 of these policemen are teamed in pairs to operate 40 patrol cars and that the majority of the 69 foot patrolmen are assigned to school crossings. One hundred and twenty-nine (129) men on the 4:00 p.m. to 12:00 midnight and the 74 officers assigned to the 12:00 midnight to 8:00 a.m. shifts are supplemented by 18 mobile patrol umbrella units and the tactical squad. These supplemental units are deployed to any of the two overlapping shifts: 6:00 p.m. to 2:00 a.m. and 7:00 p.m. to 3:00 a.m. The table below contrasts field strength of Newark Police Patrol Force, with other cities in New Jersey. Again it must be remembered that the large influx of commuters distorts the figure.

The Patrol Division is the backbone of any police operation. However, there are functions which they

**PROFILE OF THE SIX MAJOR CITIES**

Municipality	*Sworn Police Officers	% of Sworn Police Officers To State's Total	Police per 1,000 Population	*Law Enforcement Expenditures 1971	% of Law Enforcement Expenditures To State's Total	Per Capita Expenditures
Camden	334	1.73	3.3	\$ 4,783,867	1.28	\$46.04
Elizabeth	278	1.44	2.4	4,132,173	1.10	36.39
Jersey City	889	4.61	3.4	12,891,865	3.44	49.45
Newark	1,471	7.62	3.8	24,748,414	6.61	64.66
Paterson	397	2.05	2.7	6,162,200	1.65	42.08
Trenton	332	1.72	3.1	5,007,186	1.37	47.09
State Wide Totals	19,281	100	2.6	\$374,714,406	100	51.30

\*Statistics from the "UNIFORM CRIME REPORTS 1971"

cannot carry out completely and from their inability to complete the total police task arises the need for special support divisions. The Detective Division is composed of 193 members in the ranks of sergeant and patrolman. The Traffic Division, with a complement of 120 officers in the rank of sergeant and patrolman and the Investigative Division with 52 in the rank of sergeant and patrolman act as supportive line units of the 932 Patrol Division members.

The line units are supported by a number of staff functions. In total, 1,307 sworn personnel of all ranks are directly involved with line functions while 164 sworn personnel and the bulk of the civilian aid is concerned with staff support.

**2.1 Police Community Relations Bureau**

The present Police Community Relations Bureau consists of twenty-six personnel, located at eleven decentralized locations throughout the City of Newark. Eight of the offices are operated in conjunction with the city's *Action Now* project, a storefront information and complaint bureau program.

The PCR Bureau essentially performs the following functions:

- It provides speakers to civic and fraternal organizations to improve understanding between the community and the police.
- It receives complaints of conflicts between the police and the community.

- It plans and supervises projects to interpret the police role to minority group communities.
- It advises police department management with respect to the political impact of policy decisions.

It is difficult to assess the level of success of the Police Community Relations Bureau. As a result of personal inspection of the bureau, as well as contact with various segments of the community by the IMPACT staff, however, progress is required to bridge the gap between the police and the community in the City of Newark. IMPACT hopes, as a subsidiary objective of its efforts, to provide some of the steps necessary to fill that gap.

**2.2 The Tactical Force**

The Newark Police operate a Tactical Force of forty-nine men. Its objective is to deploy men according to crime trends and crises (as opposed to preventative patrols) and employ men in disguise when necessary for the purpose of eliminating specific crimes or reducing crime in particularly unsafe neighborhoods.

According to a superior officer of the Patrol Division, however, these units have not deployed their men in accordance with careful planning with respect to crime trends, nor have they utilized the most appropriate disguises for any given task. The allocation of these units operates as follows:

The present information system calculates the

location of incidents by police sector. The data is abstracted manually from the incident reports which are transmitted daily to the record bureau from each of the Tactical (TAC) Force Units. The reports do not designate the block of the sector, or the time of occurrence, however. Time of occurrence is noted on a weekly listing of incidents, which is not broken down by type.

**2.3 The Youth Aid Bureau**

The Youth Aid Bureau, a specialized unit of the Detective Division, handles most juvenile delinquency cases except murder, which is the jurisdiction of the homicide squad. The Bureau processed approximately 10,000 complaints in 1971 (including missing persons). All investigations were conducted by twenty-four detectives assigned to field duty.

With vacation schedules, sick days off, and court time, the case workload of each detective is approximately 50-60 each month. Supervisory personnel consists of one captain, one lieutenant, and two sergeants.

Departmental spokesmen indicate that police officers are selected for the bureau on the basis of their educational level, previous service, and understanding of delinquency. No routine formal training is available to prepare members of the bureau.

The bureau's areas of activity include juvenile offenses from robberies, breaking and entries, and rape, to malicious damage, assault and battery, and incorrigibility. In addition, crime committed against youth, child abuse, child neglect, contribution to delinquency of minors, and sex offenses are also handled by this bureau, as are missing persons complaints concerning both adults and juveniles. This heavy workload allows little time for preventive work in the juvenile area.

On the latter point, the YAB is responsible for status offenses (truancy, running away, etc.) These cases are generally classified as PINS (Persons In Need of Supervision). The Youth Aid Bureau indicates the tremendous amount of social work it must do in handling juveniles and admits it would like to refer PINS cases to community agencies. These agencies maintain, however, that they lack the manpower to deal effectively with the PINS group.

**2.4 The Changing Role of the Newark Police**

In recent years, societal demands and increased crime trends have forced the police to alter their roles and adopt new methods, i.e., change the degree of services in which the police are involved.

The police are now required to render services in accordance with changing needs of the public and changing conceptions of the police role. Services might include such activities as intervention in family disputes or ambulance services. Increases in motor vehicle traffic have placed additional functions upon the police such as accident investigation and a greater need for police on traffic details. The growing traffic in narcotic drugs has placed an additional burden upon the available police personnel. In 1961 there were 320 arrests for violations of the narcotics laws. In 1971 there were 2,628, an increase of 721%, indicating increasing drug law enforcement efforts by the Newark Police Department.

**2.5 LEAA/SLEPA Funds Granted to the Newark Police**

The following is an enumeration of federal and state funded law enforcement projects granted to the Newark Police Department since fiscal year (FY) 1969:

1. Pilot Teleprinter Communications Project \$17,070 (FY 1969)
2. Rapid Individual Communications System Project 30,768 (FY 1969)
3. Police Resource Allocation Design Project 43,895 (FY 1970)
4. Police Officer Role Study Project 30,000 (FY 1970)
5. Manpower Utilization Demonstration Project 30,000 (FY 1970)
6. Intelligence Officer Training Seminar Project 5,680 (FY 1970)
7. LEAA Police Executive Development Fellowship Project 8,000 (FY 1970)
8. TAC (Total Area Coverage) Communications System 149,974 (FY 1970)
9. Police Cadet Project 125,470 (FY 1971)
10. Youth Aid Services Project 34,075 (FY 1971)
11. Police/Municipal Court Information System 500,000 (FY 1971)

### 3.0 The Court System, Municipal and County

#### 3.1 Newark Municipal Court

The Newark Municipal Court, officially situated as part of the Office of the Mayor, operates in five fulltime courtrooms with six appointed part time judges functioning under the direction of a Presiding Judge. The courts are served by a staff of 84, operating with an annual budget of \$705,551. The average courtroom day is 5 hours, including a night court which sets bail and arraigns prisoners in addition to its primary function as a traffic violations court. The Court's traffic calendars and special purpose lists are managed with the aid of a computer, and these services may be extended to the management of other court functions. Whenever possible the same judge will handle a case through to completion.

#### Structure

The Municipal Court represents the lowest echelon in the New Jersey Court system and serves, to some extent, as a screening mechanism for the higher courts.

The Court is divided into six separate parts to deal with particular types of offenses:

- Part I — Indictable Offenses
- Part II — Misdemeanors and Disorderly Persons
- Part III — Overflow of Indictables from Part I
- Part IV — Violations of Municipal Ordinances
- Part V — Bastardy proceedings and sex offenses
- Part VI — Motor vehicle violations

An indictable offense is first calendared for Part I and subsequently transferred to Part III for further proceedings in Part I. Despite this division of function, all types of offenses appear in all Parts of the Court. A case may follow a judge that has heard part in order to maintain continuity in that case.

Each Part also maintains a separate Clerk's Office responsible for the complaints filed in that Part. As judges are rotated every three months, they acquire a new staff. A substantial portion of Municipal Court activity involves the arraignment of persons charged with indictable offenses ultimately destined for county court. For these charges, the authority of the court is limited to arraignment and bail setting, and if the defendant requests, a probable cause hearing.

A New Jersey statute (N.J.S.A. 2A:8-22 (1956) ) grants the courts jurisdiction over a limited number of indictable offenses when the defendant elects to waive grand jury indictment and trial by jury:

- a. All cases of malicious mischief, larceny, embezzlement, misappropriation where the value of

the goods stolen or damaged does not exceed \$500.

- b. All cases of false pretenses where the amount obtained is less than \$500.

- c. Receiving stolen property of a value less than \$500.

- d. Unlawful conversion where the value of the property converted is less than \$500.

- e. Fornication and adultery.

- f. Overdrawing a bank account by more than \$200.

- g. All other criminal offenses where the penalty which might be imposed does not exceed a fine of \$1,000 or imprisonment for more than a year.

#### Volume

In 1971, the Newark Municipal Court received 16,526 indictable offense complaints (of a total 51,813 not including traffic offenses). The Municipal Court referred 8,576 complaints to the Essex County Grand Jury, or 27% of the cases reported; 4% were dismissed/Nolo; 14% were acquitted, and 55% were convicted. The cases referred to the Grand Jury were the Indictable Offenses over which the Municipal Court had only preliminary jurisdiction to establish Probable Cause Hearings before the Municipal Court. 1,500 cases waived preliminary hearing.

The total 1971 caseload distribution was:

Disorderly Persons	24,723
City Ordinance Violations	11,028
Misdemeanors	12,694
Witnesses	303
Contempt	613
Bastardy	2,122
Violation of Probation	183
Violation of Board of Education Act	20
Non-support	127
<b>Total</b>	<b>51,813</b>

The Prosecutor and Public Defender have two attorneys each assigned to Municipal Court. By consent, a defendant may be tried in this Court for a wide variety of indictable offenses. Unilaterally, the Prosecutor may downgrade to a Disorderly Persons charge for a large number of offenses. This would account for a variance between complaints filed and complaints transmitted to the Grand Jury. The Public Defender shows only 950 persons disposed of in Municipal Court by way of dismissal after preliminary hearing, plea trial, or downgrade.

The Municipal Court estimates an average lapsed time of 4 days between initial appearance and the

start of lower court trial, and 25 days between the beginning and completion of lower court trials.

#### Administration

Under statute, the Presiding Judge is the titular Administrator of the Court. In addition to his duties as a magistrate, he oversees the operations of the Clerk's Office, originates all policy, and serves as a liaison with the Administrative Office of the Courts in Trenton. The Administrative Office of the Courts governs some aspects of Municipal Court operation in so far as it amends and explicates the rules and sends bulletins to the courts on procedural changes. The Office lacks facilities, however, to insure that the 521 Municipal Courts in the state comply with its directives. The County Assignment Judge participates in the administration of the Court in his capacity of administrator of the County and Municipal Courts; the operational binds between the County and Municipal Courts require that both adhere to the same procedural norms.

#### 3.2 Essex County Courts

In Essex County, seventeen courts have been assigned to criminal cases during the year 1971 and additional Courts have been assigned for homicide cases. The County Courts had pending, at the end of 1971, 5,547 indictments, of which 3,673 were active triable cases.

The Courts disposed of 5,513 indictments as follows:

Pleas	1,638
Jury Trials	1,024
Non-Jury Trials	65
Dismissals	<u>2,786</u>
	5,513

Indictments received totaled 5,886.

In viewing these statistics, it is important to remember that indictments may be the result of multiple complaints which are consolidated in one indictment. Dismissals reflect plea bargains, inconsistent charges, e.g., Larceny and Receiving, as well as downgraded charges and outright dismissal.

As of October 31, 1972, the Essex County Assignment Judge reported that three of the courts assigned to criminal cases have been re-assigned to hear civil matters. He also reported that the number of active indictments pending is 2,718 and the number of inactive (signifying a bench warrant issued or that the defendant is incarcerated for another offense) indictments is 1,734.

About 80% of the new complaints received at the county level are from Newark.

#### DISPOSITIONS 1971

- 1,695 went to prison
- 1,315 on probation
- 1,195 fines
- 1,207 suspended sentence
- 800 local or county institutions

The seventeen Criminal Courts are serviced by 26 Assistant Prosecutors and 34 County Detectives.

The following chart (Source: *Essex County Comprehensive Plan for Criminal Justice*) presents the operational structure of the Essex County Courts.

#### ESSEX COUNTY COURT

**Comp.** — 12 Judges

**Juris.** — Same as former Ct. of Com. Pleas, Orphans Ct., ct. of Oyer & Term., Ct. of Special Sessions.

**Law Div.** — Issues Complaints, etc. org. grand & petit juries & tries indictments by order of Assign. Judge

**Civil Div.** — Tries civil cases; issues writs, change of name; insolvency, etc.

**Prob. Div.** — Construes wills in controversy, adoptions, reviews surrogate judgements.

**App. Juris.** — Hears appeals in cases not civil from Dist. Cts., M.V. & Traffic Act violations from Mun. Ct., Park Police and Workmens Comp. cases.

**Salary.** — \$37,000

**Clerk.** — Co. Clk., or his deputy

**Appeal** — To App. Div. Super. Ct. (Capital to Sup. Ct.)

#### JUVENILE & DOMESTIC RELATIONS COURT

**Comp.** — 4 Judges

**Juris.** — Juv. Delinquency; domestic relations cases; desertion, disorderly persons cases involving children, etc.

**Salary.** — \$34,000

**Clerk.** — Co. Clk. or his deputy

**Appeal.** — To App. Div. of Super. Ct.

#### 3.2.1 Essex County Juvenile Court

Part of the Essex County system, the Juvenile Court handles youngsters under eighteen years who have committed an offense which if committed by someone eighteen or over would be a misdemeanor or a high misdemeanor. In the case of serious offenses where the defendant is between sixteen and eighteen the juvenile court judge can refer the child to the county (adult) court. There are four judges who hear almost 5,000 (4,526 in 1971) cases from Newark each year. (Nearly 70% of the cases came to juvenile court in 1971 from the Youth Aid

Bureau of the Newark Police Department).

The personnel assigned to handle this workload includes four judges, with necessary administrative, clerical, and custodial personnel. In addition, the Essex County Probation Department and the Youth House provide diagnostic and investigative reports for the judges' use.

In terms of caseload, each judge must hear 1,250 cases from Newark alone each year, or about 25 Newark cases per week. In addition to adjudication, the court must evaluate and refer a youngster to a rehabilitative program.

Of the cases (including Conference Committee cases) referred to the court between September, 1969 and July, 1970, 4,805 were given formal hearings, 8,480 were given informal hearings, and 1,079 were referred to Conference Committees. Defense counsel in all formal calendar cases in which the parent and juvenile are indigent is provided by the Office of the Public Defender (see section 3.4 below). This office represents approximately 135 to 150 defendants per month, some of them on multiple complaints. Approximately 90-95% of the defendants are Newark residents. To obtain services of the Public Defender, the juvenile and his or her parents complete a form certifying indigency; this is done at the time of the detention hearing. An attorney from the Public Defender's office will interview the defendant and parents, and provide representation at the adjudication hearing and at sentencing. An attempt is made to have the defendant accepted into a rehabilitation program which the attorney can recommend to the Court as a sentencing alternative. In addition, the Public Defender's Office provides counsel on appeal. The staff assigned to handle juvenile cases in Essex County includes seven attorneys and four investigators.

### 3.2.2 Grand Jury

There are presently four Grand Juries sitting in Essex County (an increase of one from calendar year 1971). Backlog is expected to be reduced, but indictments will flow in greater numbers to the County Courts.

The Grand Jury had a backlog of approximately 3,500 cases during the calendar year; however, there was no identity of statistics. Pending complaints from 1970 form a large part of indictments returned in 1971. The Grand Juries dispose of nearly 1,000 cases per month, but there is an estimated 3½ month delay between the time a case comes to the Prosecutor and the time the Grand Jury considers it, although jail cases are presented within two weeks. Five

thousand, eight hundred and sixty-six (5,866) indictments were sent to the County Court in 1971 (5,574 were pending at the end of 1970, and the juries therefore disposed of more cases than came in). There were 1,874 inactive cases (no-shows), leaving 3,523 net pending.

### 3.2.3 County Court Operations—Delay

At the writing of the IMPACT Plan the problem of case delay and backlog at the County level, previously of critical dimensions, has been rendered manageable—even to the extent that re-assignment of three judges from criminal to civil courts was recently accomplished. (See Section 3.2 above) This reduction may be attributed almost entirely to the Complaint and Investigation Unit of the Essex County Prosecutor's Office. That unit functions essentially to divert or downgrade charges at the police level which may prove unprosecutable at some later point in their passage through the system. Since the largest volume of indictables processed by the Essex County Grand Jury originates in Newark, it is in the Newark Police Department that this unit is located. However, the result has been that the already clogged municipal court has been further overburdened with a concomitant increase in caseload processing.

A recent editorial in the Newark Star-Ledger entitled "Crumb for the Courts", emphasizing the need for a larger operating budget for the State courts, commented:

"Nor is it justice in the public interest for criminal indictments to be downgraded from felony to misdemeanor to lesser charges so that the cases can be tried in Municipal Court, the lowest plateau of the court system, where the backlog hardly exists only because of its assemblyline procedure of administering justice."

According to court administration, presently no quantified goals for either case delay or backlog have been established by the Essex County Assignment Court. No case-tracking system presently exists, nor any system for producing statistical and management reports, nor any system for tracking defendants and issuing warrants when appropriate.

The New Jersey State Law Enforcement Planning Agency recently awarded a grant to Essex County to develop a County Court information system that will, when operable, provide a solution for some of these data insufficiencies.

### 3.3 Essex County Prosecutor

The County Prosecutor, appointed by the Governor, functions with a staff of 152, including 64 full-time attorneys, two of whom are assigned to the Newark Municipal Courts to handle prosecution of misdemeanors and high misdemeanors. They sometimes assist City Corporation Counsel in prosecution of disorderly persons violations. Other personnel are assigned to the Juvenile Court, the County Court, the Grand Jury and the Appellate Courts.

The Prosecutor's duties begin prior to filing a complaint, and terminate as the Court of last resort. A Complaint and Indictment Control Section has recently been established; its function is to review incident reports, within 24 hours of arrest, with the objective of disposing of appropriate cases in the Municipal Court rather than awaiting Grand Jury. With the consent of the Prosecutor or First Assistant Prosecutor, complaints may be amended to a lesser charge. In addition, two assistant prosecutors act as legal advisors to the Newark Police Department and evaluate cases prior to or immediately after filing a formal complaint. They assist in filing complaints, downgrades, bail programs and investigations. They negotiate pleas at all levels prior to actual trial dates.

### 3.4 Defense

In Essex County, the Office of the Public Defender handles upwards of 75% of the total defense within the County Court structure. Since indigency is so often a characteristic of the criminal, this ratio is unlikely to change.

The Essex Region Office operates with 26 attorneys, 13 investigators, 18 stenographers, 1 interviewer, and 2 process servers. This unit is assisted by 20 (per semester) law students who work part-time. Operating in 13 criminal courts where only Public Defender cases are heard, the offices additionally service the County's four homicide courts. There are also 20 criminal courts within the County which must be serviced. With responsibilities of this nature, there are generally only nine available attorneys for the many necessary office and jail interviews in a typical week.

In 1971, 5,294 indigent clients were referred to the Office of the Public Defender from Newark and Essex County Courts.

The New Jersey State Law Enforcement Planning Agency granted \$500,000 to the State Office of the Public Defender last year to assist in reducing backlog in jurisdictions where an insufficient number of public defense resources was evident. A portion of those funds was allocated to the Essex County

office. An additional million dollars is slated for this purpose in 1973.

### 3.5 Essex County Probation Department

The Probation Department in Essex County serves and is administered to a large degree by the County courts. Ultimate authority within the County lies with the Assignment Judge of the Superior Court.

The Probation Department employs a total of 150 officers, 90 of whom handle criminal caseloads. Thirty-two handle juvenile probationers exclusively. These officers operate from 4 field offices located in both the City and the County. They are appointed from a civil service list after passing a test and acquiring at least a baccalaureate degree.

There were over 6,000 individuals on probation last year making the average caseload per officer per month 83. 78% of all Essex County probationers are from Newark and a majority of those (% unknown) are juveniles. 800 adults and juvenile (14% of Newark probationers) target offenders were on probation last year.

### Institutional Objectives

The primary objective of probation is to rehabilitate and correct the offender. The secondary objective is to prevent the offender from recidivating while in the community and to match him with the services he needs for rehabilitation. Such services include:

- vocational counseling
- educational counseling
- supervision and guidance

The average length of probation is unknown at this time but it is known that probation does no follow-up of probationers.

Some special programs have been established to meet the special needs many probationers have. Narcotics has been an increasingly large problem. There have been some specialized caseloads in this area which have included urine monitoring. A special Alcoholic Rehabilitation unit has been established to serve over 2,000 alcoholics. Probation responsibilities in the Newark Municipal Family Court have necessitated a marriage counseling program which is presently dealing with over 700 individuals. In cooperation with the Bail Project (see description, below) over 3,000 defendants have been screened to determine the feasibility of ROR or reduced bail.

The New Jersey State Law Enforcement Planning Agency funded a project known as "Probationfields". This was an attempt to engage in an intensive group counseling service apart from the flows of general probation supervision. The first year of operation

encountered many administrative problems, but was successful in reducing the non-response to counseling experienced by regular probationers. The program has been reorganized and is now operating for a second year. (See section 4.5.1, below)

It should be noted that, although some special projects do exist, the overwhelming responsibility of the Probation Department is normal caseload supervision. With average caseloads containing 85 probationers, this is a large task. Because of such numbers the Department must deal primarily with the County Courts and offer only minimal services to the Municipal Courts. Aside from supervision, another major task for the Department is the preparation of pre-sentence reports for the courts. Thousands of investigations must be conducted to supply the Courts with pertinent social and criminal histories for sentencing.

### 3.6 Special Court Related Efforts

#### 3.6.1 Newark Bail Project

The Newark pre-arraignment bail project has been in operation since 1970 and is a part of the Community Information Referral Service. It operates under the supervision of a chief investigator and a staff of two full time and three part time investigators and a secretary. The two full time and one part time investigators work the Newark Courts. The others work in East Orange and the South District Station house. The units purpose is to secure for eligible defendants ROR release or reduced bail through the collection of relevant data for the court.

Initially, interviewers concentrated on disorderly person arrests and indictables when it was requested by the judge. Since April, 1971, emphasis has been on the six most frequent offenses: atrocious assault and battery, robbery, larceny, possession, of a dangerous weapon and possession of stolen property. However, the project, as it is structured, deals for the most part with non-target crime arrestees.

Each interview requires 15 minutes to complete (in a three page form), copies of which are made available to the judge. Interviewers must then verify home and employment address by phone. The defendant must score at least six (of a possible 15) points on the check sheet. Interviewers appear with the defendant, handing their reports to the judge but not speaking in the defendant's behalf.

If the defendant is released (ROR) he is given a notice of appearance date and must call the Bail Project office within 24 hours. The Project sends the defendant notice of his appearance date a week ahead of time and requests notification if he is unable to appear.

An analysis of three months activities of the Project (May-July 1971) revealed that 983 defendants had been interviewed. Of this, 737 or 75% were recommended for ROR or bail reduction. Of the 737 recommended, 503 were released on own recognizance and 4 had bail reduced (69% of those recommended).

Jump rates, based on figures compiled for the period September 1, 1970—January 1, 1971 showed that 7.6% of those released on ROR with the Bail Project recommendation jumped; 12.5% of those released on ROR by judicial decision only jumped; and 10.7% of those released on bail jumped.

#### 3.6.2 Newark Defendants Employment Project

NDEP, a SLEPA funded court diversionary project, attempts to divert criminal offenders from a life of crime by having selected defendants during the time period between arrest and trial undergo intensive individual and group counseling on problems of personal behavior. At the same time, NDEP places defendants in jobs and provides intensive counseling on job related behavior.

NDEP staff reviews the present charges and prior records of all defendants appearing for arraignment in the Essex County Municipal Courts. This review results in the selection of a limited number of defendants to be interviewed. Those defendants who appear capable of benefiting from NDEP's program and who appear willing to cooperate are approved for acceptance into the program. Defendants who are charged with crimes of extreme violence, who are addicted to hard drugs or alcohol are immediately excluded.

It should be noted that in practice (reports from NDEP staff) NDEP's responsibility is limited to non-target crime offenders.

#### Operations

Permission to accept each defendant into NDEP designated under R3:28 is sought from the judge and the Prosecutor and, whenever possible, the counsel of the arresting officer.

For defendants who cooperate, not only in holding a job and staying out of trouble, but also in demonstrating to the NDEP staff a significant change in attitude has taken place, NDEP recommends to the Prosecutor and the Court that the present charge be dismissed. If all parties concur the record is marked "complaint dismissed—matter adjusted".

Of the 105 offenders enrolled in NDEP between October 1970—July 1971, twenty six (26) eventually received dismissal. The total number of defendants interviewed during that time period was 434.

### 3.7 Court and Court-Related Federally and State Funded Projects

The following is a listing of Federal and State efforts in the area of adjudication, both on a municipal and county level. The purpose of the listing is to avoid duplication of effort with IMPACT money.

#### 3.7.1 Municipal

Project	Funding	
1. Newark Defendants Employment Project (see section 3.6.2, above)	\$205,000	(SLEPA)
	99,000	(Local)
	45,000	(In-Kind)
	52,000	(Dept. of Labor)
Total	\$391,000	

#### 2. Newark Municipal Court Management and Improvement Program (Proposed)

\$300,000	(SLEPA)
126,000	(LOCAL)
Total	\$501,000

#### 3.7.2 County

Project	Funding	
1. Prosecution of Organized Crime	\$303,199	(SLEPA)
	107,634	(LOCAL)
Total	\$410,833	

#### 2. Juvenile Court Diagnostic Services Improvement

\$ 67,914	(SLEPA)
23,010	(LOCAL)
Total	\$ 90,924

3. Criminal Court Information System	\$118,750	(SLEPA)
	41,102	(LOCAL)
Total	\$159,852	

4. Higher Education for Criminal Justice Personnel (Probation, Prosecutor, Court Administrator)	\$ 3,857	(SLEPA)
	2,954	(LOCAL)
Total	\$ 6,811	

#### 5. Probationfields

Total \$ 93,430

#### 6. NDEP—Diversion Program Support Service Project (Essex County Prosecutor's Office)

Total \$30,000

#### 3.7.3 State

Project  
Statewide Judicial Training for Judges\*

Total \$80,000

\*Portion (% unknown) is Allocated for Essex County Judges Training

## 4.0 Detention/Corrections, Juvenile Services

### 4.1 Introduction

Traditionally, the institutions and agencies dealing with corrections have been low on the list of priorities when public funds have been allocated to governmental operations. However, the passage of the Safe Streets Act and its special "part E" section concerning corrections funds has provided an opportunity to ameliorate long standing, serious deficiencies.

In many instances, however, there is a lack of human resources, or an investment in maintaining the status quo which present difficulty in overcoming inertia and putting new, progressive ideas in operation.

With the use of State Law Enforcement Planning Agency funds, some preliminary steps have been taken, particularly on the State level. Three projects will offer the following: a community based

residential alternative to incarceration for probation recidivists; a transitional center in Newark for adult inmates of State correctional institutions; and drug rehabilitation efforts, professional services, and greater provisions for academic education at State Correctional Institutions. In addition, with the assistance of a two million dollar (\$2 million) Department of Labor Grant, a comprehensive vocational training and placement service has recently commenced operations in the State Prison system. Work release is expanding both in State and County correctional institutions.

While none of these efforts are directed solely for target offenders, this group is certainly a beneficiary. But there is a grave need for more practical helping services, particularly at the point of community re-entry. The Newark job market is depressed, even for those without handicaps. Therefore, there is a need to develop productive work experience for target offenders that will absorb the usually unskilled correctional releases. There is a need to render one on one, compassionate support to those who are most likely to repeat offenses. There is a need to reduce the frustrations and hostility experienced by impoverished families when they look to agencies for help.

An inventory of correctional institutions and their services follows.

## 4.2 Adult Services

### 4.2.1 Essex County Correctional Center

The Essex County Correctional Center at Caldwell operates under the County Board of Freeholders which appropriates funds for the facility's \$2.6 million 1972 budget (up from \$2.3 million in 1971). The Correctional Facility receives overflow detainees from the County Jail as well as prisoners sentenced by the Municipal and County Courts for terms not exceeding 18 months.

This facility has a stated capacity of 729 (plus 273 in dormitories) and a staff of 184. In December, 1971, there were 137 detainees in addition to 405 persons who were serving sentences of 90 days to 18 months. Although substantial prisoner profile information is not known at this time, it is known that 78% of persons held December, 1971 were black, and that most of the inmates were from Newark. For these reasons the Center is often considered "Newark's Pen." Additional population data reveals the following:

- age—average age of 26
- sex—approximately 35 women and 500 men daily
- race—78% are Black
- geographic area—mostly from Newark

- educational status—not available
- prior criminal involvement—not available
- drug abusers—over 20% of the inmates are in drug treatment programs
- average daily population—500-600

The yearly intake of this facility is not known at this time, nor is there information concerning time served, etc.

Inmates are served by volunteers from Alcoholics Anonymous and receive vocational training from the Essex County Vocational School (auto body and mechanics work). They are also trained in shoe-making and repairing and tailoring. Grammar school and high school programs are given, as well as arts classes and a narcotics program.

The facility's professional staff includes 9 full-time professionals (in education, medicine and psychiatry). Medical facilities are used for general treatment of all those confined; they are rarely used for inmates undergoing drug withdrawal, but 114 inmates were placed in drug treatment programs in December 1971. 155 of the 184 staff members (84%) are custodial. 18% of the custodial staff is black and 14% of the administrative staff is black. It has a small work-release program, but only 12-14 inmates participate at a time.

### Institutional Objectives

The primary objective of this institution is to rehabilitate inmates sentenced there 90 days to 18 months and to detain the overflow inmates from the county jail. The secondary objective is to provide ancillary services which aid in rehabilitation. Such services (some described above) include:

- educational courses
- medical care
- narcotics programs
- Alcoholics Anonymous
- vocational courses
- recreational programs
- psychiatric care
- work-release

However, insufficient funds have precluded the provision of the quantity and quality of services required at the center.

Greatly needed are vocational training programs which realistically correspond with the current job market. The Center cannot afford the materials or personnel required for such training. Simultaneously needed are programs for inmates who simply have no interest in participation. It would be a much better situation and the Center would very much like it if at nine o'clock in the morning, everyone was busy.

In addition to programmatic needs, the Center has a fundamental health need for psychiatric diagnoses and care of disturbed inmates. At present, the Center is unable to provide this kind of care to inmates, although it is cognizant of the many disturbed (and disturbing) inmates.

In addition the institution has no follow-up of released inmates.

### 4.2.2 Essex County Jail

The Essex County Jail is operated by the Sheriff's Department and budgeted for by the Essex County Board of Chosen Freeholders. The jail has as its purpose the detention of prisoners, and, as such, receives few sentenced prisoners. It is run by 278 personnel, most of whom are custodial.

During the year 1970 the facility received 12,445 persons, of which 800 were female. The source of commitment varied, but 61.3% were referred from the Newark Municipal Courts. Only 11.1% were received from various other agencies such as the County Courts, Parole, Probation, etc.

The jail has a physical capacity for some 524 persons. Actual referrals run much higher than this. The result is usually that the jail fills to over-capacity and many cases are referred to the County Correctional Center for detention. In actual numbers this means that, on a given day, the average number of people in the jail will be around 535. An additional 130 will be placed in the County Correctional Facility because of lack of space.

Additional offender population data (Source: Essex County Criminal Justice Planning Department sample of 500 inmates) reveals:

- age—50% are 15-24 years old, 33% are 25-34 years old.
- sex—94% male; 6% female
- race—82% Black; 14% White; 4% Puerto Rican
- geographic area—mostly from Newark
- educational status—not available
- employment status—62% unemployed/38% employed
- prior criminal involvement—15% first offenders, 31% sixth offenders.
- drug abusers—over 600 inmates were in the methadone program in 1971; 5% of the detainees participated in this program.

Recent jail lists indicate that two-thirds of the jail population is awaiting some action in the county courts. Of 639 prisoners, the following were awaiting some specific County action:

1. Grand Jury:	134
2. Plea:	85

3. Trial:	123
4. Sentence:	94

### Institutional Objectives

The primary objective of this facility is to securely detain the inmates. Secondly, it is concerned with rehabilitative activities to fill the inmate's day. Such activities include:

- methadone detoxification
- medical care
- psychiatric care
- recreational activities

The length of stay in the jail is unknown at this time, but it is known that after release, the jail does not follow-up on the offenders.

### Operations

Because this facility is overcrowded and for detention primarily, very little has been done beyond simple housing and feeding. The jail has, however, for the first time, been able to offer daily recreation through the use of a new gymnasium. Medical services have been expanded to include full-time nurses and daily visits from a doctor. Methadone detoxification has been initiated and last year 606 inmates were treated for addiction. There is no formal classification and no programs beyond this, however.

### 4.2.3 State Correctional Institutions

The State Prison Complex consists of three major institutions, Trenton, Rahway and Leesburg Prisons as well as three camps, West Trenton satellite of Trenton Prison, Rahway Camp and Marlboro Camp satellites of Rahway Prison. It is estimated that as many as 20% of the prison complex population are Newark residents.

Further inmate data reveals the following breakdown:

2,362 adult males are in maximum security;  
323 adult male and 1,810 youth males are in medium security;  
555 adult males and 251 youth males are in minimum security.  
247 women are in medium security and 9 are in minimum.  
46.4% of the inmates were committed for target crimes:

Murder	5.4%
Rape	1.0%
Burglary	17.2%
Assault	6.1%
Robbery	16.7%
Total	46.4%

25% of all inmates are participating in training programs.

The following is a profile of the total state institutionalized population:

- age—over two-thirds are juveniles in reformatories; one-third are adults in the prison complex.
- sex—only Clinton Reformatory houses women (see description below). All other state facilities are for men.
- race—59% Black; 41% White; of the younger admissions, 75% are Black.
- geographic area—20% are from Newark.
- employment status—58% have low or no skills; 42% have high skills
- educational status—not available.
- prior criminal involvement—90% have been incarcerated before.
- average daily population—over 6,000.

Trenton Prison is the receiving institution for male offenders committed with fixed minimum-maximum sentences. Inmates from Trenton Prison are then classified. They remain at either Trenton Prison or are selected for minimum security residence at the West Trenton Unit or are sent to Rahway Prison to the Marlboro Unit or Rahway Camp when relaxed security is warranted. Inmates may also be selected to go to Leesburg, presently a minimum security institution.

#### Institutional Objectives

The primary objective of all state institutions is to provide programs that will rehabilitate the offender while keeping him away from society.

Secondarily, they provide the related support services for such rehabilitation and restraint. These services include:

- educational training
- medical care
- vocational training
- work-release programs
- parole
- recreational programs

However, the services are limited to sentence duration—10 months on the average for youthful offenders and 28 months on the average for adults—with no follow-up system beyond parole tracking after release. Work release projects are in operation in several of the institutions.

In New Jersey, there is no State Prison for Women. All females, 16 and above sentenced to incarceration in a State facility go to the State Reformatory for Women in Clinton. This cottage-type institution as of June 30, 1971 had a population of 285. Over half

the women are under 21 and their offenses range from juvenile delinquency to homicide.

#### 4.2.4 State Parole

With the exception of some individuals who serve their maximum sentences, most individuals serving time in State Institutions end up on parole. Tenure on parole varies depending upon initial sentence and from what institution the offender is paroled. Generally, reformatory sentences usually include 3/5 (60%) of that time on parole with prison sentences running roughly 25%.

Parole is the privilege to serve part of one's sentence out of an institution. It is granted by the State Parole Board (for prison sentences) or the Board of Managers (for reformatory sentences).

#### Institutional Objectives

The primary objective of parole is to supervise and counsel offenders in an effort to help them adjust to being returned to the community. The secondary objective is to resocialize ex-offenders and match them with the services they need.

Such services include:

- vocational counseling
- educational counseling
- supervision and guidance

The parole officer usually has about one year in which to do this. After completion of parole, there is no follow-up of ex-offenders.

#### Operations

The Bureau of Parole supervises all parolees age 14 and over from New Jersey State Correctional Institutions and parolees from other State jurisdictions accepted under the terms of the Inter-State Compact for the Supervision of Parolees. Parolees under the age of 14 are supervised by the Bureau of Children's Services, Division of Public Welfare. The Bureau of Parole investigates requests for parole planning from in-State and out-of-State sources, develops parole placements and completes special related investigations as requested. To implement these responsibilities the Bureau operates nine district offices staffed by 113 field officers and 48 parole supervisors. As of June 30, 1971, there were 6,620 cases under parole supervision.

Two district parole offices handle Newark residents. One is located within the city, the other in East Orange. The average number of Newark residents on parole in 1971 was 1,249. This included 852 adults and 397 juveniles. These parolees were supervised by 24 parole officers with an average caseload of 65 parolees per month.

The Newark District Office estimates that it handles over 300 unemployed Newark target parolees at any given time.

Presently, information as to their further involvement in crime and the number of violations is unavailable but it is assumed to be significant. It should be noted that violations do not involve court action as in probation. Revocation decisions are solely the responsibility of the State Parole Board in the case of those paroled from the Prison Complex or in the case of those paroled from reformatories, the Board of Managers.

#### 4.3 Juvenile Services

##### 4.3.1 Essex County Youth House

Youth House is a detention center for young boys and girls who appear before the courts or come into conflict with the law. Youngsters are detained in Youth House while awaiting a court date if their homes are deemed unfit for proper supervision, if no suitable adult will take responsibility for them, or if the nature of their crime or conduct causes the belief that their release will jeopardize the community or themselves.

Data analysis on population served by the Youth House reveals:

- capacity 87 although alterations will increase capacity to 140
- average daily population 100-150
- average stay, one month, although periods of three to five months are not uncommon
- age group at Youth House—8-17 years of age.

The very nature of institutional confinement for children, no matter how optimum the physical environment, results in a deleterious effect on the incarcerated.

Incarceration has the negative effects of mixing mildly delinquent children with very delinquent ones and stigmatizing the child who is confined. The mildly delinquent children learn better criminal skills, learn to positively identify with very delinquent models and begin to conceptualize themselves as delinquents. The self-fulfilling prophecy begins here.

Most of these children would be better off at home, but their homes are deemed unfit to provide adequate supervision of them. There is a program need for an alternative method of detaining these children from unfit homes, making sure that they remain trouble-free and appear for their court dates. Such an alternative must allow them to remain in the community while providing them with better attention and supervision than they would get in Youth House.

Youth House commitments are made if:

1. The nature of the conduct charged indicates that the youth would be a danger to the community.
2. The physical or mental condition of the youth makes release impractical.
3. No suitable adult can be located to whom the youth can be released.

Approximately 20% of the young offenders apprehended in Newark are placed in Youth House. There is no other place for these youngsters. While trying to be an educational, health and social services detention facility, Youth House is really an institution.

The State Law Enforcement Planning Agency has funded, with block grant monies, programs in the Youth House for expanding diagnostic services, recreation, vocational education, and social service. (See section 4.6.2, below)

The following administrative chart indicates the type and extent of services offered at Youth House.

##### 4.3.2 Juvenile Conference Committee

The Juvenile Conference Committee (JCC) is a group of approximately twenty professionals and laymen from the Newark community who screen/counsel/and diagnose for referral delinquent youngsters.

These juveniles are referred to the JCC by the Juvenile Court based upon a recommendation made by the Police Department.

The operations of the JCC are not geared for serious offenders, and, as such, IMPACT target crime offenses comprise little if any of its caseload.

The State Law Enforcement Planning Agency recently funded an administration support staff for the purpose of providing the conference committee a means of efficiently handling referrals and case follow-up.

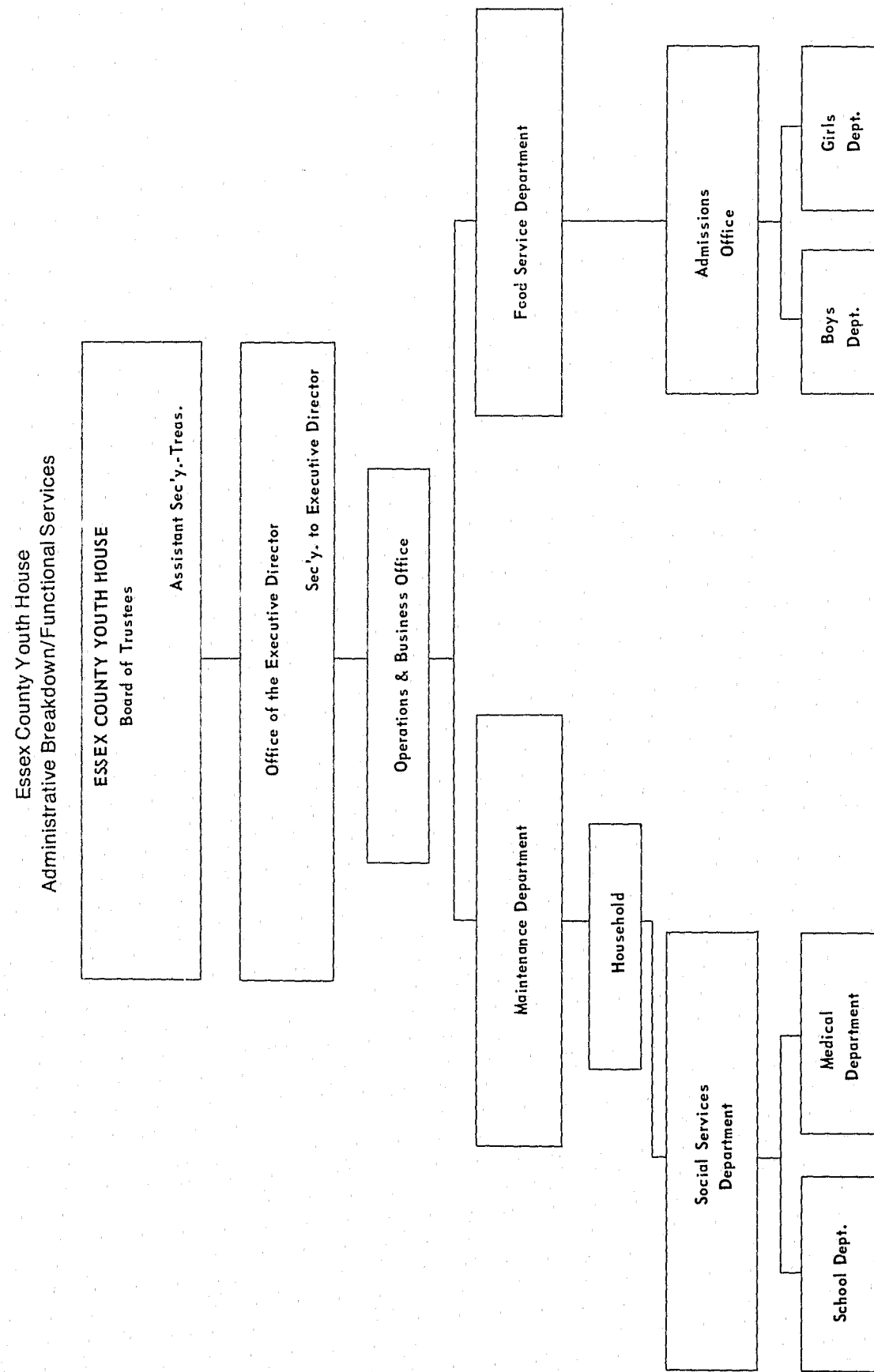
##### 4.3.3 N.J. State Correctional Institutions

Generally, children 16 or under whose crime or prior record necessitates commitment to a State Institution end up in the State Home for Boys, or, if very young (8-12), the Training School for Boys. Both institutions, although custodial, place heavy emphasis on education and the goal is social re-orientation rather than purely custodial care.

If over 14, juveniles will leave these institutions under normal state parole supervision. If under 14, the Bureau of Children's Services assumes parole supervision.

To be sure, a last resort is commitment to the State Reformatory Complex. The complex consists of three





major institutions, the Youth Reception and Correction Center, the Bordentown Reformatory and Annandale Reformatory. Each major institution operates at least one satellite camp for inmates requiring minimum security.

As of June 30, 1971, the Reformatory Complex had a total population of 2,295, a 7% increase over the same period of the previous year. Recent surveys have indicated that at least 17% of the Reformatory Complex's population are Newark residents.

These juveniles will, after serving time indicated at classification, return to Newark under the supervision of the State Bureau of Parole. Like their training school counterparts, violation of parole could mean return to the institution.

Commitments to institutions are made for an indeterminate period, depending on the adjustment and progress of the offender. Upon release many juvenile offenders are placed on parole; currently 397 Newark juveniles are under parole supervision.

#### 4.4 Table of Existing Services

The next table reiterates the types of services available at each correctional agency, adult and juvenile, municipal and county and state:

#### 4.5 Community Based Services (Alternatives to Institutionalization)

When target offenders are about to be sentenced, there are few sentencing alternatives involving the community. Adults may be placed on probation. Juveniles may be sent to one of four community-based residential treatment centers: Victory House, St. Timothy's Residence, the YMCA Residential Center, or the new Crittendon League Center for Girls. Also, juveniles may be placed on probation.

When the target offender returns to the community on parole, the District Parole office has difficulty providing the special vocational and/or re-entry counseling. IMPACT in conjunction with Department of Labor involvement will direct its effort towards the problem.

The community is also faced with an extremely difficult task when accepting target offenders released from confinement. As a result, very little attempt can be made by the community to provide services or places for target offenders.

The business community employs very few of them and government agencies have no room for them.

The included community correctional services table outlines the community services available for the offender.

#### 4.6 Community Based Juvenile Services

IMPACT has researched and enumerated a compendium on existing juvenile services (correctional and non-correctional) for the City of Newark.

In order to avoid repetition and to maintain a comprehensive list of juvenile services as a totality, that list will be presented here. It will be referred to rather than listed again in other sections of the Action Plan.

##### 4.6.1 Community Youth Services In the City of Newark

The following is a partial list of agencies that provide service to youths in the City of Newark.

#### Agency Name

1. Youth Service Agency—three centers  
(544 Springfield Ave.)  
(315—7th Ave.)  
(392—13th Ave.)

- provides center for community activities, sponsors projects and offers supervised recreational programs.
- major goal is to provide a comprehensive, coordinated and concentrated range of community based activities and services by introducing new ways of dealing with problems of delinquent and pre-delinquent youth in the Newark Model Cities' target area.

2. Newarkfields—303 Washington Street

- provides a rehabilitative program for youthful offenders aged 14-15 which avoids the negative consequences of institutional placement.
- This program provides diversion from the process by which a juvenile offender is turned into a hardened adult criminal. It also offers a facility which removes these youngsters from school, where they generally experience difficulty as well, while continuing to provide a complete education program which diagnoses the youngster's educational deficiencies and provides remedial education leading to a return to regular school program, a vocational training program or vocational placement.

3. Y.W. & Y.M.C.A. (Residential Treatment for Juvenile Offenders)

As an innovative approach to residential treatment for adjudicated juvenile offenders, it has formulated a community-based center operation housed in the main facility (600 Broad Street).

Under the supervision of a professional social

**INVENTORY OF EXISTING INSTITUTIONAL SERVICES**

CORRECTIONAL AGENCY	Intake Screening	Recreational Programs & Facilities	Educational Programs	Educational Placement	Vocational Training	Vocational Placement	Addiction Programs	Psychiatric or Personal Counseling	Vocational Counseling	Reintegration Preparation	Overcrowded	Work Release
Essex County Probation	Yes	No	No	(Yes) Very little	No	No	No, unless condition of Prob.	(Yes) Very little	(Yes) Very little	N/A	Yes	N/A
N.J.S. Bureau of Parole	Yes	No	No	Where Applicable	No	Where Applicable	Referral	Where Possible	(Yes) Very little	(Yes) Very little	Yes	N/A
Essex County Jail	No	Yes	No	No	No	No	Yes	No	No	No	Yes	No
Essex County Corrections Ctr. (Caldwell)	(Yes) Very little	Yes	Yes	No	Yes	No	Yes	Yes	Yes	No	No	Yes
State Correctional Insts.	Yes	Yes	Yes	No	Yes	No	Yes	(Yes) Very little	Yes	No	No	Yes
Essex County Youth House	Yes	Yes	Yes	No	No	No	Unknown	Yes	No	No	Yes	No

\*Subjective determination (i.e., very little) from IMPACT staff observations and discussions with institutional personnel.

**COMMUNITY SERVICES**

COMMUNITY AGENCY	Intake Screening	Recreational Programs	Educational Programs	Educational Placement	Vocational Training	Vocational Placement	Addiction Programs	Psychiatric or Personal Counseling	Vocational Counseling	Reintegration Preparation	Overcrowded	Work Release
Probationfields	Yes	Yes	Unknown	Unknown	Unknown	Unknown	Unknown	Yes	Unknown	As Applicable	Wait. List	N/A
UMCA Residential Treatment Center	Yes	Yes	Yes	Yes	No	No	No	Yes	No	As Applicable	Wait. List	N/A
Victory House	Yes	Yes	Yes	Yes	No	No	No	Yes	(Yes) Very little	As Applicable	Wait. List	N/A
Newarkfields	Yes	Yes	Yes	Unknown	No	Unknown	Unknown	Yes	Yes	As Applicable	Wait. List	N/A
St. Timothy's Home	Yes	Yes	Yes	Yes	Unknown	Unknown	Unknown	Yes	Yes	As Applicable	Wait. List	N/A
Crittendon League Girls Center	Yes	Yes	Unknown	Yes	No	No	No	Yes	Yes	As Applicable	Wait. List	N/A
TEAM & PEP	Unable to place target offenders.											

\*Subjective judgments rendered by IMPACT staff as a result of observations and consultation with community personnel.

worker, a teacher and professional child care staff, the juvenile referred by the court will be initiated in an education-vocational, social mental health treatment process.

4. *Probationfields*—498 Clinton Avenue

In operation since May 1971 provides guided group interaction sessions for employed youth aged 15½ to 17½. A non-residential program for juveniles on suspended sentence from the juvenile court, Probationfields conducts GGI sessions during the evening hours.

One of the major techniques used in working with the youth is guided group interaction, which uses peer group as a major agent for achieving behavioral change.

5. *COPE (Career Oriented Preparation for Employment)*—32 Green Street

- designed to provide work experience, skill, training and supportive services to both in school and out of school youth. Youth must be between ages 16-18.
- collects data about prospective applicants through interviews, case histories and observational techniques. This data is evaluated to identify the youth's area of interest and is subsequently used to propose a suitable vocational plan. Occupational, educational and other information is gathered to assist both client and counselor to formulate realistic vocational goals. Number served—174 a month (100 out of school, 74 in school).

6. *Victory House*—682 High Street—Residential Treatment center for boys.

7. *St. Timothy's Home*—for boys—91 Congress Street—Bureau of Children's Services.

8. *5th Precinct Council*—Bigelow and Hunterdon Streets—provides tutoring and recreation for boys and girls of all ages.

9. *Milt Campbell Community Center*—201 Bergen Street—a recreation program for boys and girls of all ages. The center is located on Bergen Street.

10. *New Ark School*—3 Belmont Avenue—The school provides remedial and high school equivalency education and recreation for juveniles of all ages.

11. *Aspira, Inc. of New Jersey*—24 Branford Place—works with Puerto Rican and Spanish speaking youngsters in an attempt to get

them into college. This involves a variety of counseling areas.

12. *The Community Information and Referrals Organization*—463 Central Avenue—

Provides referrals and direct services in the areas of (1) employment, (2) health, (3) education, (4) welfare, (5) legal advice.

13. *The Urban League*—508 Central Avenue—

A non-profit private social agency, provides direct services in the areas of (1) employment, (2) education, (3) health, (4) counseling.

14. *Ironbound Youth Project*—39 Providence Street—

The project was created by a group of young adults living in the Ironbound section of Newark, who were interested in establishing a range of social, educational, and vocational programs needed by teenagers and young adults in the community.

15. *Newark Youthquake Center*—70 South 8th Street—

Provides remedial services for youngsters between the ages of 5-17 years. Christian principles are incorporated within the total program. The Center also has a community food program.

16. *North Ward Education & Cultural Center, Inc.*—

168 Bloomfield Avenue—The center provides a wide range of educational and cultural activities for young people. The center's staff and volunteers are involved with juveniles in terms of whatever the needs are.

17. *The Nation of Islam, Mosque #25*—

257 South Orange Avenue—Provides the message of Allah to juveniles and adults. This, they feel, has been effective in "rehabilitating" juveniles.

18. *Friendly Fuld Neighborhood Center*—

71 Boyd Street—Provides prevention program activities for pre-teens and teenagers. It also has a youth leadership component.

19. *Mayor's Committee on Youth*—

303-9 Washington Street—Fund raising, planning and services.

20. *Columbus Home Center*—

112-8th Avenue—Provides the following services: (1) social services, (2) youth employment, (3) year-round recreation, (4) tutorial program, (5) baby keepwell, (6) Boy Scouts, (7) community relations, (8) summer recreation, (9) ambulance, (10) pre-school, (11) dental, (12) Rutgers Nutrition Program, (13) police community relations, (14) Girl Scouts,

(15) summer lunch program, (16) parent-child center, (17) senior citizens program.

21. *Model Cities*

*Education*

1. School personnel training—31 Green Street
2. Classroom innovation project—31 Green Street
3. Experimental classroom—African free school—502 High Street
4. Project Link—educational center—146 Belmont Avenue
5. Talent Search—60 Springfield Avenue
6. Secondary schools planning seminar—566 Orange Street
7. Higher education assistance project—60 Springfield Ave.

22. *Special Health Program—Project Child*—598 South 11th Street

Newark Youth Action Agency

23. *NAACP*—505 Clinton Avenue—

Provides the following services: (1) small grants to youth groups, (2) day care, (3) manpower programs, (4) Legal Services, (5) Comprehensive Health Center, (6) New Careers in Mental Health, (7) Work Training Center, (8) Newark Day Care, (9) Hilary School.

24. *Educational Opportunities (Services)*

1. Black Organization of Students—101 Washington Street
2. Chad School—78 Clinton Avenue
3. Educational Center for Youth—15 James Street
4. Essex County College—31 Clinton Street
5. United Negro College Fund, Inc.—24 Commerce Street

25. *Additional Employment, Vocational Guidance and Training*

- a. Neighborhood Youth Corps—850 Broad Street
- b. New Careers—32 Green Street
- c. Newark Manpower Training Skills Center—187 Broadway

26. *Area Boards*—The eight Area Boards concern themselves with general community activities, handling problems in the area of food, housing, clothing and sometimes legal problems. During the summer months programs are directed toward the youth by providing them with day care centers, day camps and cultural activities and trips. Their locations are:

- #1—Project Concern  
46 Broadway

#2—Operation We Care  
366 Springfield Avenue

#3—People Action Group  
313 Clinton Avenue

#4—People in Progress  
960 Frelinghuysen Avenue

#5—Operation Ironbound  
45 Merchant Street

#6—Mutual Concern  
74 Oraton Street

#7—Progress in Action  
572 Orange Street

#8—Weequahic Opportunity Ctr.  
315 Osborne Terrace

27. *The Newark Board of Education provides the following services:*

a. *Recreation programs* currently operated in 61 schools.

b. *Counseling programs* in freshman and senior high schools.

c. *Remedial programs*

Youth work and studies provided in conjunction with the following programs in the City of Newark:

1. N.Y.C. — In-school

2. N.Y.C. — out-of-school

3. TEAM

4. Model Cities—curriculum development project

5. WIN Program

6. New Careers

7. COPE

8. Skills Center

9. MDTA

10. Cooperative work experience programs in diversified occupations, office occupations, technical and industrial occupations, (Bd. of Ed. program), also distributive education

11. Education Center for Youth (Bd. of Ed. program). Public Service Employment and training program's just starting in the city.

d. *Evening Guidance Clinics*

e. *Delinquency Prevention Program*—This is a cooperative venture between the following agencies: Newark Board of Education, Newark Boys Club, Essex County Juvenile Court, Family Service Bureau of Newark, Newark State College, Community Development Administration and the United Community Fund.

All referrals are made by the Essex County Juvenile Court to the program.

**4.7 Federal and State Programs—Corrections and Youth Services**

**4.7.1 Municipal**

Corrections Projects	Funding	
1. Newarkfields (See above)	\$189,701	(SLEPA)
	<u>66,085</u>	(In-Kind)
Total	\$255,786	

2. Community Juvenile Detention Program (Proposed)	\$200,000	(SLEPA)
	<u>70,000</u>	(In-Kind)
Total	\$270,000	

3. Community Corrections Center Program (Proposed)	\$400,000	(SLEPA)
	<u>150,000</u>	(LOCAL)
Total	\$550,000	

Youth Services Projects	Funding	
1. Youth Aid and Services Project	\$ 62,040	(SLEPA)
	<u>27,978</u>	(LOCAL)
Total	\$ 90,018	

2. Youth Services Agency	\$200,000	(SLEPA)
	<u>250,000</u>	(HUD-Local)
Total	\$450,000	

3. Model Criminal Justice Education Program	\$ 28,000	(SLEPA)
	<u>9,500</u>	(LOCAL)
Total	\$ 37,500	

**4.7.2 County**

Correctional Projects	Funding	
1. Essex County Youth House Guidance Counseling and Diagnostic Service	\$ 44,760	(SLEPA)
	<u>37,380</u>	(LOCAL)
Total	\$ 82,140	

2. Community Based Juvenile Correction Program (Newark)

	\$ 47,122	(SLEPA)
	<u>29,671</u>	(LOCAL)
	<u>20,000</u>	(Private)
Total	\$ 96,793	

3. Community Based Corrections—Court Diversionary Project

	\$113,553	(SLEPA)
	<u>82,093</u>	(LOCAL)
Total	\$195,646	

4. Youth House Reading Program (Proposed)

	\$ 20,800	(SLEPA)
	<u>6,310</u>	(LOCAL)
Total	\$ 27,110	

Juvenile Services Projects

	Funding	
1. Youth Service Bureau (Proposed)	\$415,389	(SLEPA)
	<u>150,000</u>	(LOCAL)
Total	\$565,389	

2. Juvenile Behavior Modification Program (Proposed)	\$143,006	(SLEPA)
	<u>37,376</u>	(LOCAL)
Total	\$180,282	

3. Improvement of Juvenile Conference Committee Program	\$ 27,540	(SLEPA)
	<u>10,776</u>	(LOCAL)
Total	\$ 38,316	

4. Youth House Reading Program (Proposed)	\$ 20,800	(SLEPA)
	<u>6,310</u>	(LOCAL)
Total	\$ 27,110	

**5.0 Narcotics**

Drug addiction is clearly one of Newark's most serious social problems, with the City ranking fourth in the nation in number of addicts. (Source: Newark Police Department)

While the relationship between drug addiction and the incidence of target crimes is not well documented (see Data Analysis—Part II below), IMPACT believes that there does exist some relationship, to the point where the extent of drug addiction is an important factor in the rapidly increasing rate of burglaries and robberies in Newark during recent years.

Therefore, an inventory of what actions are presently underway with respect to drug abuse, treatment/rehabilitation versus law enforcement, will be presented.

**5.1 Law Enforcement**

The majority of the narcotic law enforcement effort within the City is the responsibility of the Newark Police Department's Narcotics Bureau. At present time, the Narcotics Bureau received approximately 1,800 complaints in 1971 or 5 complaints per day. From these complaints, 1,076 investigations were conducted and resulted in 516 arrests. An additional 900 investigations were initiated by narcotics detectives and these resulted in an additional 720 arrests.

There is a great deal of unreported informalities in any vice crime; narcotics is no exception. There is an overwhelming problem of getting people to report violations of narcotics laws to the proper authorities. When information is received on a narcotics violation, it is usually transmitted to the Bureau by means of: An anonymous informer, paid informer, surveillance and investigations by the Bureau, chance observation by other police officers or information received from other interested agencies.

This information, when received, is reviewed by the Narcotics Bureau which evaluates the information to determine if a team of detectives should investigate the incident or when appropriate, assigns undercover people. If handled by an undercover agent, he will attempt to buy narcotics or get more accurate information to be passed on to the detective team. All information received by the Narcotics Bureau is submitted on all investigations even though negative findings are often obtained.

**5.2 Treatment/Rehabilitation**

The prevention and treatment of drug abuse involve an area with few demonstrable successes. At

present, there are seven active treatment programs serving Newark and a number of other programs and agencies participating in support of these services. These treatment programs have a capacity of about 1,100 persons, but not all of their clients are from Newark. The programs as a whole seem only to be filled to 75% capacity.

The following is a brief description of the drug treatment programs and service agencies within the City:

These agencies fall into three groups:

1. Chemotherapy (methadone maintenance)
2. Inpatient abstinence (drug free therapeutic communities)
3. Outpatient abstinence (individual and group counseling)

**5.2.1 Chemotherapeutic**

Dana Clinic—A governmental (State, formerly county) agency located at 222 Morris Avenue providing adolescent and adult care for narcotic abusers. Capacity—250.

**5.2.2 Inpatient Abstinence Agencies**

Dare—A private agency located at 209 Littleton Avenue providing youth, adolescent, and adult care for all drug and substance abusers. Capacity—100.

Integrity—A private agency located at 45 Lincoln Park providing youth, adolescent, and adult care for all drug and substance abusers minus alcoholics. Capacity—60.

New Jersey Regional/Liberty House—A private agency located at Liberty Park in Jersey City and 154 Broadway in Newark providing youth, adolescent, and adult care for all drug and substance abusers minus alcoholics. Capacity—200. Liberty House functions as an intake and out-patient satellite of the Jersey City facility. Also now providing some methadone maintenance.

**5.2.3 Outpatient Abstinence Agencies**

Mount Carmel Guild—A private (church sponsored) social agency providing youth, adolescent, and adult care for all drug and substance abusers. Capacity—150. Located at 9 South Street.

New Well—A private agency providing youth, adolescent, and adult care for all drug and substance abusers minus alcoholics. Capacity unstated (75+). Located at 549 Springfield Avenue.

### 5.2.4 Service Agencies

Jewish Vocation Service—A private social and vocational service agency with a specially developed program for adolescent and adult drug and substance abusers.

Newark Board of Education—A governmental (local) primary and secondary educational agency providing a special peer oriented prevention program.

New Jersey College of Medicine & Dentistry, School of Medicine-Newark—A governmental (State) educational agency providing detoxification services for narcotic abusers, located at 65 Bergen Street. Capacity—8.

Rutgers Drop In Center—A semi-private agency located at 55 Central Avenue providing general social service counseling for adolescents and adults with service to all drug and substance abusers minus alcoholics.

T.E.A.M.—A governmental (City) agency providing job placement services for adolescents and adults with special emphasis for narcotic abusers. Located at 32 Green Street. Capacity unstated.

S.A.I.N.T.—A private agency located at 48 Market Street, focusing on after and out of school peer group interaction directed against all drug and substance abusers minus hallucinogen abusers. Youth and adolescent focus.

Activities in the prevention area have focused on the school age population primarily, although the City's Narcotics Bureau has been actively involved in lecturing on drug abuse to a wide variety of community service agencies. The main effort has been the "Student Congress on the Prevention of Drug Abuse" project which has established student-led groups within school to develop and carry out peer-oriented prevention activities.

### 5.3 State And Federal Funds for Narcotics Treatment/Rehabilitation/Enforcement

#### 5.3.1 Municipal

Project	Funding	
1. Coordination of Narcotic Prevention, Control and Treatment Services Program	\$ 79,898	(SLEPA)
	<u>40,000</u>	(LOCAL)
Total	\$119,898	
2. Student Congress Acting on the Prevention of Drug Abuse Program	\$ 48,000	(SLEPA)
	<u>15,697</u>	(LOCAL)
Total	\$ 63,697	
3. Newark Multi Service Drug Center Project (Proposed)	\$200,000	(SLEPA)
	<u>100,000</u>	(LOCAL)
Total	\$300,000	
4. Expansion of Confidential Narcotics Register Program (Proposed)	\$ 41,638	(SLEPA)
	<u>28,342</u>	(LOCAL)
Total	\$ 69,980	

#### 5.3.2 County

1. Integrity House Program* (See section 5.2.2, above)	\$ 93,370	(SLEPA)
	29,700	(LOCAL)
	<u>35,946</u>	(Private)
Total	\$159,016	

\*A proposal has been submitted to SLEPA for expanded second year funding.

## II.

# DEFINING THE PROBLEM/DATA PRESENTATION AND ANALYSIS

## 1.0 Target Crime Data Analysis

The Newark CAT collected and analyzed police incident and arrest reports for the time period June 1, 1971 — May 31, 1972; as a result, extensive data now exists describing various dimensions of stranger-to-stranger IMPACT crimes. Presented below is an analysis of that data from the National Institute's recommended perspective — the offender, the victim, and the environment. The complete data report appears in the appendix to the Plan.

### 1.1 The Offender — A Profile

With certain exceptions noted below, the perpetrator of a stranger-to-stranger target crime is a young (usually twenty one and under) black male residing in Newark. He is usually a repeater — analysis of arrest records revealed high incidences of recidivism. For example, of the five target crimes breaking and entry (from arrest reports) had the lowest percentage of arrests in which the apprehended offender had committed a crime previously (56%). Moreover, deeper analysis of recidivism indicated that for all the arrests at least 50% of the offenders committed a previous crime (not specific as to type of crime) within one year of the present arrest. Parallel rates for the other target crimes are much higher. (See Table 1).

Furthermore, analysis indicates that the perpetrators intention in committing one of the target crimes was either robbery for the crimes of murder and breaking and entry, or pure physical attack for rape and assault. (Detective investigation of an incident yields the information). It, therefore, can be inferred that motivation to commit one of the target crimes emanates from economic need and social frustration. This can be further justified by the fact that 80% of all robberies involved currency, purses or wallets while 53% of all AA & B's originated from a quarrel. The fact that juveniles compose such a large percentage of offenders and that recidivism is so high even for youthful offenders amplifies the urgency for

preventative as well as rehabilitative action in the area of juvenile delinquency.

While IMPACT's primary role is not to fulfill economic and social needs, it should be clear that these two basic desires should not be ignored in an Action Plan to reduce crime. In this vein, analysis of crime data suggests that IMPACT should closely coordinate all its efforts with existing agencies whose task it is to deal directly with the provision of economic and social services.

### 1.2 The Victim

The Newark CAT is currently awaiting the results of a victimization survey presently being conducted by the National Institute of Law Enforcement and Criminal Justice in conjunction with the Bureau of the Census. The findings of that study will establish the baseline data upon which the efforts of the entire IMPACT Program in Newark will be evaluated at future points in time.

However, the CAT has procured some limited victim data from the Newark Police Department Planning Office. Crimes analyzed include two of the target offenses: atrocious assault and battery and robbery.

#### 1.2.1 Atrocious Assault and Battery

**Age** — The age distribution of victims is presented on figure 1, below.

Notice that 55% of all victims are under 25 years of age. Coupling that fact with the above offender profile and additional data concerning reasons for AA & B — (Quarrel, 53%; gang member, 4%; no apparent reason, 28%) yields some insight into the severity of the juvenile involvement into violent street crime.

**Race:** 75% of all victims are black. In the midst of industry and business concern for safety (for its employees who for the most part reside outside of Newark), the facts indicate the predominance of

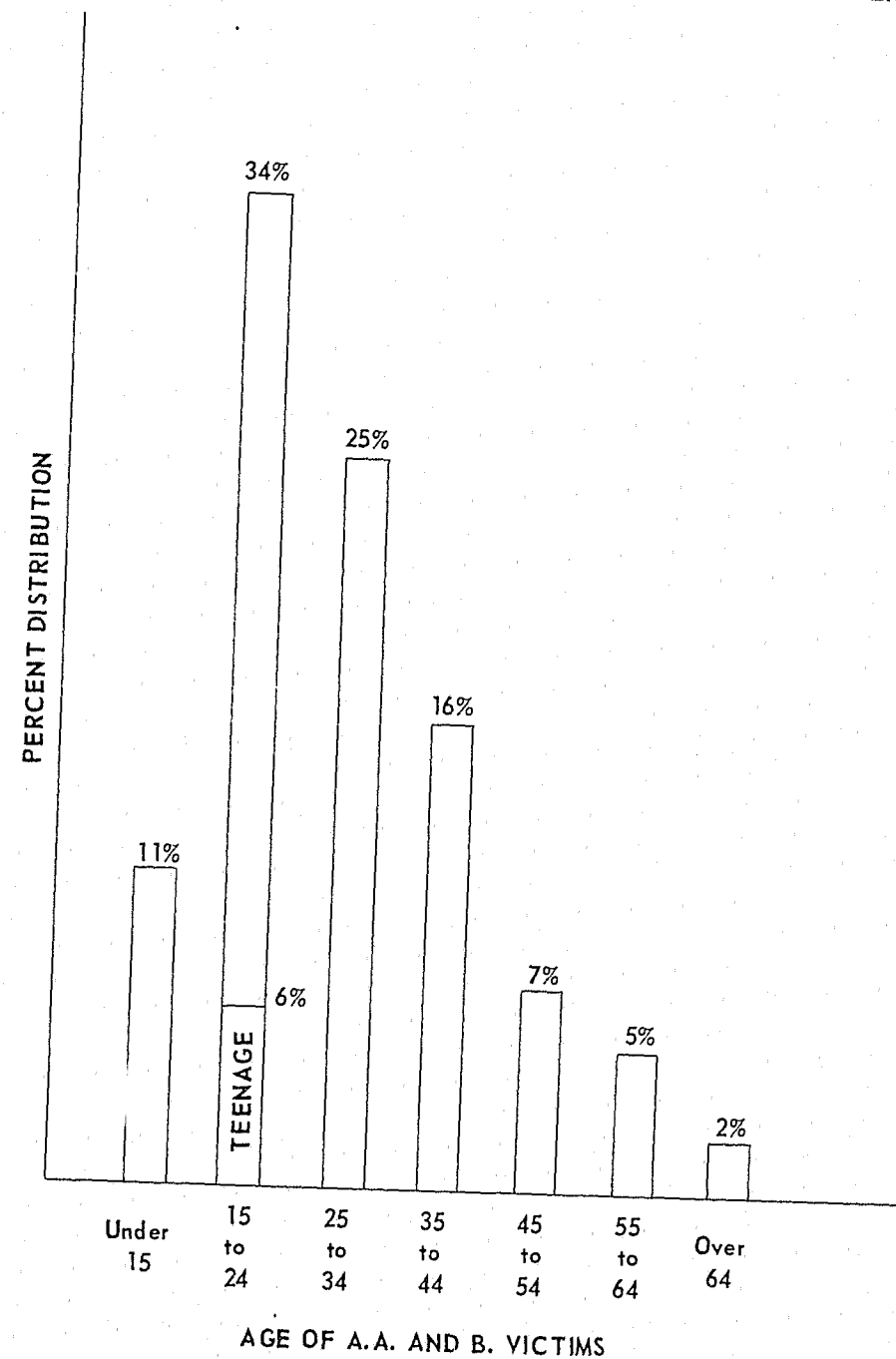
TABLE 1: OFFENDER PROFILE  
(Figures are Percentages (%) of Offenders)

Profile Category Target Crime	AGE	RACE	SEX	RESIDENCE	RECIDIVISM	MOTIVATION	RELATED INFORMATION
MURDER 28 stranger to stranger offenses	26% below 19	93% Black	100% Male	86% Newark Residents	87% Recidivists, 50% of rec. arrested for previous crime within one year	65% - Robbery	
FORCIBLE RAPE 145 stranger to stranger offenses	40% below 22 78% between 19 and 34	91% Black	100% Male	85% Non-Resident	67% Recidivists, 67% of rec. arrested for previous crime within one year	66.7% - Rape 28.8% - Robbery	
ROBBERY 4,586 stranger to stranger offenses	32.4% below 15 60% below 22 83% below 25	95.1% Black	96.9% Male	66% from Newark	66.3% Recidivists, 76% of rec. arrested for previous crime within one year	99% - Robbery	80% of robberies involved currency/purses/wallets 71% of robberies were perpetrated by two or less offenders
ATROCIOUS ASSAULT AND BATTERY 364 stranger to stranger offenses	28.7% below 19 46% below 22 55% below 25 22% between 14 and 18	79% Black	94% Male	81% from Newark	85% Recidivists, 80% of rec. arrested for previous crime within one year	96.2% - A A & B	53% of crimes are result of quarrel
BREAKING AND ENTRY	52.4% below 19 69.1% below 22 82.3% below 25	82.3% Black	98% Male	85% Newark Residents	56% Recidivists, 89% of rec. arrested for previous crime within one year	Category Not Applicable	

assaults are levied on people within the community. (Assumption here: high correlation between race and Newark residency). Furthermore, the fact that a predominance of target crime occurs at night (See

below) when commuters are not in the City further justifies this point. Additional victim data was not available.

Figure 1  
PERCENT DISTRIBUTION OF AGE OF ATROCIOUS ASSAULT AND BATTERY VICTIMS.



SOURCE: Newark Police Department Planning & Research Unit

**1.2.2 Robbery**

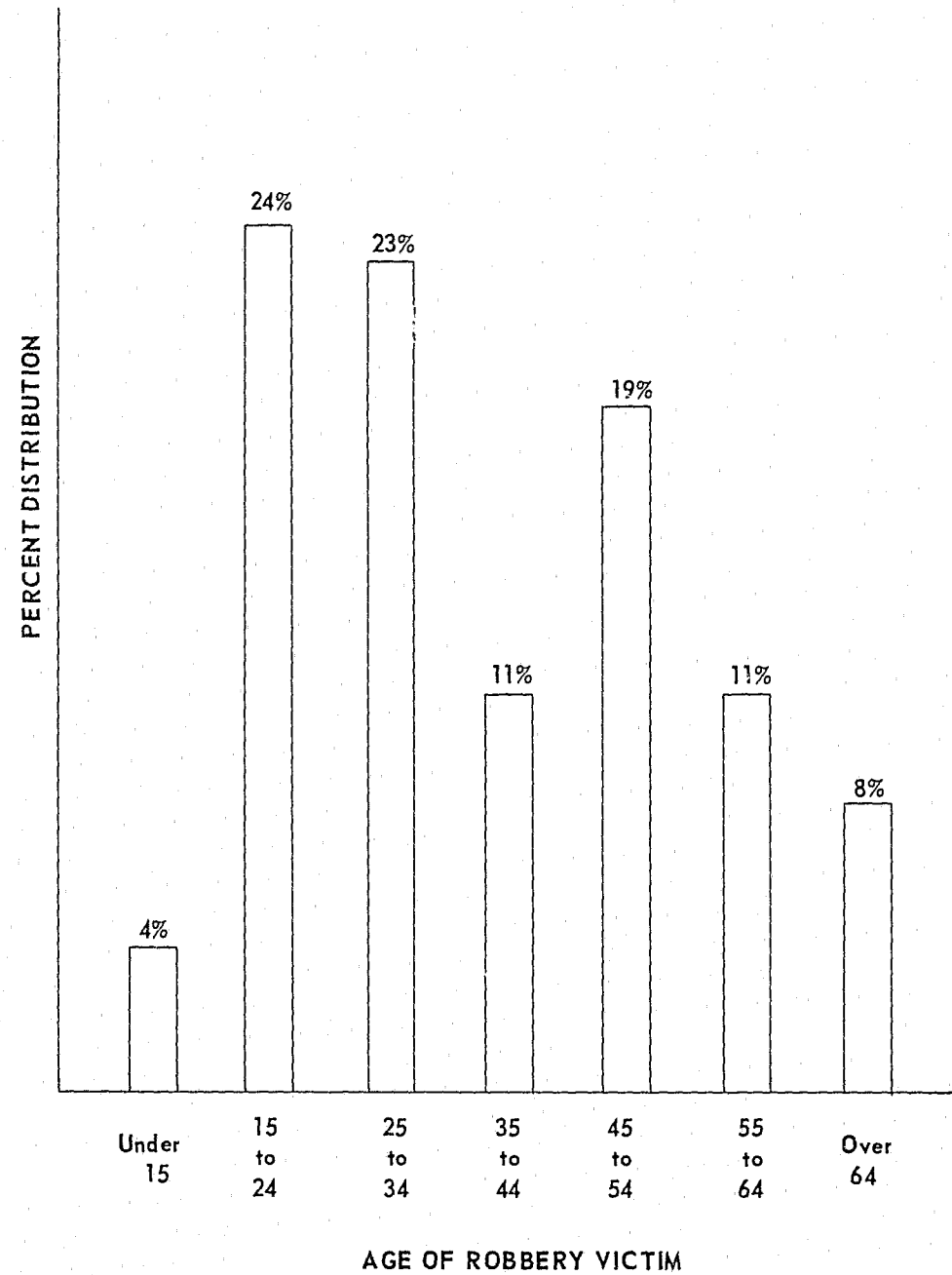
Age: Figure 2 presents age distribution for victims of robbery. In relation to AA & B data, the distribution is more uniform. While the under 25 group still represents 28% of all victims, 45-54 year olds jump to 19% of the sample. This is indicative of a

difference in rationale. In robbery, where economic motives prevail, the age of the victim is not as important as his potential wealth.

Race: Data on race is consistent with age — 50% of the victims are white, 50% black.

**Figure 2**

**PERCENT DISTRIBUTION OF AGE OF ROBBERY VICTIMS**



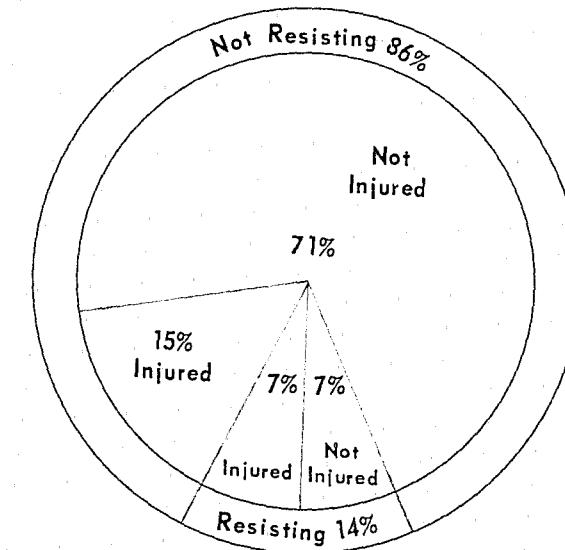
SOURCE: Newark Police Department Planning & Research Unit

**Related Data:**

Injuries and Robberies — Figure 3, below, presents the percentage of victims injured or not, depending upon whether they resist or not. Clearly, the data indicates the need to educate individuals that during the course of a robbery, resistance is not usually a feasible course of action.

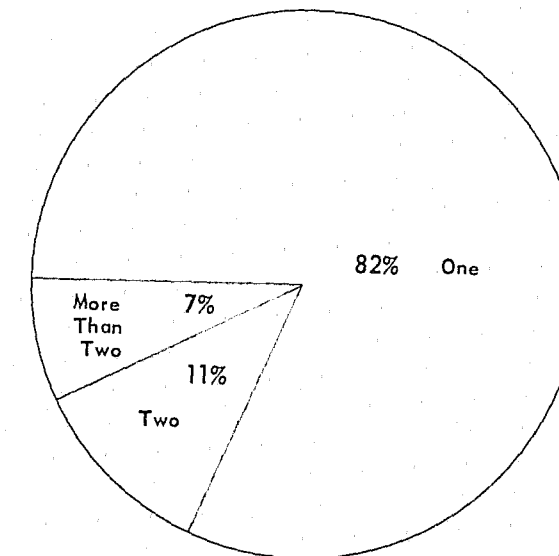
Composition — Figure 4, below, indicates the distribution of victims in robbery offenses. The message again is clear: Public education efforts should emphasize the need for traveling at least in pairs if not more. This should reduce the probability of a robbery being committed.

**Figure 3**  
**Percent Distribution of Victims Injured in Robbery With Respect to Resisting or not Resisting.**



SOURCE: Newark Police Department Planning & Research Unit

**Figure 4**  
**PERCENT DISTRIBUTION OF THE NUMBER OF PERSONS IN A GROUP OF ROBBERY VICTIMS.**



SOURCE: Newark Police Department Planning & Research Unit

### 1.3 The Environment

Analysis of the environment in which stranger-to-stranger target crimes occur should encompass various dimensions:

- Time* — When the crime is committed; month of the year, days of the week, hours of the day and any seasonal variations.

- Geography* — Where the crimes are committed. The CAT utilized police sector maps of Newark to pinpoint crime occurrence location. Additional analysis includes such dimensions as indoors versus outdoors, and the types of premises within which crime occurred — commercial vis-a-vis residential.

- Related Crime Factors* — Additional items as they relate specifically to individual IMPACT crime: Type of property stolen, value of that property, methods of entry, existence of an eyewitness.

- Socio Economic-Political-Dimension* — Analysis of target crime incidence would be incomplete without presenting the economic, political and social setting of the City of Newark. This background data will be discussed separately below (section 2.0).

#### 1.3.1 Time

##### Monthly and Seasonal

Very little inference can be developed concerning monthly and seasonal variations of target crimes other than the fact that most peak in the summer months (exception; B & E which very logically sharply increases prior to the Christmas holiday). The value

of such information becomes paramount for purposes of police manpower deployment, resource reallocation and citizen patrol coverage discussed in detail below in Part III of the Plan. For example, the fact that the incidence of breaking and entries reaches a maximum in December should alert police planners to redeploy patrol, tactical and anti-crime unit forces to areas of high B & E probability of occurrence. Figures 5 through 9 present frequency distribution histograms on the monthly occurrence of each target crime.

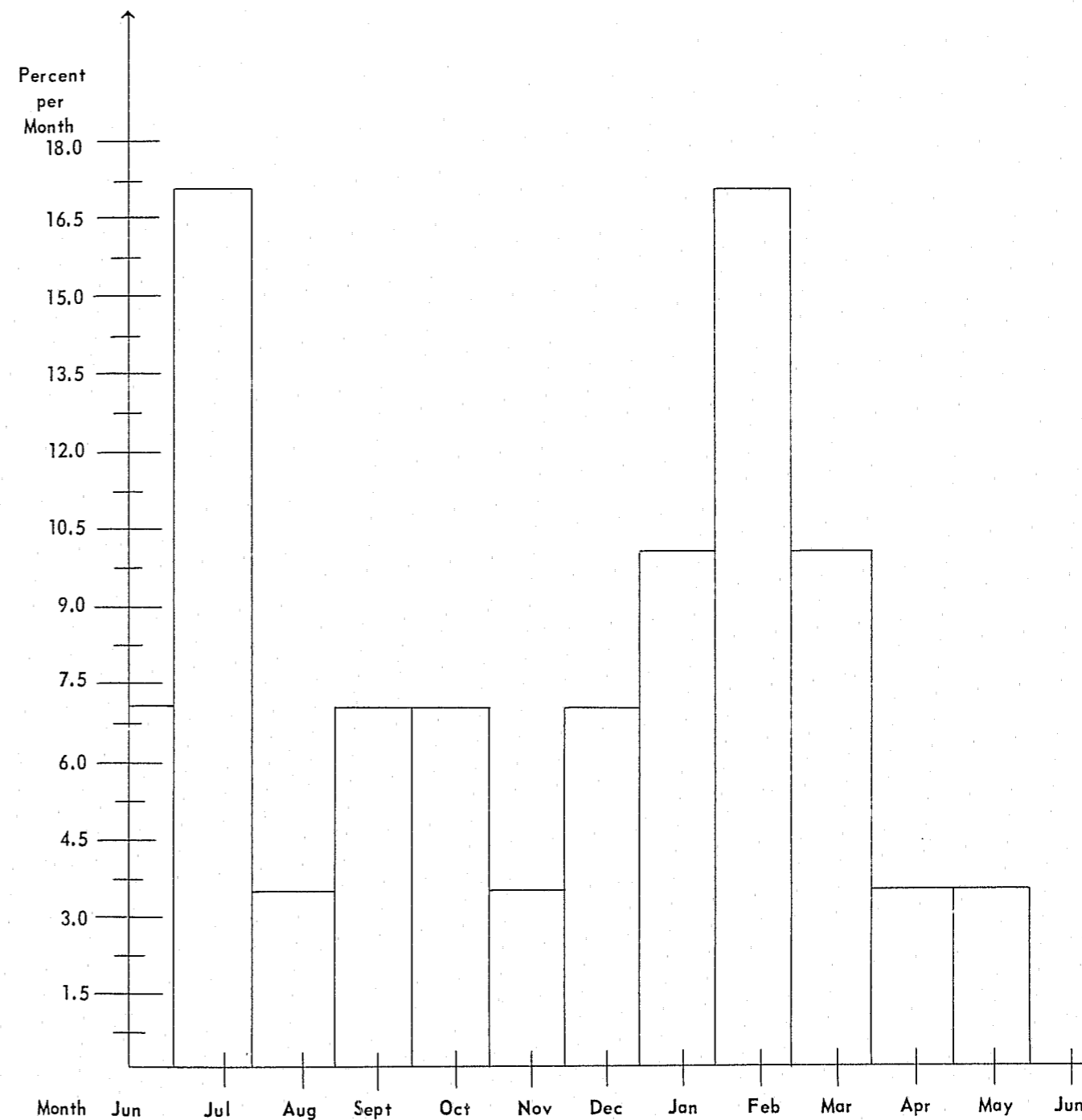
##### Daily

Significant here (again for purposes of deployment) is that consistent over all five target crimes, Friday and Saturday appear the most likely days for the offense to be committed.

##### Hourly

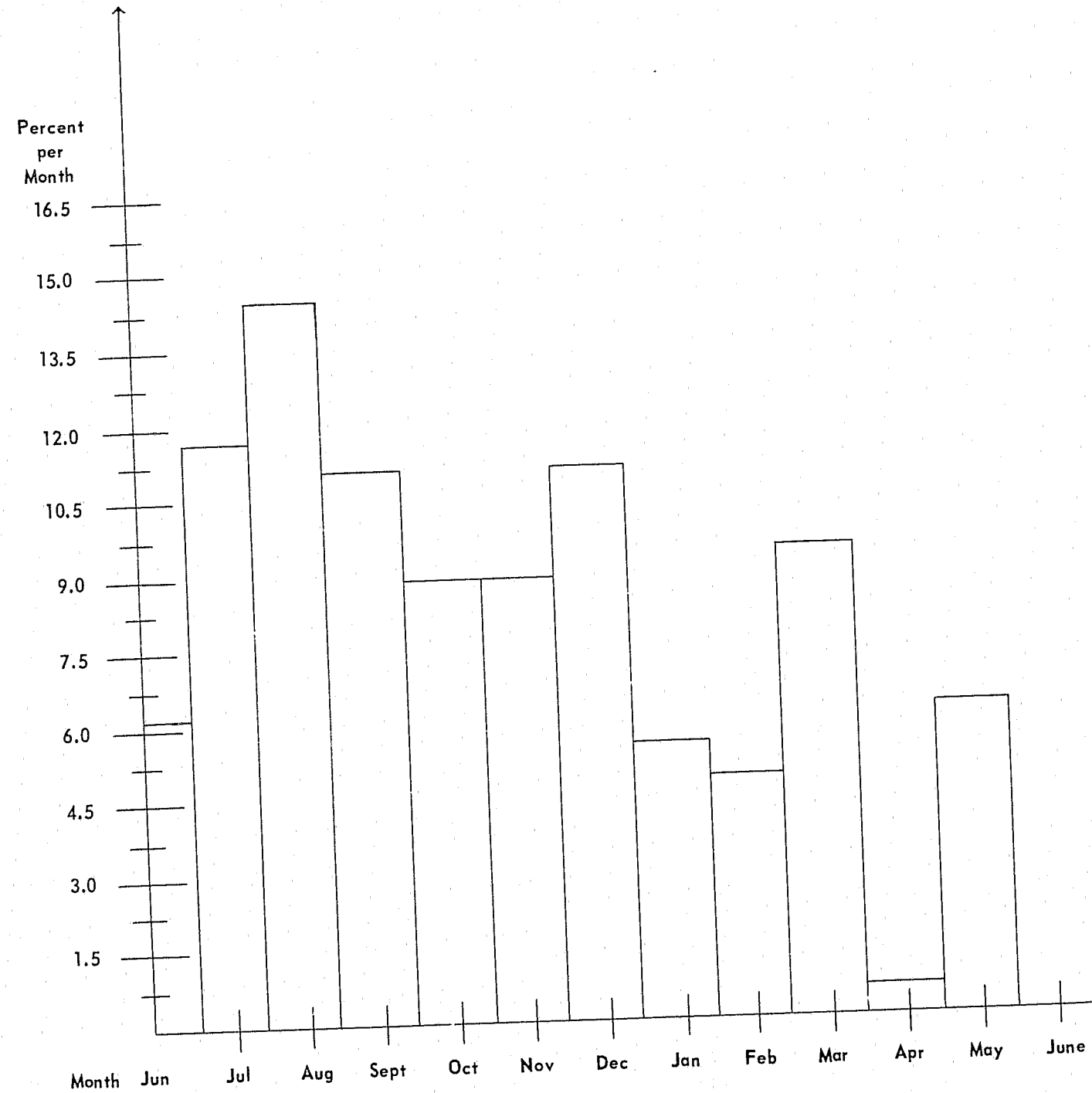
Of prime importance is the time of target crime occurrence — all predominate at night (exception: residential B & E). Target hardening programs can utilize this data to implement such efforts as high intensity street lighting, "protect yourself" public education efforts, wide coverage citizen night patrols, and commercial security devices for the prevention of after hour burglary. Figures 10 through 15 present hourly frequency distribution histograms for each target crime. The subdivision of hours parallels regular police patrol hours; category "darkness" was included to emphasize the disproportionate amount of target crime occurring between 5:00 p.m. and 5:00 a.m.

Figure 5  
**STRANGER-TO-STRANGER MURDER**  
(June 1971 — May 1972)  
**Monthly Variation**

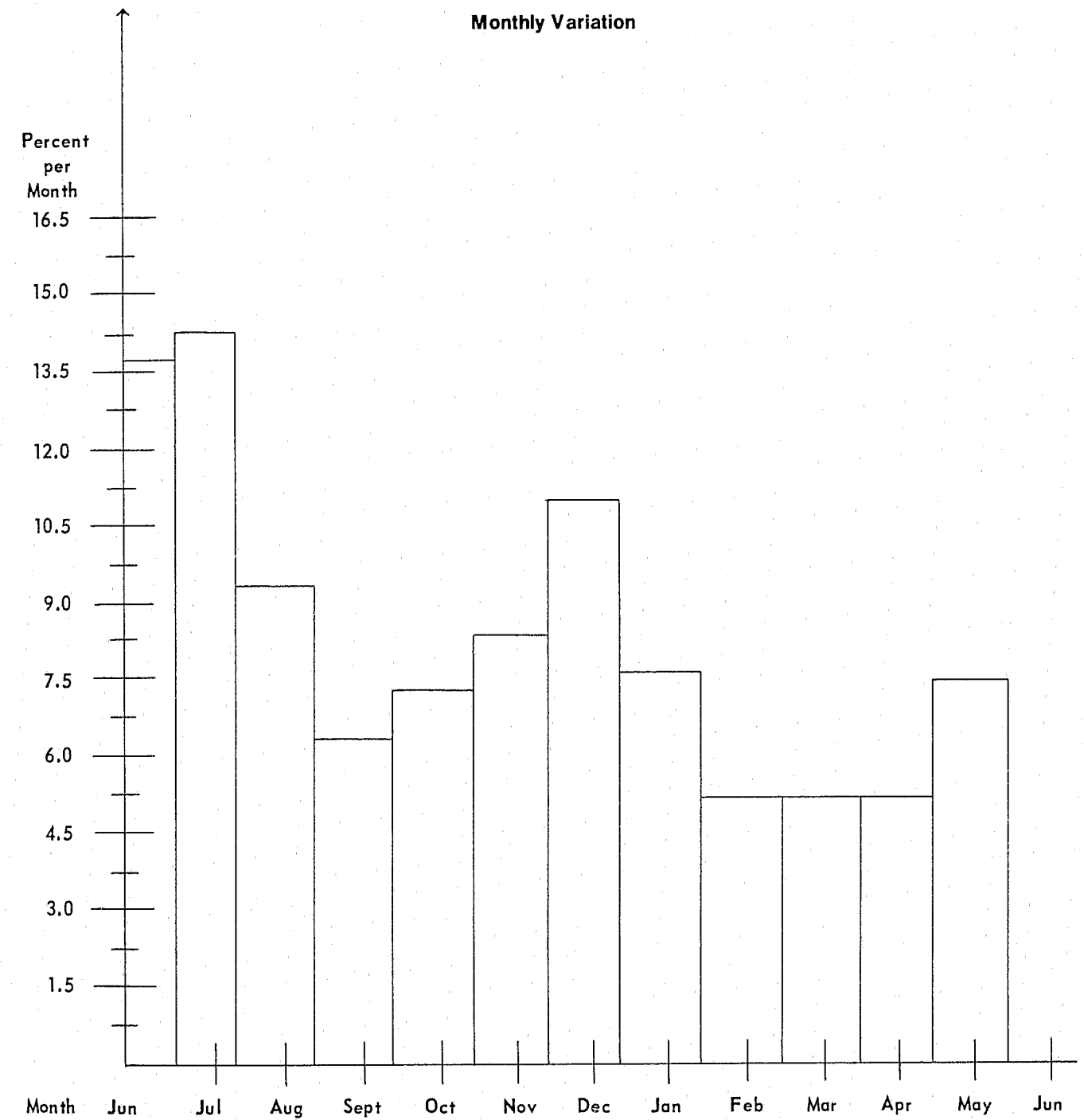




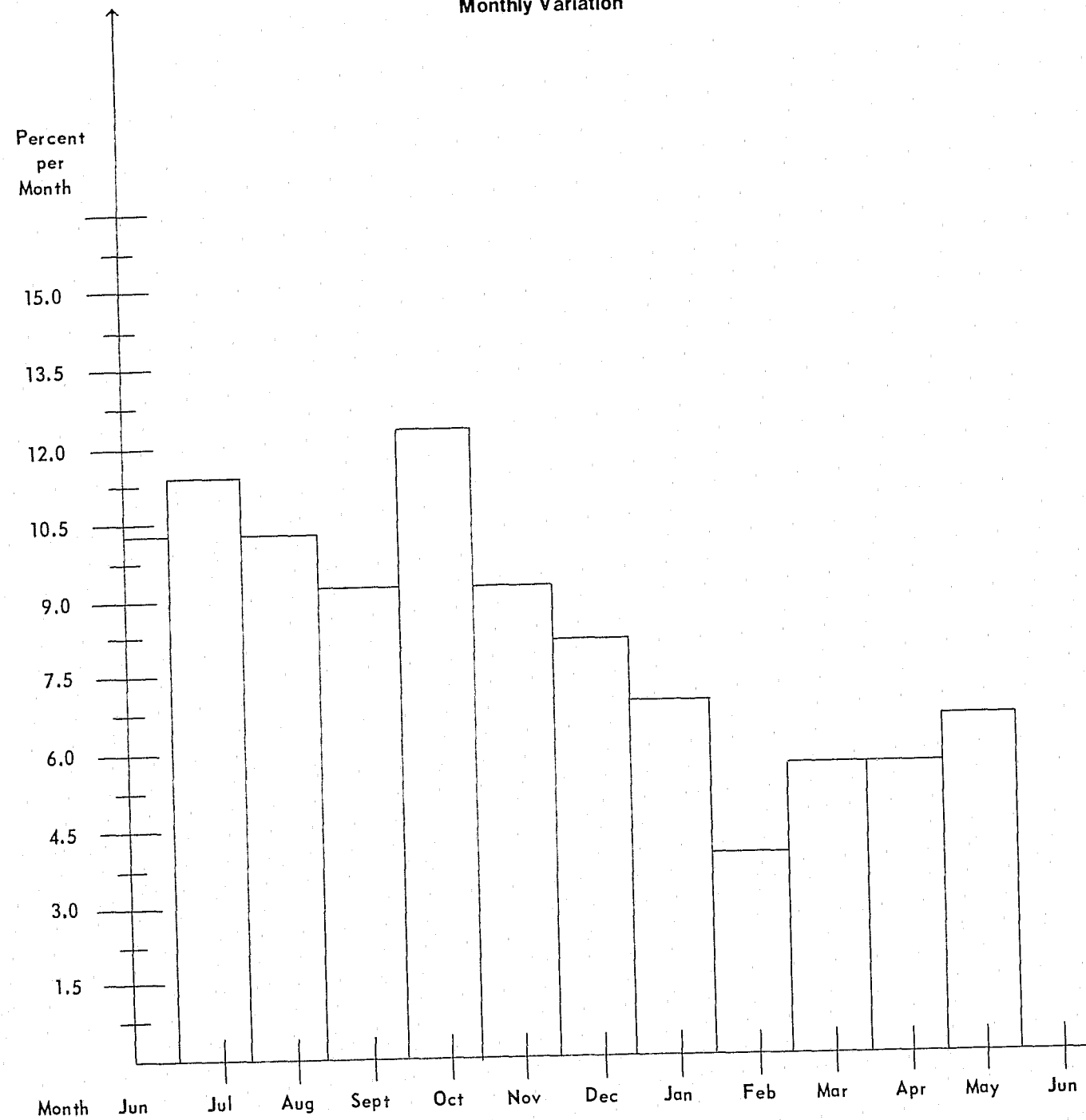
**Figure 6**  
**STRANGER-TO-STRANGER RAPE**  
 (June 1971 — May 1972)  
 Monthly Variation



**Figure 7**  
**STRANGER-TO-STRANGER ROBBERY**  
 (June 1971 — May 1972)  
 Monthly Variation



**Figure 8**  
**STRANGER-TO-STRANGER ATROCIOUS ASSAULT & BATTERY**  
 (June 1971 — May 1972)  
**Monthly Variation**



**Figure 9**  
**BREAKING AND ENTRY**  
 (June 1971 — May 1972)  
**Monthly Variation**

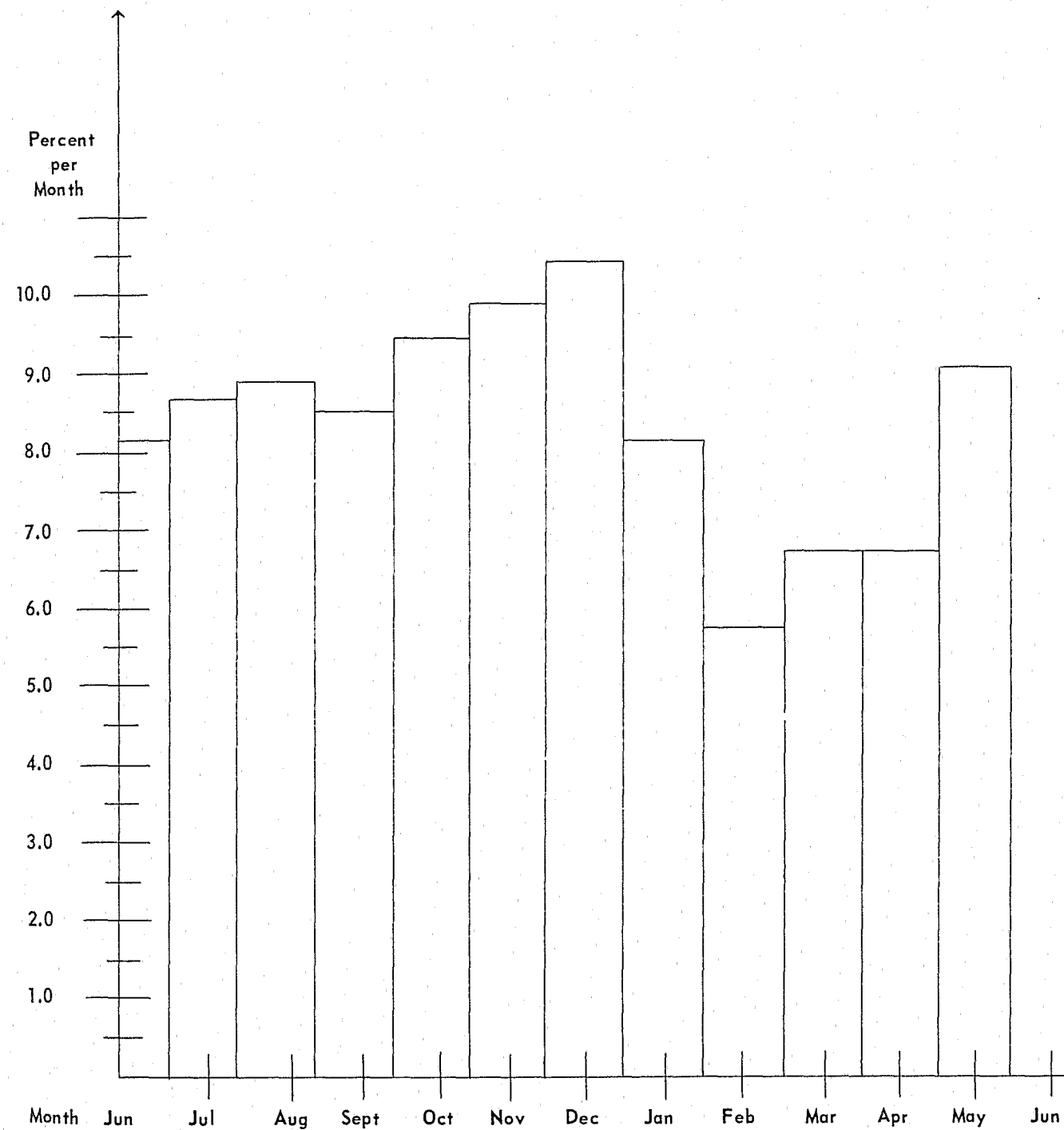


Figure 10  
**STRANGER-TO-STRANGER MURDER**  
 (June 1971 — May 1972)  
 Hourly Variation

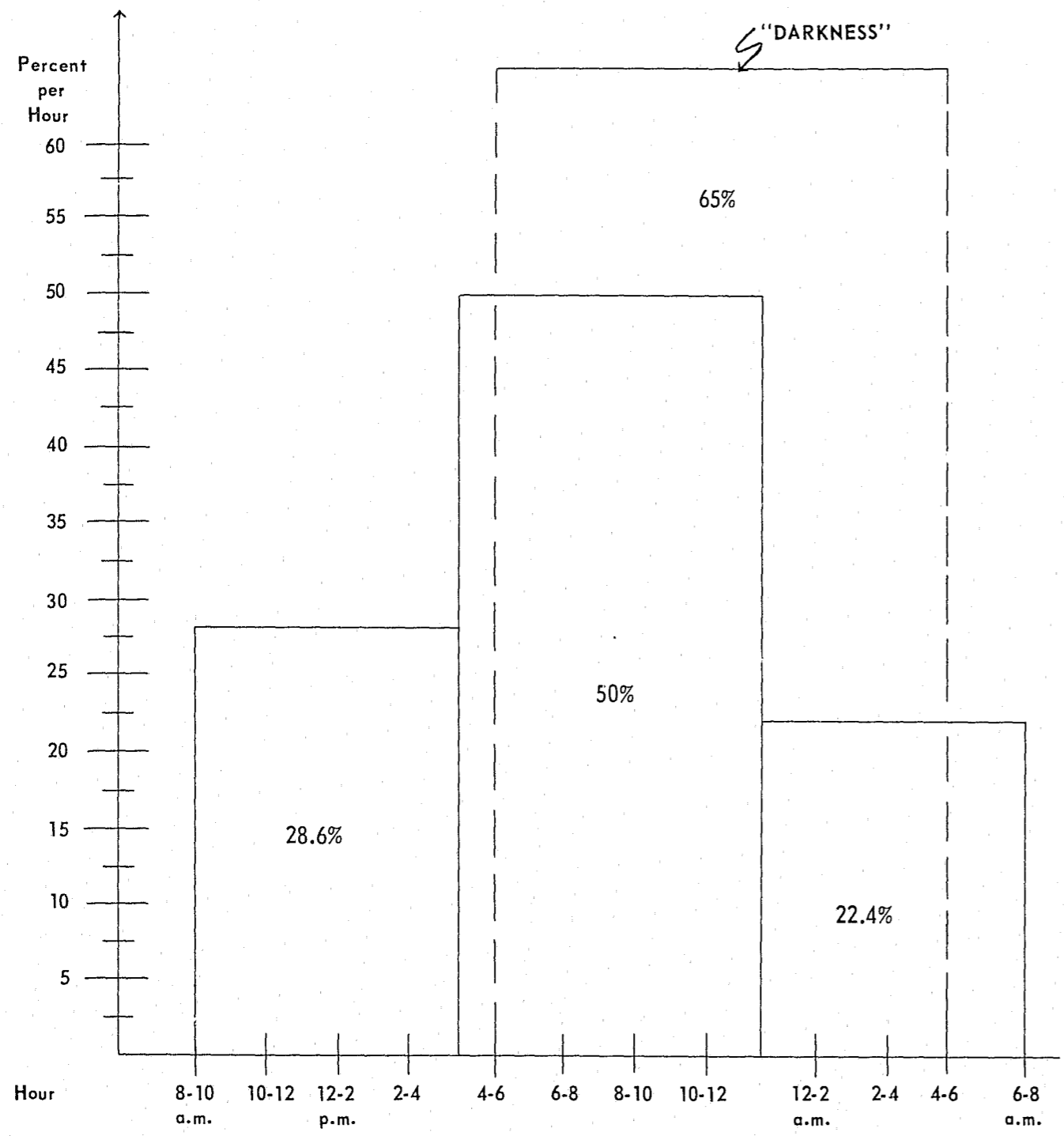


Figure 11  
**STRANGER-TO-STRANGER RAPE**  
 (June 1971 — May 1972)  
 Hourly Variation

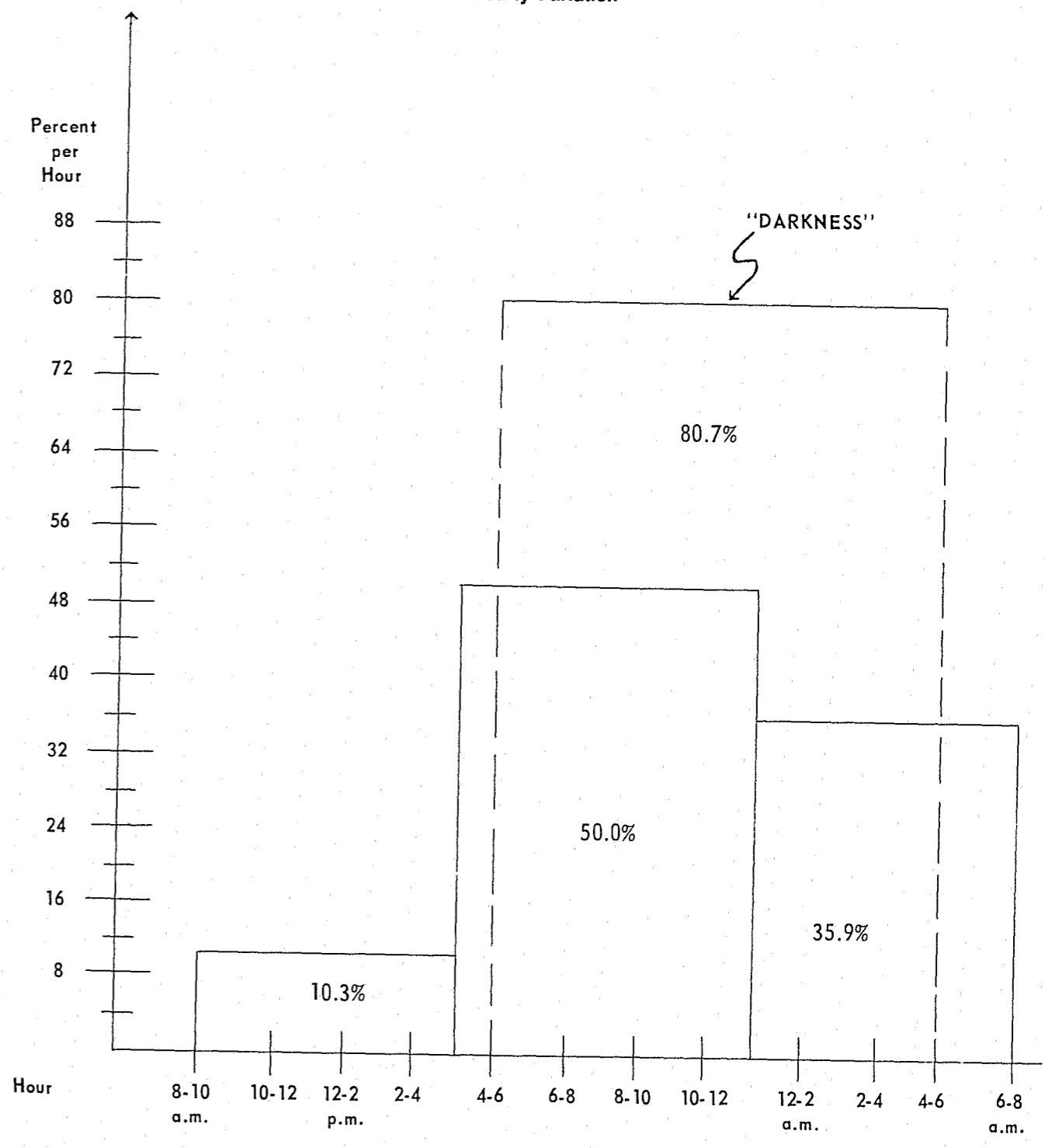


Figure 12  
**STRANGER-TO-STRANGER ROBBERY**  
 (June 1971 — May 1972)  
 Hourly Variation

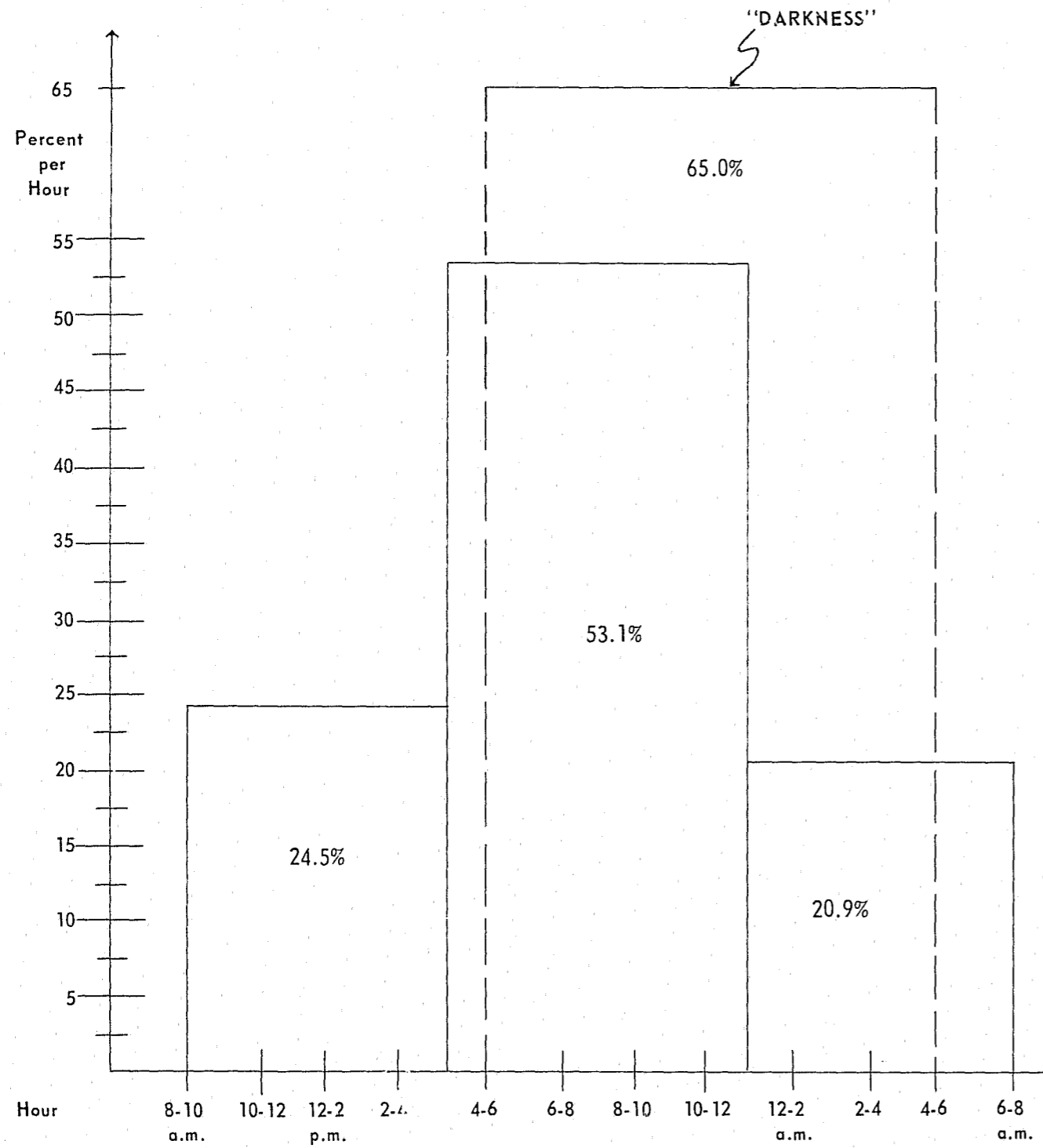


Figure 13  
**STRANGER-TO-STRANGER ATROCIOUS ASSAULT & BATTERY**  
 (June 1971 — May 1972)  
 Hourly Variation

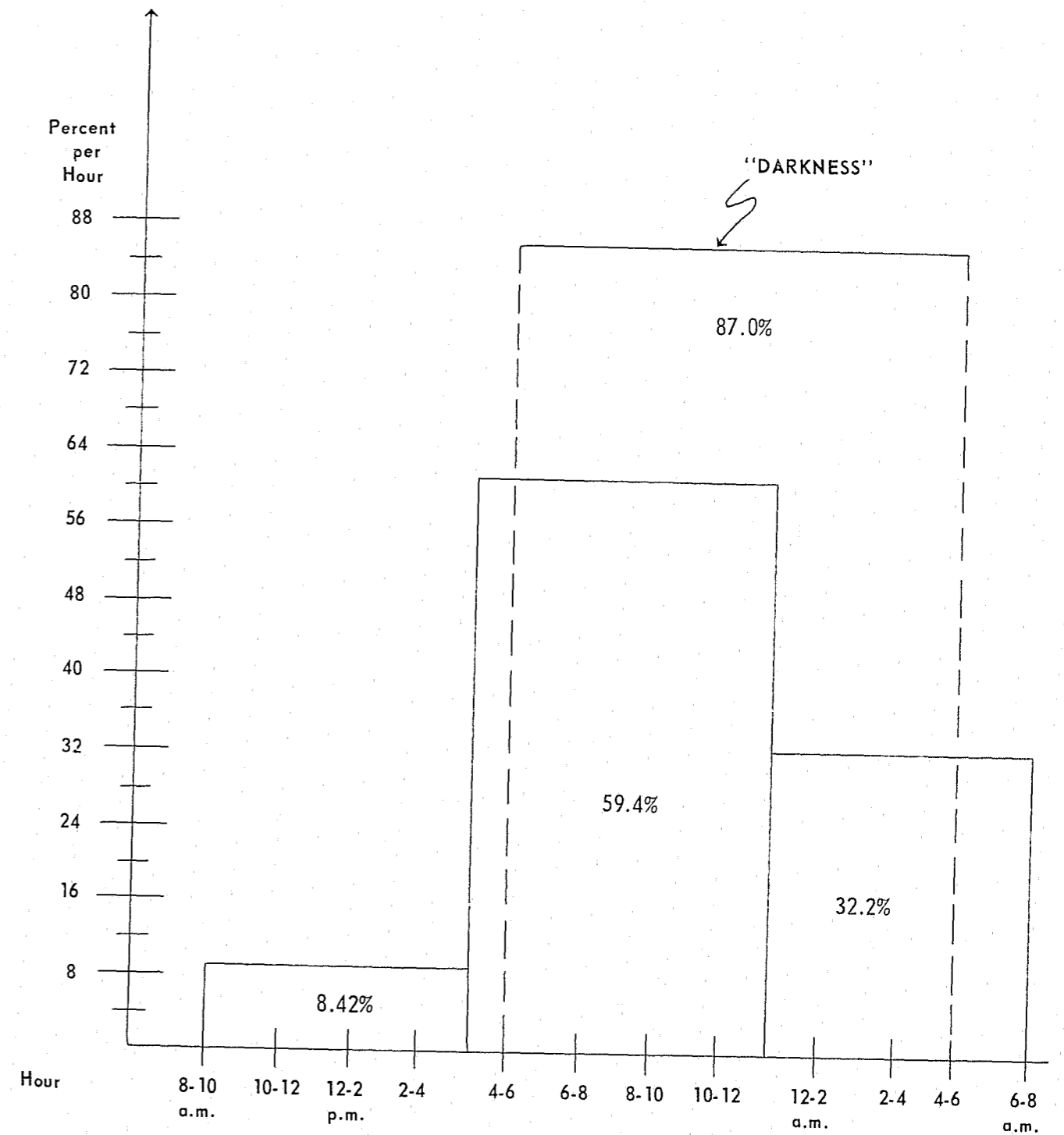


Figure 14

**STRANGER-TO-STRANGER TARGET CRIME: BREAKING & ENTRY**  
(June 1971 - May 1972)

**RESIDENTIAL**  
Hourly Variation: Data Not Available

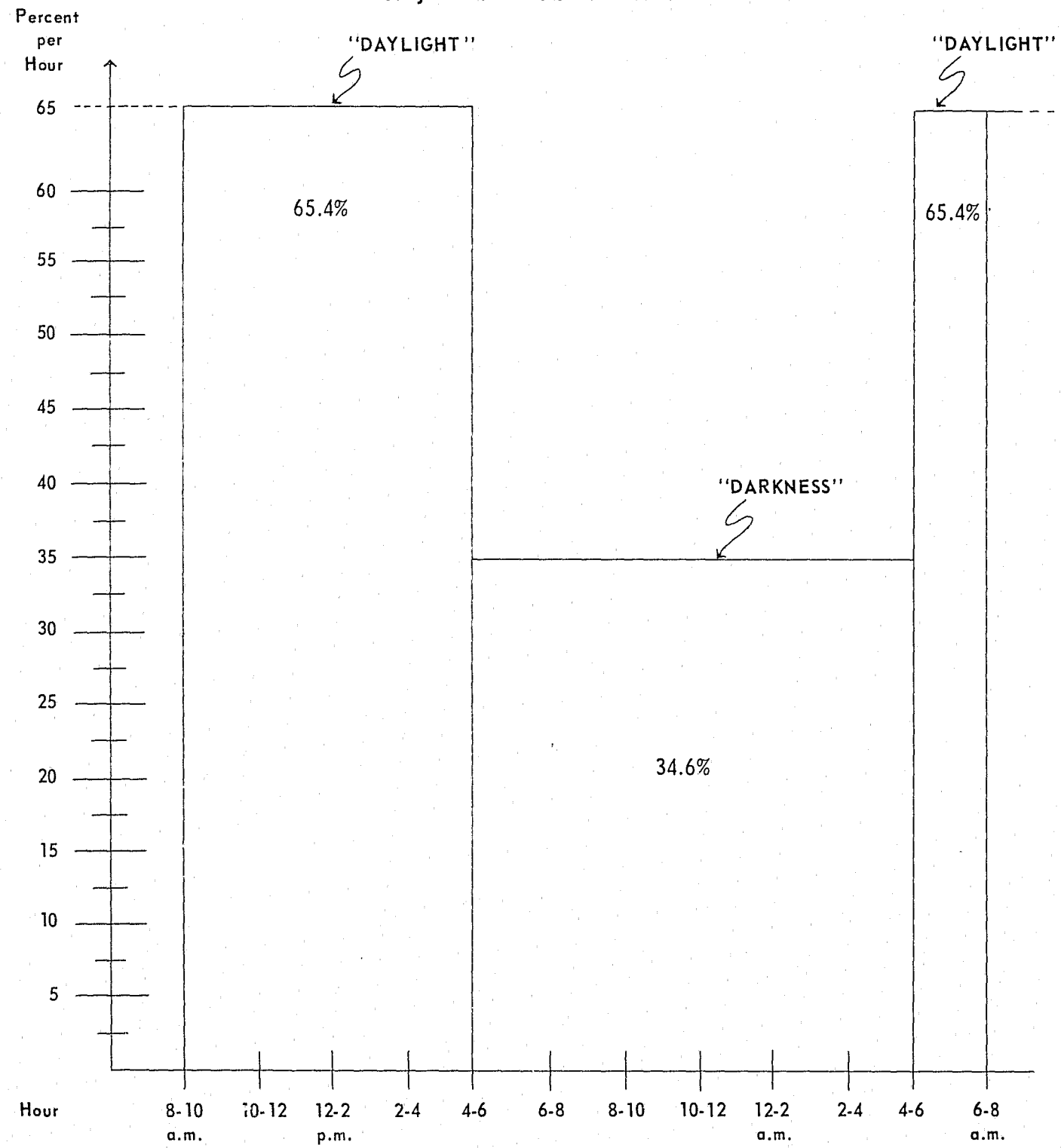
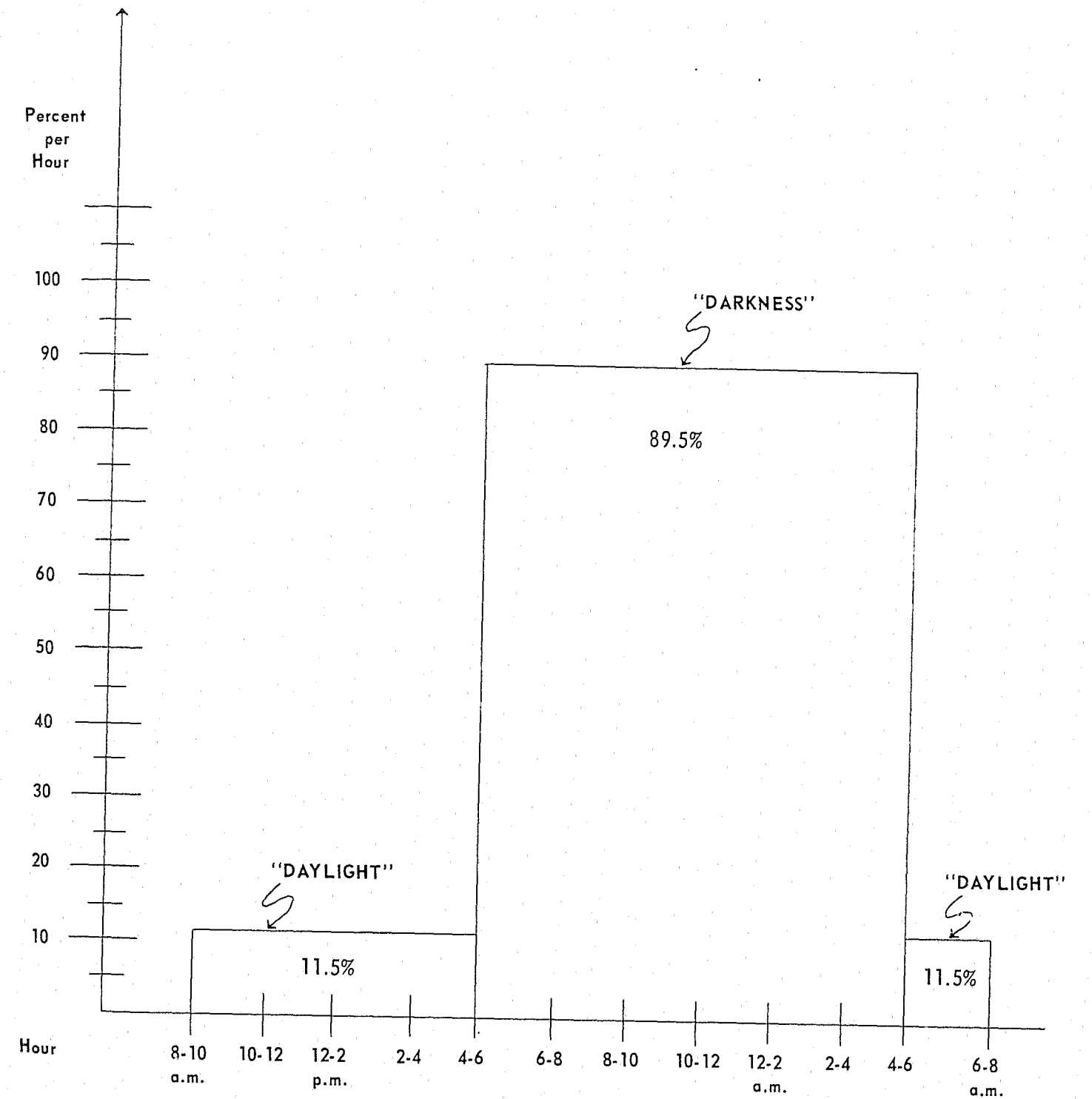


Figure 15

**STRANGER-TO-STRANGER TARGET CRIME: BREAKING & ENTRY**  
(June 1971 - May 1972)

**NON-RESIDENTIAL**  
Hourly Variation: Data Not Available



### 1.3.2 IMPACT Target Crimes Over Time

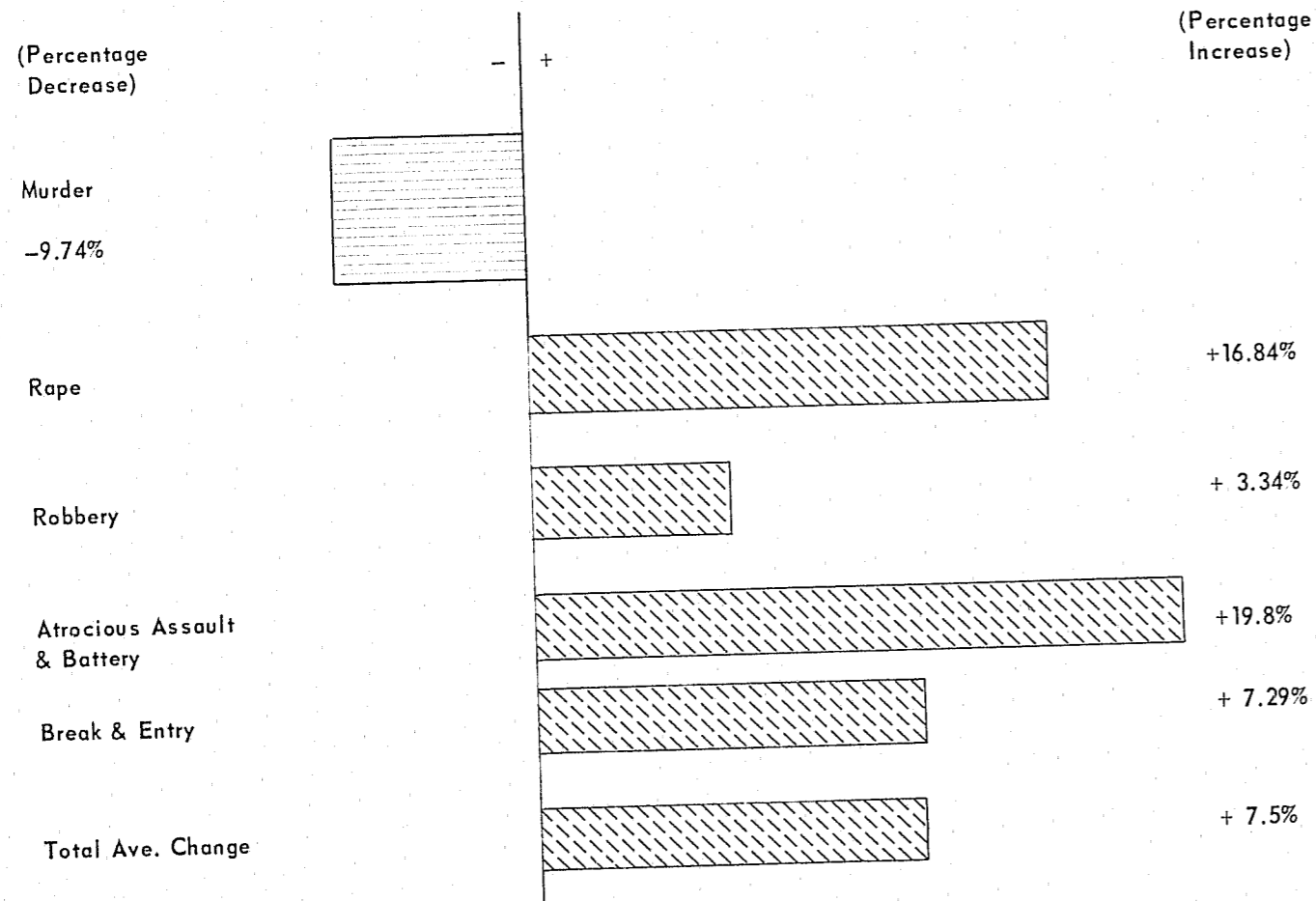
Data analysis should provide not only a picture *in time*, but also a progression over time as to target crime trends in the City. The Newark CAT (with no

distinction as to the stranger-to-stranger designation presently being gathered) collected data on two time levels: one and ten years previous. Figures 16 and 17 below present this data.

**Figure 16:** year to year

The following graph compares the period June 1970 through May 1971 with the period June 1971 through May 1972 and reveals increases in rape, robbery, A A & B, B & E. Only the crime of murder shows a marked decrease — a trend which we happily report and hope will continue at an increasing rate as a result of IMPACT's efforts.

**Figure:** Percentage Difference in Target Crimes Between June 1970 thru May 1971 and June 1971 thru May 1972



**Figure 17:** Ten Years — A Look at the Decade

Below are target crime rates per 100,000 population. Notice that the key analytical data piece is population growth/decline. This indicates that while population has remained almost constant, the incidence of target crime has increased markedly.

Population % change (%)		Murder (%)		Rape (%)	
1960	405220	19.7		41.0	
1970	377485 -6.84	45.6	+131.47	67.1	+6365

Robbery (%)		B & E (%)		A A & B (%)	
325.		1775.8		424.5	
1237.7	+280.83	3017.2	+69.90	575.6	+35.59

1960 and 1970 were selected because those years conform with Census data collection and hence is assumed to be of relatively maximum accuracy.

Table 2 Summarizes target crime time dimension data.

### 1.3.3 Geography

Police Ward — Figures 18 through 22 delineate the incidence (percentage of crime) of target crimes in each police patrol ward. (Corresponding socio-political-economic data for each is discussed below, section 2.0). Analysis of the data points consistently to two wards as high crime areas — West and South, with the West slightly higher with respect to crimes of violence. (See enclosed map for locations) The complete target crime data section, appended to the plan, enumerates crime districts within wards. The data will serve as a criterion for the location of many IMPACT-funded projects. (e.g. street lighting, citizen crime prevention units, etc.)

#### Indoors-Outdoors; Place of Crime Occurrence

With the insignificant (statistically) exception of murder the predominance of target crime occurs out of doors. AA&B and robbery are particularly significant. This possibly suggests preventative police patrols, perhaps tactical force personnel in disguise or undercover in high crime police districts.

The data also adds justification to target hardening efforts in security devices, street lighting, and public education on crime reduction.

Of seemingly equal significance are the results on place of crime occurrence: multiple family and public

housing units show high percentages of indoor target crimes. This suggests a possible thrust into public housing security. The information concerning location out-of-doors yields some insight into target hardening, *e.g.*, street lighting and public education and possible police patrol (tactical force) redeployment to areas judged to possess a relatively high probability of target crime (especially forcible rape, robbery, and AA & B) incidence. In addition the out-of-doors figures coupled with above data on hour of occurrence (day versus night) might suggest innovative detection equipment for night time use.

Table 3 summarizes the geographical dimension of IMPACT target crime data.

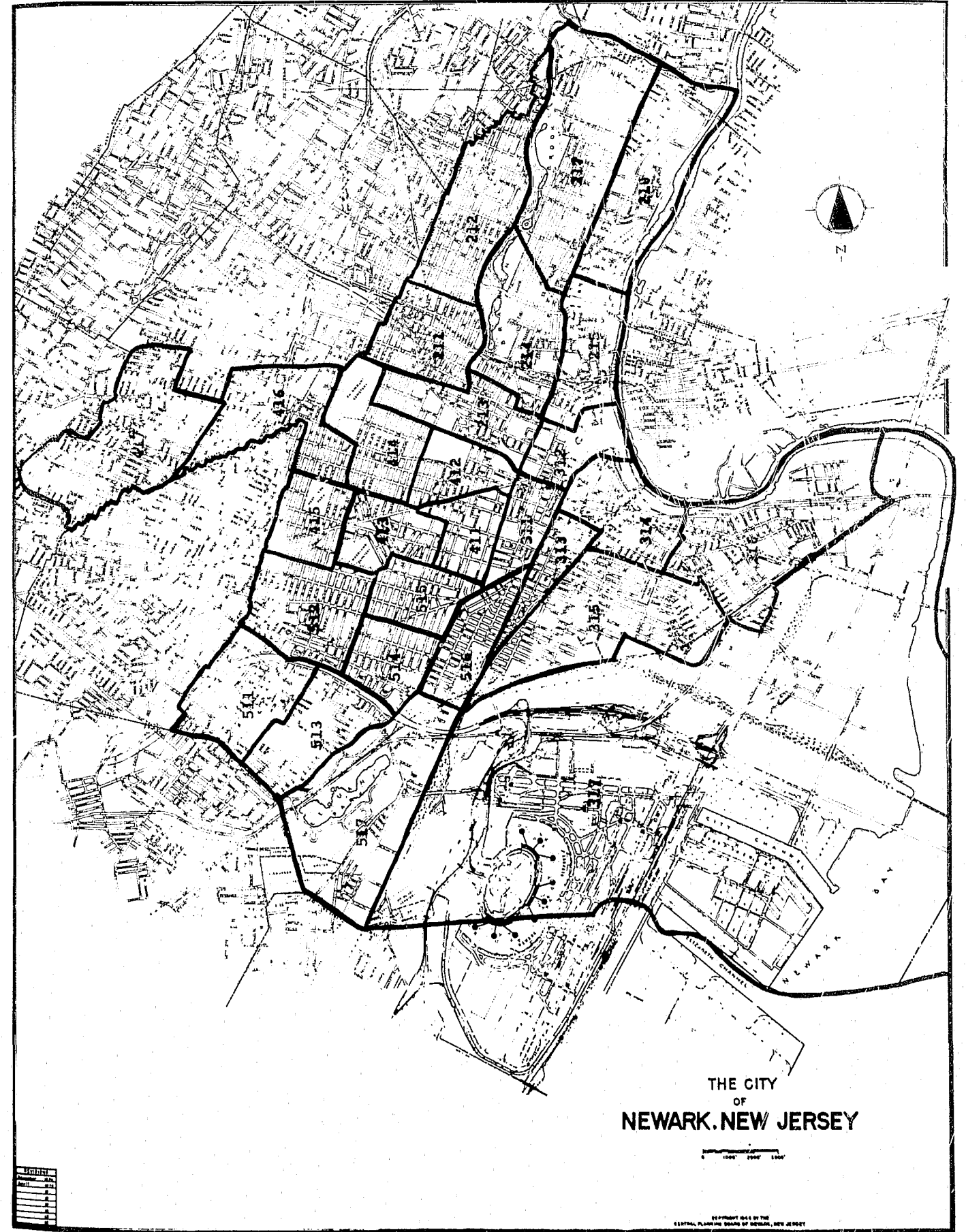
#### Related Data

Related data reveal information and problems specific to the incidence of each target crime and provide insight into possible preventative measures. For example, it is known that robberies, rapes and breaking and entries involve stolen property; of more significance, however, is the high percentage of thefts involving currency, purses and wallets:

Rape	69%
Robbery	79.5%
Breaking and Entry	14% (57% currency and appliances)

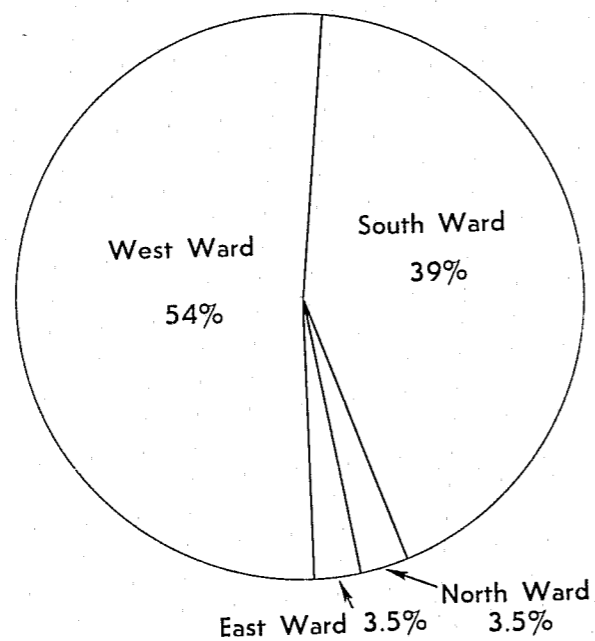
Table 2: IMPACT TARGET CRIME DATA ANALYSIS

TIME DIMENSION TARGET CRIME	Time Dimension				Day	Seasonal Variations
	Month <sup>1</sup>	Hour of the Day <sup>2</sup>				
MURDER	July/February Statistically Insignificant	8 a.m. - 4 p.m.	4 p.m. - 12 mid.	12 mid. - 8 a.m.	Darkness (5 p.m. - 5 a.m.)	
FORCIBLE RAPE	15% in August 32% in Summer Aug./Jul./Sept.	28.6%	50%	22.4%	80%	
ROBBERY	28% June/July Jul./Jun./Dec.	10.3%	50%	35.9%	80%	Summer: 37% of all robberies
ATROCIOUS ASSAULT & BATTERY	Skewed Distribution June/December 41.0% Oct./Jun./July	8.42%	59.4%	32.2%	87%	Summer 31%
BREAKING & ENTRY	Relatively uniform distribution 19.6% (Nov.-Dec.) Dec./Nov./Oct.	N/A	N/A	N/A	55.4% of those occurrences where determination was made as to time of occurrence	
REMARKS	1) Months listed are highest for each target crime 2) Time periods parallel Regular Police Shifts					



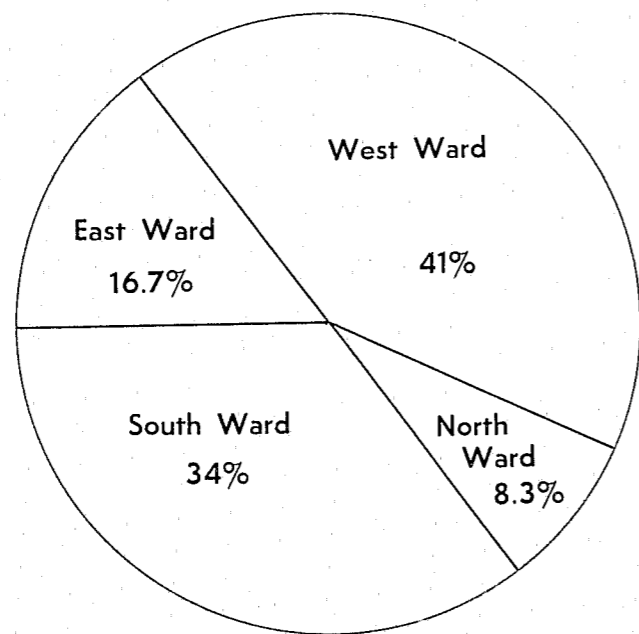
**Figure 18**  
**IMPACT TARGET CRIME:**  
**MURDER**  
 (June 1971 — May 1972)

Area of Occurrence By Police Patrol Ward



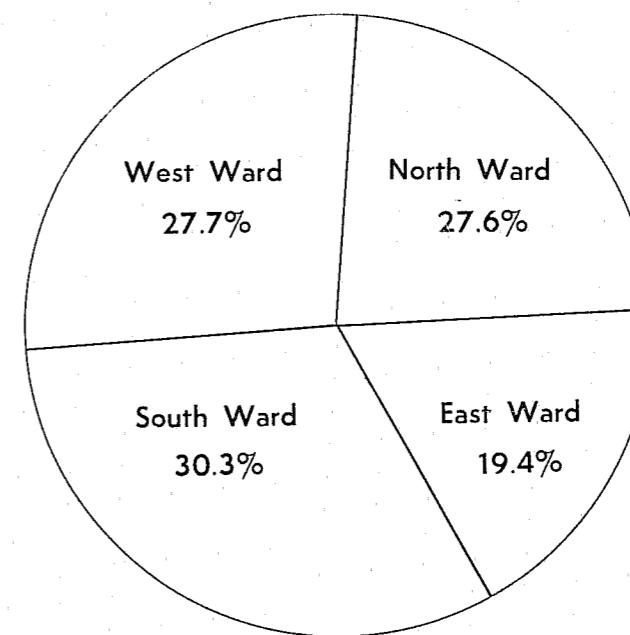
**Figure 19**  
**IMPACT TARGET CRIME: RAPE**  
 (June 1971 — May 1972)

Area of Occurrence By Police Patrol Ward



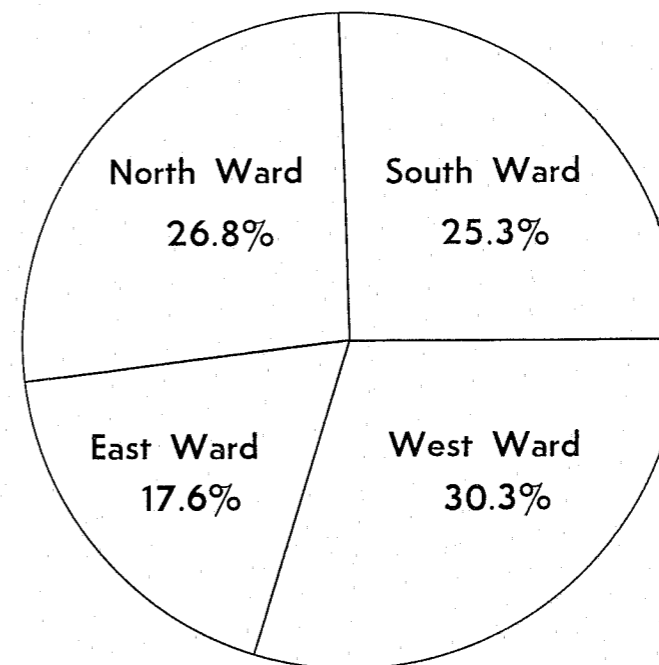
**Figure 20**  
**IMPACT TARGET CRIME:**  
**ROBBERY**  
 (June 1971 — May 1972)

Area of Occurrence By Police Patrol Ward



**Figure 21**  
**IMPACT TARGET CRIME:**  
**ATROCIOUS ASSAULT & BATTERY**  
 (June 1971 — May 1972)

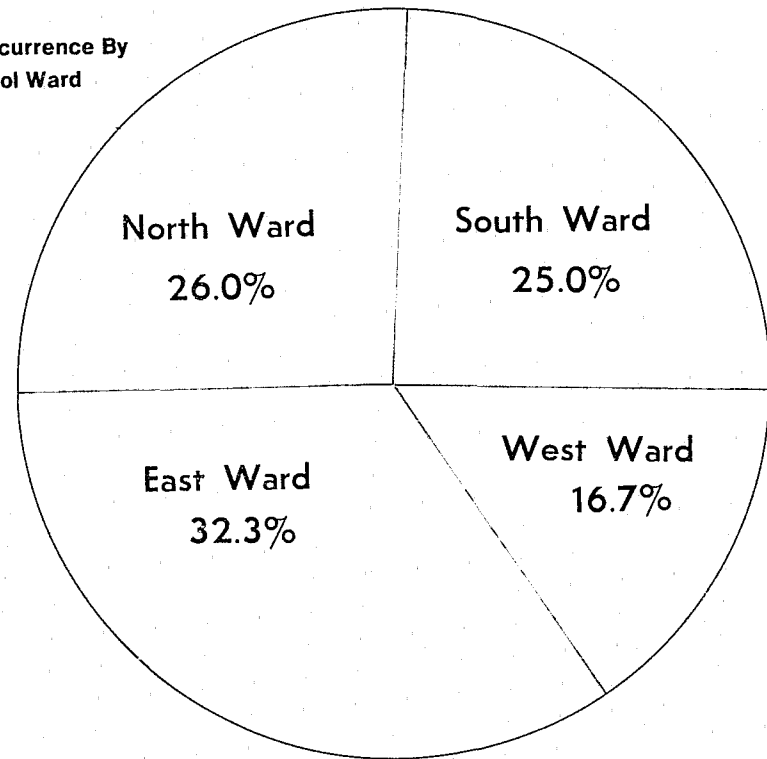
Area of Occurrence By Police Patrol Ward





**Figure 22**  
**IMPACT TARGET CRIME: BREAKING AND ENTRY**  
 (June 1971—May 1972)

Area of Occurrence By  
 Police Patrol Ward



**Table 3: IMPACT CRIME DATA ANALYSIS GEOGRAPHICAL DIMENSION**  
 PERCENTAGE OF TARGET CRIME OCCURRING

Geographical Dimension Target Crime	POLICE WARD				INDOORS	OUT OF DOORS
	NORTH	SOUTH	EAST	WEST		
MURDER	3.5%	39%	3.5%	54%	50% 79% of that number occurred in multiple and public housing units	50%
FORCIBLE RAPE	8.3%	39.0%	16.7%	41.0%	41% 32.6% in multiple family or housing project	59% 45% of 59% in parking lot and side street
ROBBERY	22.6%	30.3%	19.4%	27.7%	33.3% 53% of 33.3% in multiple family or housing project	67.9% 78% of 67.9% occurred on a main thoroughfare
ATROCIOUS ASSAULT & BATTERY	26.8%	25.3%	17.6%	30.3%	27.3% 46% occurred in multiple family and housing project	73.7% 75% occurred on a side street
BREAKING & ENTRY	25.0%	32.3%	16.7%	26.0%	<u>RESIDENTIAL</u> 57.9% 65.4% occurred during the day	<u>NON-RESIDENTIAL</u> 42.1% 89.5% occurred at night

Breaking and entry lends itself to a particularly detailed analysis. Figures 23, 24, 25 below provide interesting information into types and methods of entry, existence of alarm systems and a distribution of the types of things stolen in a B & E. The figures suggest the following: Target hardening efforts — both preventative and deterrent — should possess some effect on reducing B & E's. Improved security devices, (alarms and locks), better lighting, increased public education describing "ideal" conditions for B & E occurrence, and property identification as a deterrent should prove to be some benefit. However, these efforts must be complemented by others, i.e., the implementation of commercial alarm systems will have little impact if police response time is not improved or if previous offenders continue to commit target crimes.

Finally, the piece of data concerning the value of property stolen due to B & E's (\$3,318,900 per year, or approximately \$256 per crime) might be helpful as a benchmark figure with which to assess the cost-effectiveness of anti-breaking and entry efforts.

**1.4 Additional Data Analysis: Unreported Crime**

It has been estimated that there are a great number of unreported crimes in the City due to a lack

of communication between the police and the public. The number of unreported crimes will be documented in the victimization survey to be done by LEAA. (see section 1.2, above) As noted above 18,596 stranger-to-stranger target crimes were reported between June 1971 and May 1972.

National estimates for actual offenses as opposed to reported crime indicates the following disparities:

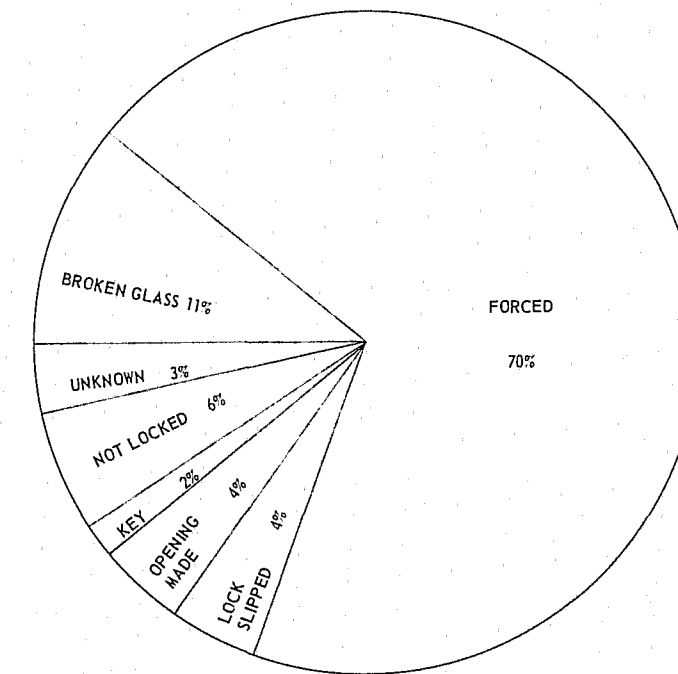
- Forcible rapes were more than 3 1/2 times the reported forcible rapes
- B & E's were 3 times the reported rates
- Robberies were 50% higher than the reported rates
- Aggravated Assaults were twice the reported rates

Assuming that Newark's reporting ratio is similar to the National experience, the probability is that the actual offenses for the stranger-to-stranger target crimes during the survey period were:

- Rape — 508
- AA&B — 1,728
- Robbery — 6,879
- B&E — 40,398

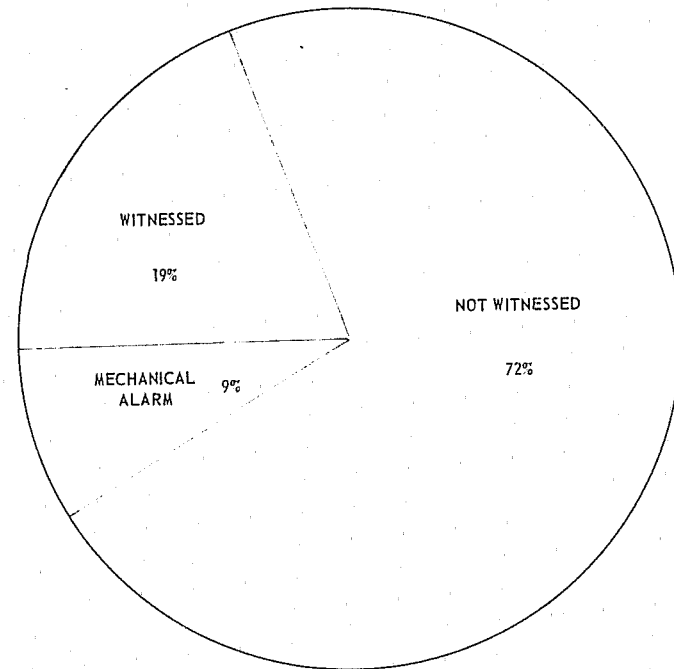
for a total of 55,065. Murder is not included in this estimate, due to the relatively small number of occurrences and the likelihood that murder is realistically reported.

**Figure 23**  
**PERCENT DISTRIBUTION OF METHODS OF GAINING ENTRY IN BREAK AND ENTRY OFFENSES.**



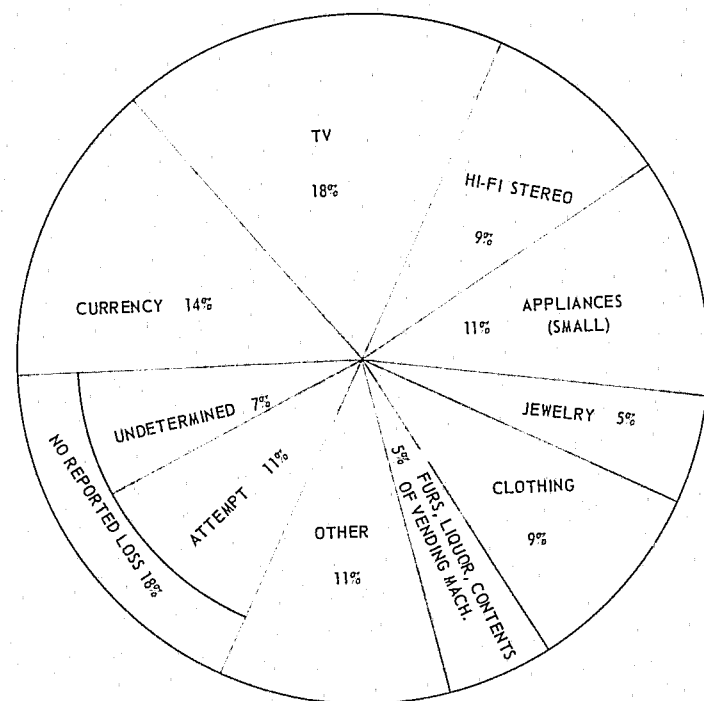
Source: Newark Police Department, Planning and Research Unit

**Figure 24**  
**PERCENT DISTRIBUTION OF BREAK AND ENTRY OFFENSES/**  
**FOR WHICH "IN PROGRESS" ALARM COULD BE GIVEN**  
**TO LAW ENFORCEMENT AGENCY.**



Source: Newark Police Department, Planning and Research Unit

**Figure 25**  
**PERCENT DISTRIBUTION OF TYPES OF LOOT IN BREAK AND ENTRY OFFENSES.**



Source: Newark Police Department Planning and Research Unit

## 2.0 The Newark Community — A Socio-Political-Economic Background

The following analysis/discussion centers on the reality of Newark — the decaying city. A clear picture of the Newark environment must be presented in order to comprehend the constraints of a very special subsystem of the Criminal Justice System — the Community.

### 2.1 Population

In the 10 years from 1960 to 1970, the resident population of Newark declined from 405,220 to 377,485. From 1970 to 1972, however, the Bureau of Vital Statistics in Newark reports a population increase to 417,862. However, this resident population comprises less than 45% of the work force with over 55% of that force commuting in and back each day from the suburbs.

Of the residential population, almost half (45%) is twenty-one and under, eleven percent (11%) is sixty years and over. Facing these two groups are not only the target crime problems analyzed above, but two other critical facts: one of every three people in Newark subsists on public welfare while unemployment rates hover over the city at least twice national averages (it is reported that for black males between 16 and 24 years of age — the bulk of Impact offenders — unemployment is more than 30%).

Newark is the first big city in the United States with the majority of its work force constituted by commuters.

The average working individual's earned income in Newark is \$1,546 per year (Source: Bureau of the Census; computation is total resident earned income divided by total resident civilian working population) as compared with the national average of \$5,764.00.

More than 60% of the population of Newark is non-white. More blacks are in city government than any other group, and many white Italians now refer to themselves in bitterness as "the white niggers." (See *Harper's*, August 1972, p. 77)

A study of the 25 and over population in Newark revealed that 66.83% had less than three years of high school and 42.11% had only an eighth grade education or less.

### 2.2 Housing

#### 2.2.1 Public Housing

More than 10% of Newark's population — over 37,000 people — live on 14 housing project sites (some sites having several buildings). Approximately

60% of the families in those projects have incomes under \$3,999 per year, with more than 60% of the population being female. There are 20,466 minors (under 18) and 4,795 over 62 years of age.

As for crime incidence, conversations with residents by IMPACT staff reveal that elderly residents often are victimized by the young who live among them.

It is also stated that non-residents of public housing perpetrate crimes. A major cause of tenant anxiety is a sense of isolation and an inability to distinguish strangers from neighbors. This is consistent with the findings of the N.Y.U. Institute of Planning and Housing which, under a grant from the National Institute studied housing project safety. These findings lend support to the notion that inadequate provision of mechanisms which address the problems of neighbor visibility and safety from strangers is a major cause of crime as well as the fear of crime in public housing.

Personal inspection by IMPACT staff revealed that a specific contributor to the crime and the fear of crime in the Newark projects is the physical design of the buildings and grounds. Elevators in the 69 high rise buildings are frequently out of order and the stairwells become invitations to assault. Grounds are poorly lighted and have many hidden areas.

Entrances are badly situated and permit free and uncontrolled access by anyone.

The IMPACT staff has compiled target crime data occurring in public housing development. Figure 26 contains this information.

Officers of the housing police, a patrol division of the Newark Police Department indicate that its present staff of 44 housing police is not capable of responding adequately to the existing crime problem. Tenants have voluntarily patrolled in some projects but their efforts are haphazard and ineffective owing to both the absence of professional guidance and such minimal equipment as flashlights, whistles, raincover, and communication devices.

Therefore, because of the number of citizens presently living in public housing in Newark, the number of public housing sites and the relatively high incidence of target crime in public housing units — vis-a-vis other multi-family housing units (figure 26), it is hypothesized that a reduction of target crimes in and around public housing will substantially reduce the overall target crime rate in the city of Newark.

**Figure 26**  
**Target Crime Analysis**  
**FOR PUBLIC HOUSING**  
 (June 71 — May 72)\*

Categories of Multiple Family Housing Units

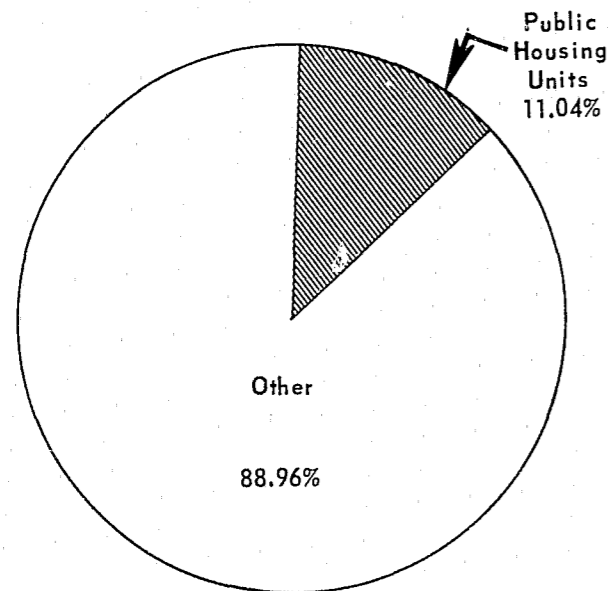


FIG. A

Robbery Within Multiple Family Housing Units

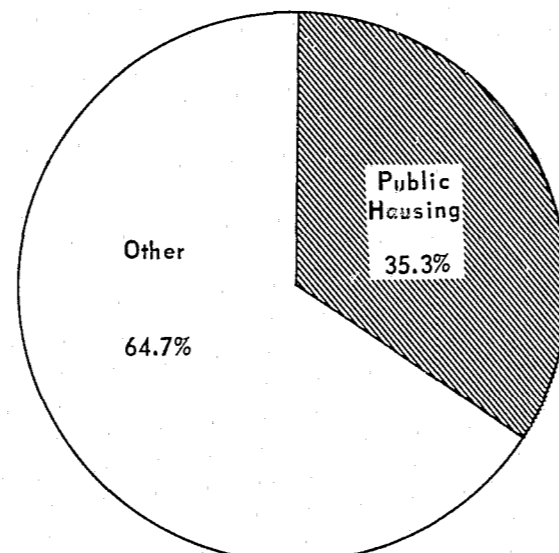


FIG. B

Rape Within Multiple Family Housing Units

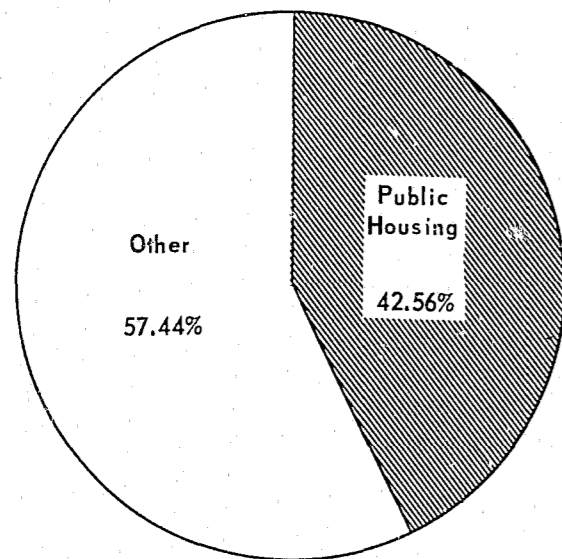


FIG. C

A. A. & B. Within Multiple Family Housing Units

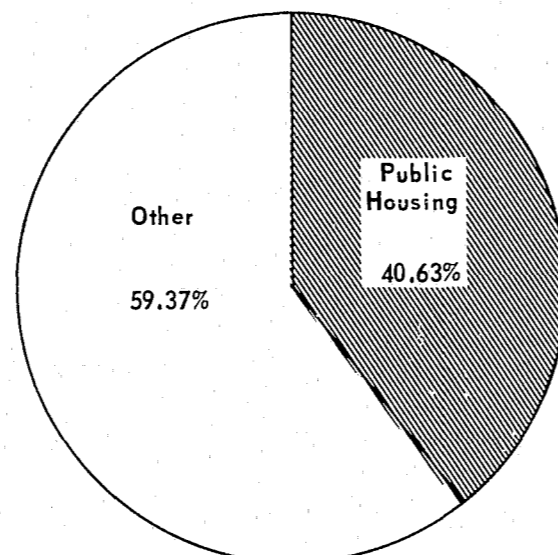


FIG. D

\*IMPACT survey data

**2.2.2 Private Dwellings**

The remainder of the city also lives essentially in multiple family dwellings, leaving only approximately 12,000 single family houses in the city.

Only 19.5% of the housing is owner-occupied (1970 Census): over 80% is held by absentee landlords. Substandard dwellings can be found in abundance in almost any Newark neighborhood.

Housing in Newark is taxed at almost \$10/\$100 value, among the highest rates in the nation. One of the consequences of this high rate has been the problem of residential abandonments at an alarming rate. These abandoned dwellings often become the breeding and hiding places for crimes and criminals.

**2.3 The Newark Community Structure**

There has developed a sharp ethnic and geographic polarization in the city. Whites find themselves in the minority. The Iron-bound section, (the East Ward), is still predominantly white, multi-ethnic working class. These families, as the Black and Spanish speaking families in other parts of the city, have difficulty existing here due to the tax rate, which increases the cost of every day living.

The North Ward, predominantly Italian in ethnic makeup, is similar in nature to the East Ward. The fact that North Ward Italians and other white ethnic groups in the area feel that they have been excluded from city wide programs, especially youth programs, provides insight into the racial polarization problem and its apparent ramifications in Newark.

Black neighborhoods (Central and South Ward) still have great problems centered around everyday services. Personal inspection of these areas by IMPACT staff indicated: littered streets, abandoned cars and houses, a high concentration of poorly lighted streets, and an indication of heavy drug traffic. Daily survival is an important art form practiced religiously by residents.

**2.3.1 The Community and Target Crime**

Target crime data appearing at the beginning of this section and in the appendix to the plan bear out hard facts. But there is something that the data cannot relate. That is the emotional climate of the City of Newark.

People are frightened to walk the streets at night; once at home, they are afraid to leave again until daylight. Social life at night has been drastically cut back, and in many areas small businesses have closed down because of the fear of crime and its perpetration against business and customers. Upon leaving for work in the morning, people never know if they will come home to find that someone has broken

in and taken their possessions.

These fears of crime in the streets and the crime of breaking and entering have been expressed over and over again at public meetings. The Newark Police Director has stated publicly that he does not have the manpower to place more police in the neighborhoods. In fact, it is not feasible to even think of mustering a police force of the size necessary to place enough police on every street in Newark to stop target crimes.

As a result, assorted citizen organizations, block associations and church groups are mobilizing to protect their own neighborhoods. However, the efforts are fragmented, the citizens are too poorly trained to effectively deter crimes by their presence and the necessary police/community interface in such efforts is not what it could be with some coordinated approach.

**2.3.2 The Community and Stolen Property**

The offender and the victim are often in the same financial and social conditions. The offender may steal for economic reasons and his victim often cannot afford to replace items stolen, such as television or phonographic equipment often purchased on installment credit. In Newark, the overall property stolen between June 1971 — May 1972 was \$11,682,136.00; of this amount \$4,389,006 was recovered, or 37%. Of this small percent of recovered property, an even smaller percent was actually returned to the rightful owners. In fact, such a large amount of recovered property piles up in the police property room that police are compelled to hold an auction every three or four months. The fact that so little of the property stolen is recovered indicates that the thieves are finding ready outlets for disposing of stolen property. There is much talk in the community of the traffic in hot goods. Personal observations attest to the fact that many honest citizens purchase "hot goods" because of the opportunity to get quality items at an exceptionally low price. This makes it difficult for the police to get community cooperation in the reduction of this traffic in stolen property.

**2.3.3 Community Institutions**

*Block Associations*

In Newark there are over 90 Block Associations registered with the police and which operate in and around the city. Presently the activities of these Block Associations relating to the reduction of crime are minimal. This is due in large part to a lack of funds and organizational support by the majority of the community.

Because Block Associations are groups initiated by the citizens in the community in an effort to address the problems of their particular areas, the Newark CAT believes that the Block Associations are a significant resource that IMPACT could work with in its crime prevention projects. Natural and respected leaders in all neighborhoods must be identified and aided in the process and methods of community organization.

#### Business and Merchants

The small businessman in Newark is victim to the plethora of breaking and entries and robberies occurring in the city.

Many times the small businessman and/or woman does not have access to communicative means to reach the police at his or her disposal during the time of an emergency or crisis. Thus they become easy prey because they are unable to call for help. The offender knows this in many cases, and takes advantage of it.

Banks and large stores employ intricate alarm systems in times of emergency, but these systems are well beyond the economic capabilities of small businessmen, especially those in high crime areas.

This suggests, therefore, in order to minimize the time that police can reach a small businessman in time of crisis, some communicatory means is needed — either directly to the police or to a secondary source who can subsequently contact the police. The latter means seems feasible on the basis of economic efficiency and ability to reduce target crime committed against small businesses. The need for an emergency "call for help" system is further justified on the basis that often theft insurance is difficult, if not impossible, to procure in high crime areas. This places the merchant in a "double loss" situation — loss of merchandise/threat to life and the inability to recover the merchandise once it is lost.

#### 2.4 "Data Analysis — Impact Approach with Respect to the Community of Newark

##### Community Development

It is hypothesized therefore, that IMPACT must have at the core of an overall strategy — the

### 3.0 The Police: Problems In Crime Reduction

#### 3.1 Overview

Data collected by the IMPACT staff reveals the grim problem currently facing the police department's operational capabilities. Over the decade, target crime rates have skyrocketed while

development of the community. Community is here defined sociologically: "groups of people working and planning towards firm goals for the common good of all." (*The Community Role in Juvenile Delinquency Programs*, Ruby Yaryan, LEAA, Juvenile Delinquency Programs, May 1972).

In Newark as in many urban centers a real sense of community has been destroyed. Unlike most rural areas, people do not know their neighbors. Contact with those living near them is superficial at best. This lack of intimate knowledge of neighbors creates an atmosphere of mistrust, and apathy, and people adhere to the tenet of minding their own business. Instead of a community or neighborhood, Newark is a geographic area filled with strangers. The result is a lack of involvement in community agencies, segmented community activities, and a secure attitude by perpetrators of criminal activity that no one will challenge them. The IMPACT staff has been informed of instances where people have watched items being removed from the homes of others in the area without questioning the credentials of the people involved — people can be robbed in clear view of the rest of the neighborhood. Moreover, the problem is circuitous! As the crime rate increases, people become more and more fearful, the sense of isolation and hopelessness becomes greater, and the crime rate increases.

Once a cohesive "neighborhood community" is developed, it can be one of the most powerful, dynamic and positive forces in target crime prevention. Therefore, given an existing neighborhood structure, a goal would be to involve the total community in the planning and implementation of community security. Teenagers and young adults, especially, must be given a responsible role in these activities. If the citizenry buys ownership in the community, they will be more responsive to the needs and security of that community. Progress is also circuitous: As community projects prove to be effective, people become more responsive to the call for involvement, the neighborhood becomes solidified again.

population has remained almost constant. (Section 1.3 above)

The Police Department's manpower response to this rapidly deteriorating situation has not changed significantly since 1930. At that time there were

1,295 sworn personnel, as compared with 1,471 at the present time, an increase of 13.6 percent. While the numbers of manpower have not increased significantly, the workload of the police department has. The foregoing number of police department personnel may be compared with the multiplying number of calls for police service that the police department answered which are illustrated, as follows:

Calls for Service	Manpower Increment
1956 — 114,340	1930 — 1,295
1959 — 175,559	
1963 — 245,468	
1967 — 470,468	
1971 — 522,338	1971 — 1,471
Percent Increase 357%	13.6%

While manpower has increased only 13.6% since 1930, the number of calls for service have increased 357% since 1956.

Further compounding the problem is the unavailability of manpower. An indication of this is the police response to calls for service. Of the 522,338 calls for service in 1971, units were assigned to 507,338 cases. The police did not respond to approximately 15,000 calls.

The diminishing ratio of manpower/police workload is a complicating factor over and above the changing role of the Police Department discussed in the previous section.

A view of police functional operations illuminates the need for effective police action in relation to the reduction of IMPACT target crimes.

#### 3.2 Detection of Target Crimes

The table below presents clearance rates, overall and stranger-to-stranger, for the five target crimes: (source: IMPACT Target Crime Survey)

Offense	Clearance by Arrest	
	Overall Rate (%)	Stranger-to-Stranger Rate (%)
1. Murder	68.7	57.0
2. Rape	47.4	39.8
3. Robbery	20.6	6.1
4. A A & B	61.8	18.4
5. B & E	13.2	

The data suggests that new methods as well as increasing present efforts must be established with respect to detection and apprehension capabilities. The needs of the detection function are detailed below.

#### 3.2.1 Detective Division:

The Newark Police Department Detective Division, with 198 personnel (193 sworn) handled 87,291 cases in 1971. The average workload is approximately 75 cases per detective per month, which, when compared to what one division superior officer believes is an effective load of 40 cases per man per month shows each detective handling almost double the workload.

The Detective Division has a homicide squad which is concerned with murder and a bandit squad which is concerned with robbery and A A & B by means of a gun. Each of the four District (Precinct) Squads is concerned with B & E, Rape, and A A & B cases without a gun.

These specialized detective units, however, are unable to concentrate on target offenses, due to time (caseload) and organizational constraints. The homicide squad, for example, will investigate manslaughters as well as murders; and the bandit squad is concerned with weapons and stolen vehicle charges as well as robbery.

#### 3.2.2 Patrol Division — Investigative Function

The Patrol Division also involves itself somewhat in an investigative role.

In accordance with current practices, the Patrol Division makes a cursory preliminary investigation at the scene before the involvement of the Detective Division. The incident report leaves a scant 2 inches for the officers statement which includes only such basic details as name of complainant, place, how offense was committed and extent of injury. The officer responding is not responsible for inquiries or gathering evidence, which may be fresh and copious at the time of the incident, but which may dissipate before the involvement of the Detective Bureau. Patrolmen must refer all cases to investigators and may not close a case.

#### 3.2.3 Scientific Investigation — Laboratory Detection

##### The NPD Criminalistics Laboratory, Personnel & Resources

Personnel and Training — LEAA studies (*Planning Guidelines and Programs to Reduce Crime*, National Institute of Law Enforcement and Criminal Justice 1972) provide personnel guidelines for criminalistics laboratories: It is recommended that police departments employing 1,000 — 2,000 officers, should staff 20 — 25 technicians.

The Newark Police Department (personnel 1471)

possesses a criminalistics laboratory, staffed as follows:

- Chief Chemist — 1
- Temporary Senior Chemist — 1
- Secretary — 1

Therefore, according to the LEAA guidelines, the Newark Police Department's Laboratory is woefully understaffed. There is a need for police officers to serve as technicians and field investigators. At present, however, police training for the criminalistics laboratory is done by cursory recruit training in the police academy and via certain theoretical in-service training courses for detectives. There is a need for the assignment of additional personnel to the laboratory and for laboratory specialists. The specialists can then be designated to respond to incidents requiring laboratory services, rather than assigning detectives, who may or may not have been trained in laboratory techniques.

Furthermore, state and regional criminalistics laboratory personnel have indicated to IMPACT staff the need for an augmented city crime laboratory.

Operations — According to a superior officer of the Newark Police Department Detective Division, the laboratory is customarily utilized in the following cases:

- Homicide cases where the killer is not known to the police and;
- B & E and Robbery cases that involve serious losses to the victim.

In addition, the selection of the type of cases referred to the laboratory seems arbitrary. In 1971, 42.9% of B & Es were committed by juveniles in the City of Newark. Projecting from national averages, clues and evidence are likely to be left in the majority of these cases. Recently conducted studies indicate that 88% of burglaries and 81% of robberies produce physical conditions or materials, meriting the attention of a scientific laboratory.

According to a national LEAA study however, only .6% of A A & Bs, 3.5% of B & Es and 2.0% of robberies resulted in a scientific examination. Other studies have estimated the standard laboratory involvement in the area of 1% for all Part I crimes. (*Planning Guidelines and Programs to Reduce Crime, LEAA National Institute, 1972*). The Newark Police Department has no special unit for perceiving, collecting and preserving physical evidence. It is therefore estimated that the Department's current investigative practices omit large quantities of potentially meaningful information.

### 3.3 Apprehension of Target Crime Offenders

Apprehension of target offenders is in great part a function of response time. Response time is the amount of time between the receipt of a complaint by a telephone operator and the arrival of a police unit at the scene of the incident in question. It may be seen in turn as a function of the following factors:

- Availability and deployment patterns of manpower
- Efficiency of communications and dispatch mechanisms
- Availability and retrieval capability of information

The Newark Police Department's response time has been below acceptable clearance standards in recent years. While the national average response time required to regularly clear crimes is 4.1 minutes, Newark's Department averages over 6.3 minutes, at least 54% longer.

(June 1972 Report of Newark Police Department Planning Office). Moreover, the Police Task Force Report indicates that response times of 6.3 minutes and greater result in no clearances.

#### 3.3.1 Communications

Communications — public to police and police to police — is a key factor with respect to reduction of response time.

The Newark Police Department's present communications system was updated in 1959 to meet that year's communications load. At that time there were 175,559 calls for service. This volume may be contrasted with the 522,338 calls for service of 1971, a 198% increase. The police switchboard received an overall number of 641,283 communications in 1959, as contrasted with 1,908,000 in 1972. (The 1959 figure for overall communications is an estimate based upon ratios of calls for service and total communications in other years). The consequence of this overload is as follows:

##### 3.3.1.1 Public to Police Communication

Due to the overload on the police department's switchboard, callers often receive busy signals or no answers during the peak high crime hours, when police services are needed the most. This has been the experience of Newark residents who have complained to the IMPACT staff, as well as of IMPACT staff members themselves.

There is presently no emergency rapid police department number and phone numbers differ for police, ambulance and fire departments.

Therefore, there presently exists a need for an easy to reach, easy to remember, phone number to

serve all emergency needs. An emergency communication device connecting the public with the police should eliminate all waiting and busy signals.

#### 3.3.1.2 Police to Police Communication

- Police Dispatcher to Police Communications:

Dispatch Flow — As presently exists in the Newark Police Department, central complaint clerks receive calls for service. The calls are recorded on complaint cards which contain all the information necessary to inform and dispatch motor patrol units including nature of incident, location, police sector and time. The cards are transferred to a dispatcher station by means of conveyor belts, and at that point the dispatcher assigns a free unit to respond to the complaint.

As a motor patrol unit is directed to an assignment, the card is put into an electrically operated slot, which shows the car "out of service" on a lighted board. Reverse belts then return the cards to their proper disposition (recording) point, at the completion of an assignment.

The delays in the system typically occur in the course of attempts to reach an operator; the transfer of cards to dispatcher station; the selection of appropriate units to respond; and travel time in field. Furthermore, the Complaint Operator must rely upon his familiarity with the geography of the City to translate addresses into patrol sectors; and the dispatcher must rely upon his memory to determine the availability of the unit assigned to that sector. The dispatcher's personal judgment will also be relied upon in determining the need for any special units or equipment.

- Radio Communication

The police department has 4 radio channels assigned to it. Two are used for general patrol and district alarms, and one each is assigned to the narcotics squad and tactical force. The two general channels had more than 1,000,000 transmissions in 1971.

The channels were so over-loaded that transmission content (time) was reduced (according to police in patrol vehicles, who complain that they had an inadequate amount of time to transmit their messages.) This reduction often required message retransmission for clarification and resolution of initial misunderstandings. This, in turn, has contributed to greater channel loading thereby delaying administrative operations further, and presenting another stigma to reducing response time.

### 3.3.2 Deployment: Manpower and Resource Allocation

Resource Allocation is an analytical tool designed to maximize the achievement of the police department's main objectives of prevention, detection and apprehension, through effective deployment of available resources.

As noted previously, the City of Newark is limited by a high ratio of demands for police service and available manpower, and therefore needs the most efficient use of its available manpower.

Historically, Newark Police administrators have employed a more or less intuitive method for deploying manpower. Police precinct and sector boundaries have been drawn in accordance with a balance of the workload in any given area. The workload method of allocation is inadequate in that it ignores other factors which may be equally as relevant to an efficient allocation system. It ignores the social situation of the area, for example, and the type of services that police are performing from one precinct to the next.

It is not uncommon for example, for patrolmen in a high felony crime district, to complain that patrolmen in an adjoining district concentrate primarily on drunkenness or traffic offenses.

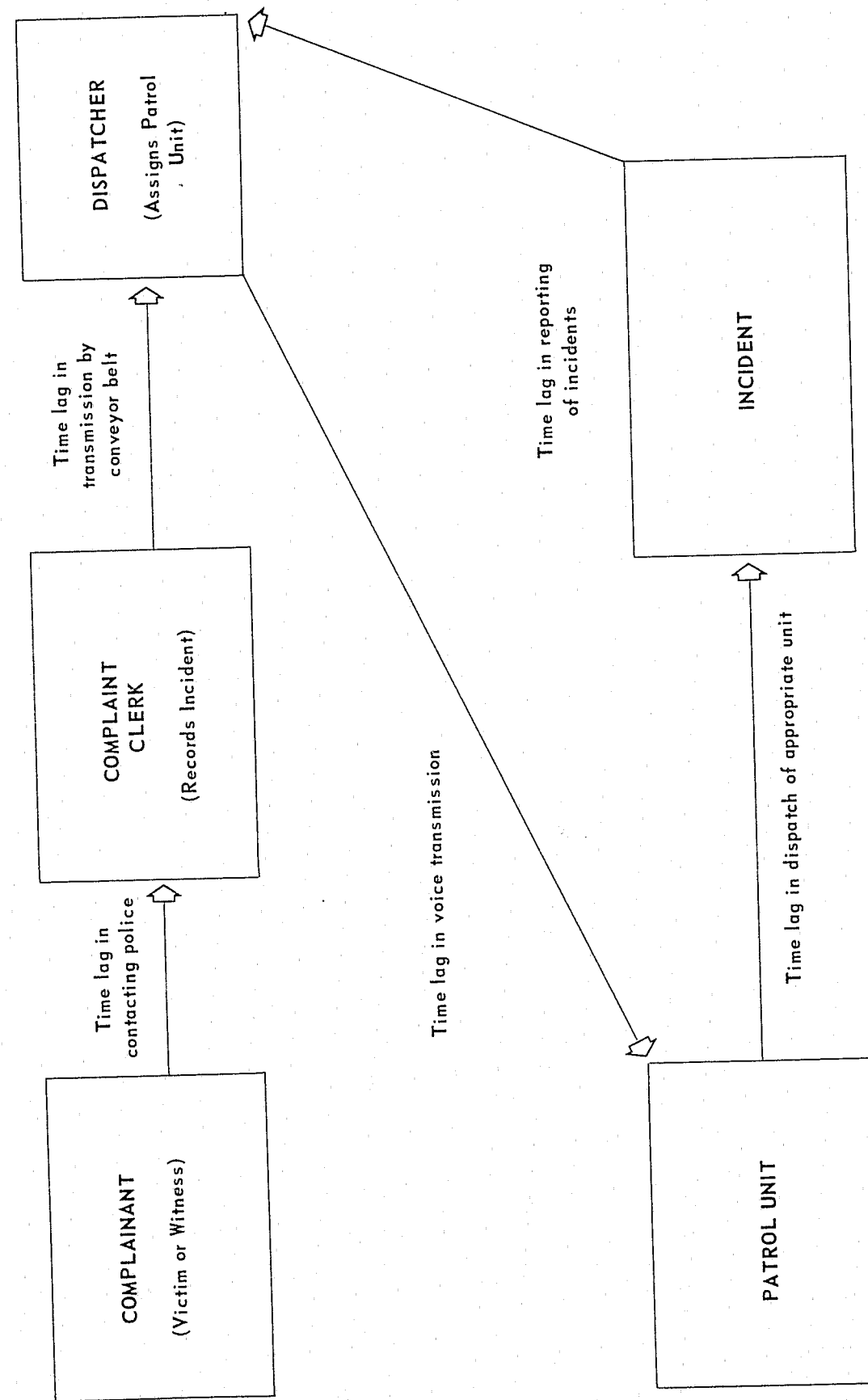
In September 1971, however, a SLEPA Funded Resource Allocation Design study was commenced in the Newark Police Department. The study will analyze existing deployment patterns and will reallocate manpower in accordance with its findings about the Newark environment and the status of the police force at the time the study is completed, in November 1972. The shortcoming of the study is that it is a "one-shot-deal." It is not sufficiently flexible to accommodate continuing or on-going changes in the system, nor will it provide "feedback" on the success or failure of any given deployment pattern that is utilized. According to the President's Commission on Law Enforcement, "there must be a close tie between analysis and controlled field experimentation, to test the results of the analysis." (*Science and Technology Task Force Report 1967 p. 18*).

#### 3.3.3 Information Retrieval

The Newark Police Department now employs a non-computerized, manual record retention system.

Under the present retrieval system, information is only available by means of a time consuming and cumbersome manual search. In the case of stolen vehicles, for example, communications must be made to agencies outside of the Newark Police

**TIME LAGS IN POLICE COMMUNICATION FLOW**



Department as the patrolman is waiting for an answer.

According to a superior officer of the Department, the lengthy time and difficulty of making inquiries, discourages patrol officers from doing so.

There is a need therefore for rapid access to information for officers in the field. Patrolmen should have rapid access to information to act upon a suspicious situation, vehicle or person, before his opportunity to act is lost. He should, for example, have information on stolen vehicles when he is attracted by a conspicuous vehicle, before it disperses; or on warrants outstanding for a suspicious individual without the need for detaining him and violating his rights during a long information gathering time period.

**3.3.4 Apprehension of Target Crime Offenders and Police-Community Relations**

An above description of the Police Community Relations Bureau (part I, section 2.1) as well as CAT

discussion with various segments of the community reveal that the Bureau's efforts have been less than effective. This fact becomes more significant coupled with data on unreported crime (section 1.4 above — target crime data) and its relationship to improved police-community relations.

It is hypothesized therefore that an improvement in community relations in selected geographic areas will also improve the arrest rate in the affected locations. By gaining the confidence and support of the public, the police will have more information on offenders, better evidence and fewer obstacles (on the part of the neighbors of an offender) in making an arrest. Community relations should also improve the reporting rate for target crimes. National studies on crime victimization have indicated that a great number of crimes are unreported (section 1.4 above) due to a lack of faith in the criminal justice system on the part of great numbers of the public.

**4.0 Corrections, Reintegration, Rehabilitation**

Much of the problem definition in corrections concerns the quality and quantity of services provided to offenders in institutional and non-institutional centers. This was thoroughly discussed in Part I of the IMPACT Action Plan, Existing Resources.

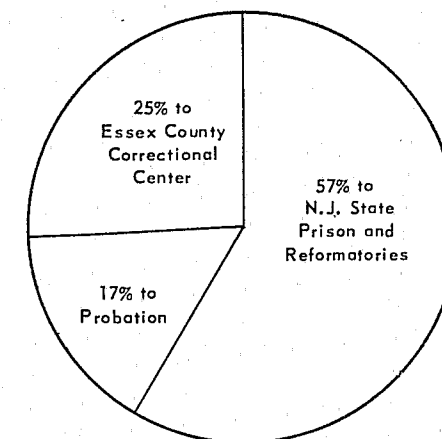
For IMPACT planning, however, a crucial dimension to correctional programming is the offender himself. Simply, for what type of and for how many individuals must IMPACT plan? Therefore, a profile of the inmate is warranted. (Data on recidivism, also crucial to the analysis, is presented

in section 1.0, above, *Offender Profile* and hence need not be repeated here).

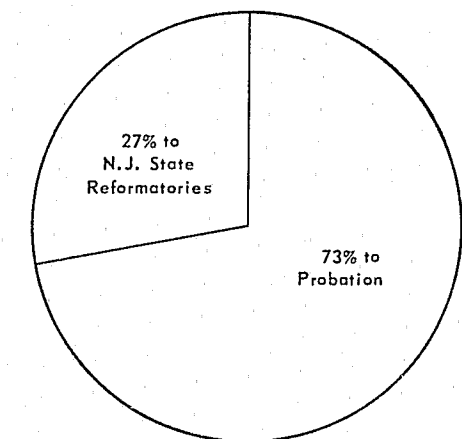
**4.1 Potential Correctional Clientele — Quantity of Newark Target Offenders**

In 1971, the Essex County Juvenile Court sentenced 908 Newark offenders to probation and 350 to state reformatories, while the Essex County Superior Court sentenced 407 Newark offenders to probation; 650 to the Essex County Correctional Center; and 1,500 to state prisons and reformatories.

The percent distribution is represented as:



Newark Offenders Sentenced From Essex County Superior Court



Newark Offenders Sentenced From Essex County Juvenile Court

Of these sentenced Newark offenders, a substantial proportion have committed an IMPACT target crime.

The IMPACT correctional area will deal with over 1,220 adjudicated Newark target crime offenders per year.

The Essex County Courts and the Essex County Probation Department reports that at least 800 Newark target offenders were placed on probation this year. The N.J. State Division of Corrections and Parole reports that at least 315 Newark target offenders were paroled this year and another 105

were released to Newark from state institutions without parole.

An additional unknown quantity was released from the Essex County Correctional Center or from other institutions in prior years but still need IMPACT services.

Presently, more than 35 target crime offenders return to Newark each month — over 420 per year.

Thus, a projected 72 target offenders will be returning to Essex County each month — 858 will return in a year. If the 1971 ratio is repeated, 75% will be paroled and 25% will be straight releases.

Releases from N.J. State Institutions  
(Monthly)  
As Projected for 1973:

Institution	Average Monthly Release*	% of Inmates From Essex County**	Average Releases to Essex Co./month
Trenton	42.5	24.4	10.37
Rahway	39.2	24.4	9.7
Leesburg	29.2	24.4	7.12
Yardville	80.8	16.0	12.9
Bordentown	80.	16.0	12.8
Annandale	87.5	16.0	14.
Clinton	19.2	24.4	4.68
		Total	= 71.57

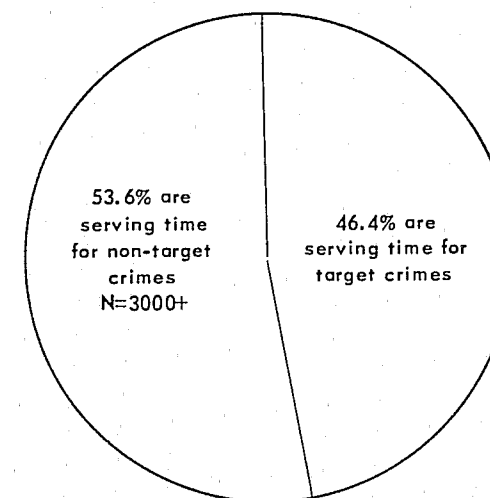
\*Yearly releases divided by 12.

\*\*Percentage derived from 1970 commitments.

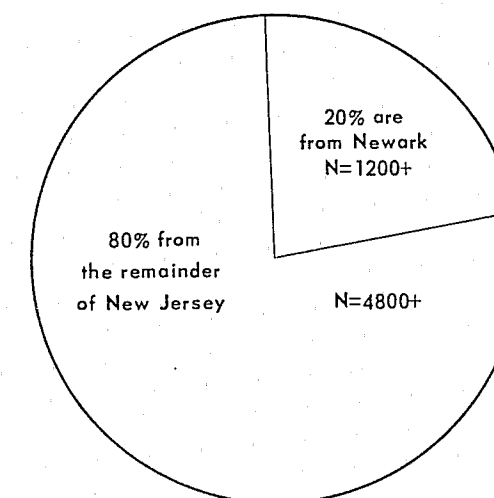
## 4.2 Profile — Newark Target Crime Offenders

### 4.2.1 General

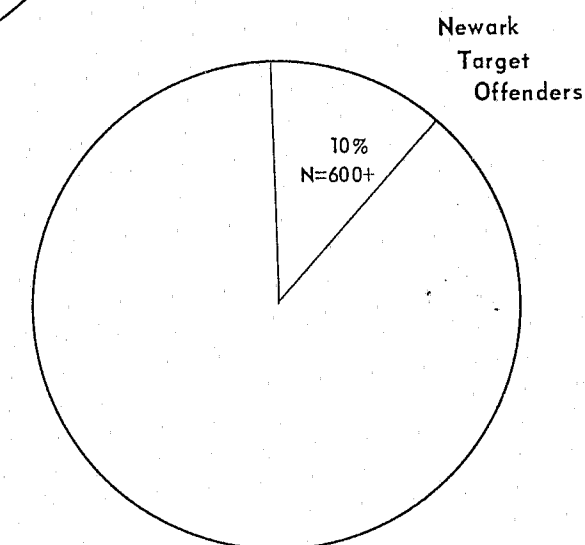
The total population of New Jersey State institutions is over 6,000.



46.4% are serving time for target crimes



20% are from Newark



Assuming that the 46% target crime remains constant for Newark inmates, we can use the following formula:

$$6,000 \times .20 \times .46 = 552.$$

Therefore, there are almost 600 Newark target offenders in state institutions at any time.

#### 4.2.2 Youthful Offenders

Presently, 16% of the youthful offenders in New Jersey State institutions are from Newark. Assuming the percentage representation remains constant, 16% of the following projected reformatory populations will be from Newark.

##### Projected Average Daily Population of Male Reformatories

	1972	1973	1974	1975
Total	2230	2320	2400	2500
Yardville	770	860	900	900
Bordentown	780	780	800	825
Annandale	680	680	700	775

Furthermore, even in a "reformatory" complex, the majority of inmates are more frequently held in main houses, primarily for security and not for rehabilitation. Data from the New Jersey State Division of Corrections (June 1970) reveals the following distribution of inmates in male reformatory units:

<b>YARDVILLE</b>	Reception	3%
	Correction	26%
	West Trenton	4%
<b>BORDENTOWN</b>	Main	30%
	New Lisbon	4%
	NPI Unit	--
<b>ANNANDALE</b>	Main	27%
	Stokes Unit	5%
	High Point	1%
		100%

#### 4.3 Inmates and Recidivism

Section 1.0, above, presented recidivism data on arrested target offenders. Data below parallels that by discussing the recidivism problem with respect to the inmate population.

There are two ways to measure recidivism. The first is by the length of no new arrests, or the post-release time period in which there are no new arrests. The second is by any prior commitments.

The National Parole Institute reports that within one year of release, 8% of adjudicated adult male New Jersey Parole releases are recommitted for a new offense and another 15% are recommitted for parole violations. Thus, 23% of the releases are recommitted within one year.

The Division of Corrections reported that: 45% of all youth and adult male admissions to state institutions had previous commitments to these same institutions.

+6% had commitments to Federal or out-of-state institutions.

51% had prior *serious* or *major* commitments.

90% of all N.J. inmates had less serious prior commitments:

31% had one or two commitments

43% had three to six commitments

16% had seven or more commitments

#### 4.4 Specific Correctional Analysis and Needs

Offender profile data presented above reveals that Newark target offenders are, for the most part, young, Black unemployed and subemployable (a "census bureau" term utilized here to mean individuals, who due to lack of skills and other reasons, are unable to procure employment or if they are employed, work for wages below some acceptable standard), uneducated, male and often drug abusers. In addition, analysis of existing correction resources points to insufficient attempts to rehabilitate them, ease their re-entry into the community, employ them, educate them and assimilate them.

However much data remains uncollected, untabulated and not analyzed that would be useful in further defining correctional needs. These data needs are explored below.

##### 4.4.1 Data Needs

We need to know precisely how many target offenders are served by each agency and institution with a breakdown by their crimes and we need to know what their characteristics are, e.g., drug abuse and type of drug used, number of prior commitments and for which crimes, racial, ethnic, age and sex distributions. In addition, we need to know the contacts each of them had with the respective criminal justice agencies, e.g., how many times a month did they see a probation officer and what kind of counseling did they receive; did they participate in prison workshops or learn useful skills, or did their parole officers find them jobs?

We need more qualitative information on the target offenders and their contacts with the criminal justice system, and we need more quantitative data. Each agency and institution hopefully will supply these data for IMPACT to more precisely pinpoint correctional needs and evaluate IMPACT funded correctional effort.

##### 4.4.2 Probation Service Needs

The average probation caseload in Newark is 83, while federal standards recommend maximum

caseloads not exceed 30 to 40. It is not possible to substantially increase the number of probation officers in Newark, so an alternative method of assuring each probationer more supervision and guidance is needed. Volunteers from the community must be utilized to provide more comprehensive service on a one-to-one basis.

Another problem area in probation is that of providing the specialized services which target offenders need. Currently, there are no special efforts made for target offenders in the area of preventing recidivism, although these offenders desperately need those services. They must be placed on special caseloads designed for more comprehensive supervision and guidance.

##### 4.4.3 Parole and Post-Release Services

The institutions have the adult offenders an average of 28 months and the younger offenders an

average of 10 months, but nevertheless meet with many problems in rehabilitating them in that time. Then, they are returned to the community, usually on parole and it is expected that the parole services and community aftercare will suddenly rehabilitate them, where the institution has not been able to respond. In reality this does not happen. Parole caseloads are averaging 65 in Newark, well above prescribed maximums of 30-40. With such high caseloads, it is difficult for the Bureau of Parole to deliver the post-release services it is supposed to. It cannot supervise so many parolees or help them obtain jobs, housing or education. It cannot deliver the necessary counseling services and it can do little to aid re-entry and even less to help offenders adjust to community life as law-abiding citizens.

## 5.0 Adjudication — Analysis of the Existing System

Section 3.0 of Part 1, *Description of Existing Resources*, pointed out the structure, volume, and problems of municipal and county courts. This data section will present an analysis of court needs as they relate to the reduction of IMPACT target crimes. An introductory statement concerning the quality of justice precedes the analysis of needs.

### 5.1 The Quality of Justice

The qualitative level of justice has been criticized locally both by prosecution and defense-oriented critics. The "serious erosion of public confidence in the courts" is observed by the National Institute in its Planning Guidelines (p. IV-i:), and the following specific recommendations are made (p. IV-A-2):

- Judicial control over negotiated pleas to reduce delay and promote fairness in the plea bargaining process.
- Use of mandatory pre-trial hearings and consolidated motions.
- Adoption of the single felony-court concept, and a docket system whereby one judge handles a case from initial appearance through disposition.

However, these matters are uniquely within the state judicial and legislative purview and beyond IMPACT's local influence and secondly, of a type that do not necessitate funding so much as legal reorganization. Therefore, only the third is programmed in the IMPACT Plan.

Such projects as indirectly affect the quality of justice — improved diagnostic services for both adult and juvenile offenders; augmented pre-trial and post adjudicatory diversion systems; improved case-scheduling — will be proposed by IMPACT.

In terms of the backlog aspect of improved case-scheduling, its relevance to crime reduction as well as the quality of justice has been well documented. In the words of the National Institute guidelines (IV-A-1):

"The result is delay, which diminishes the deterrent effect of prompt judgement and denies to the defendant his right to a speedy trial and a chance to quickly clear his name."

### 5.2 Newark Municipal Court

Studied by the Institute for Court Management (University of Denver Law Center) in May of 1972, the Newark Municipal Court was described by that agency in these terms:

"The adjudication and disposition process in Newark is limping along today, barely able to keep up with the new cases coming in. If the IMPACT program increases the input into the process, even slightly, the main impact will be on the courts not on crime."

In the disposition processes, the Institute staff noted the following problems:

1. Sentencing alternatives are inadequate. The post-conviction alternatives available to the judges



are limited to imprisonment (total control) and probation (limited or no control).

2. Judges, prosecutors and defense counsel are not familiar with the treatment programs available either as pre-conviction or post-conviction dispositions. (See 5.3.4, below).

3. Narcotics programs are insufficient in capacity to handle the number of addicts being processed within the system — let alone an increase produced by IMPACT apprehensions.

#### 5.2.1 Delay

As indicated previously, the "limping" adjudicative process in Newark's Municipal Courts is being continually overburdened through the efforts to downgrade as many (otherwise indictable) offenses as possible. As recognized by the Institute for Court Management, that burden may be further increased by IMPACT — generated arrests (see program sections on Detection and Apprehension).

The delay dilemma suggests the creation of a special felony docket to deal specifically with IMPACT target crimes.

### 5.3 Essex County Court

#### 5.3.1 Delay

In terms of delay and caseload management, the first and most critical need is for a precise definition of the problem in the court system. This need is presently being satisfied on the County Court level through the efforts of a private consulting firm funded through a State Law Enforcement Planning Agency Grant. That firm is presently engaged in flow-charting the process from the Newark Police Station through the County Court to the Appeal Process, and isolating significant delay points and developing improved operational and legal procedures.

The developed system should have at least the following capabilities according to the court administration:

- Create and maintain a case history file for each incident reported to the Prosecutor's office or handled through the Juvenile Court.
- Report the status of each case (grand jury action, motions, hearing dates etc.) on a regular periodic basis.
- Purge the case some reasonable time after disposition
- Track the defendant population in the County Jail and Youth House
- Produce statistical and management information for the courts
- Issue warrants and summonses via computer
- Interface with State Police and S.B.I. record systems.

#### 5.3.2 Offender Tracking

A related need, offender tracking in proposed diversion or referral treatment projects is not being addressed by the study referred to in section 5.3.1.

That is, to encourage an autonomous judiciary to exercise its prerogatives and to encourage the referred offender to comply with the terms of his parole or probation, a court-based system of control is needed. Such a system embodies the idea of a centralized file on those defendants referred by the court to a project while still under court (*i.e.*, Probation Department) supervision, with the ability to affect the defendant's file by entering or retrieving data.

Since County Court administration has advised that the complete development of the operations system described in 3.1.1 above is not expected for at least two more years — long after the IMPACT projects have become operational — an immediate need is for the design of a short-term interim system permitting court interface with any given project.

That system should have at least the following capabilities:

- signaling violation of the probation
- generation of such information as will make quantitative evaluation possible
- low-cost
- high flexibility-capable of immediate interface with a variety of quickly implemented projects

#### 5.3.3 Adjudicatory Information and Diagnostic Services

The Assignment Judge of Essex County has repeatedly indicated that the judiciary feels that it does not have sufficient technical guidance in the sentencing process. Pre-sentence reports are currently done without benefit of diagnostic services except in the (mandatory) case of those sentenced under the Sexual Offenders Act. The judge has specifically proposed the creation of a diagnostic center to which an offender might be temporarily committed for evaluation prior to sentence.

#### 5.3.4 Judicial Education on Sentencing Alternatives

While sentencing alternatives are being developed and implemented pursuant to the IMPACT Corrections effort, the County Assignment Judge has indicated a need for educating all of the judges in this critical area.

The State Law Enforcement Planning Agency is funding the State Administrative Office of the Courts to train judges statewide and this should alleviate the problem.

## 6.0 Narcotics and Target Crimes

### 6.1 An Overview of the Addict Population in Newark

The addict population in Newark has been frequently estimated by several agencies to be 20,000.

Citing "former addicts, medical personnel and law enforcement officials" as authority, these agencies explain that the 20,000 figure was arrived at by multiplying by four the number of known ("registered") addicts in Newark as of 1970. No explanation is given as to why the factor of four was selected.

This 20,000 figure has been well publicized and is now part of the common wisdom.

The same agencies report that the typical Newark addict is under 25 years of age and that the average age in a Newark drug treatment center is under 20. It is also estimated that the overwhelming majority of addicts are male.

However, the total number of males in Newark between 15 and 25 is 29,633 (1970 census), which would suggest that approximately two out of every three boys between 15 and 25 would have to be an addict for the 20,000 figure to stand.

The 20,000 figure is also used as the basis for calculating the dollar loss from addict theft, multiplying the addicts' supposed \$25-\$150 per day habit times the total number of addicts.

However, even using the lesser figure of \$25/day and assuming (erroneously) that the addict could sell his stolen property to a fence for full value so he need not steal more than \$25 in goods to support his habit, the total stolen by 20,000 addicts in one day would be \$500,000.00 (20,000 x 25) and in one year, \$182,500,000.00 (500,000 x 365). [Using the \$150/day figure the total annual loss would be \$1,095,000,000.00]

A formula derived by Dr. Michael Baden, Assistant Chief Medical Examiner, New York City, for estimating addict population, simply multiplies the number of deaths attributed to narcotics by 100 — a formula whose accuracy has been verified with actual 24-hour head counts. Applying that formula to the 71 addict deaths recorded by the Newark Bureau of Vital Statistics for 1971 would indicate an addict population of 7,100. However, with no uniform criteria for reporting such deaths, many drug-caused deaths in Newark have undoubtedly gone unreported.

Still another estimate is based on the assumption that the average street addict spends 25-35 percent of his time in prison, so that the total number of addicts can be found by multiplying the number in prison by three or four. While the number of addicts

in prison is not known, the number of drug arrests in Newark last year was 3,192. Given the exceptionally high conviction rate for narcotics arrests, the arrest figure might be appropriately used in lieu of the "in prison" figure, for a total then of some 9,000 to 12,000 addicts.

### 6.2 Drug-Related Crime: Previous Studies

A review of the arrest records of 500 persons convicted and registered as narcotic offenders between January 1970 and June 1971 reveals an involvement with target offenses (39.6% had prior arrests for breaking and entry and 19.4% for robbery).

A Uniform Crime Reports study of the New Jersey State Police was conducted during the month of August 1970, and it analyzed a 100% sample of arrests during that period. For the target offenses the data revealed:

- 0% of all murders perpetrated by "drug abusers"
- 5% of all rapes perpetrated by "drug abusers"
- 21% of all robberies perpetrated by "drug abusers"
- 4% of all atrocious assaults perpetrated by "drug abusers"
- 19% of all breaking and entries perpetrated by "drug abusers"

However, the percentages include *all* target crimes and not just the stranger-to-stranger crimes which is necessarily a different figure.

In addition, a large percentage of those included in the category of "drug abuser" used no more than marijuana or hashish. (Of the juvenile "drug abusers" 85% were *not* associated with hard drugs — *i.e.* opium or cocaine derivatives — and of the adult "drug abusers", 59% were *not* associated with hard drugs.) And the category broadly includes a drug relationship determined "by charge, prior record of arrest, or disclosure by police investigation."

A recent (Dec. 1971) study of "Drug Usage and Arrest Charges Among Arrestees in Six Metropolitan Areas of the United States" done by the Bureau of Narcotics and Dangerous Drugs, U.S. Department of Justice, makes remarkably similar findings. The study was done in Chicago, New Orleans, San Antonio, New York, Los Angeles and St. Louis, and it was limited to five drugs: heroin (metabolized as morphine), cocaine, methadone, amphetamines and barbiturates. The technique called for detection of the drugs through urine sample analysis and a

determination of drug usage through questionnaire response.

Using a cumulative count of urine analysis and questionnaire responses for all six cities, the finding of current drug users for the target crimes was (Table VI-r, p. 102)

Homicide	2.6%
Rape	1.0%
Robbery	18.3%
Agg. Ass.	6.1%
Burglary	21.2%

The BNDD study concluded (p. 383):

"The overall purpose of this study was to determine whether there has been a shift over the last few years from minor property crimes such as petty larceny, or forms of commercialized vice, usually associated in the literature with drug usage, to more serious forms of crime, particularly those involving personal violence. Analyzing only *current* arrest charges, for 'Drug Users' versus 'Non-drug Users' whether you use data based on urine samples or that obtained through questionnaires and regardless of what drug is considered there is *no* indication that 'Drug Users' are more often involved in crimes of violence including criminal homicide, forcible rape, kidnapping or aggravated assault."

However, while the study distinguished as qualitatively different, burglary and robbery (as essentially acquisitive) from the clearly physical crimes enumerated, the high level of involvement in just those two crimes by drug users both nationally and in Newark, has sufficient significance to warrant action by IMPACT.

### 6.3 Drug-Related Crime — IMPACT Survey Data

The Newark CAT, as part of its target crime survey, procured the following data concerning stranger-to-stranger target crime and drug addiction:

This table gives the percentage of offenders, for the given classifications, with a past history of Drug Abuse — Opium.

Classification	Percentage of Offenders
Breaking & Entry	20.0%
Murder	30.4%
Robbery	19.5%
Rape	6.7%
Atrocious Assault & Battery	12.3%

Using the information from the table in conjunction with the approximate number of stranger-to-stranger target offenders an estimate of the total number of

offenders arrested who have a past history of Drug Abuse (Opium) can be made:

Target Crimes Classification	Approx. No. of Arrests of Target Offenders*	Drug Abuser Opium
Breaking & Entry	1,766 (x .20)	353
Murder	23 (x .304)	7
Robbery	845 (x .195)	165
Rape	45 (x .67)	30
Atrocious Assault & Battery	154 (x .123)	19
		<u>574</u>

(\*Assumes one offender per arrest per year per crime)

574 represents the number of Drug Abuse (Opium) offenders arrested for IMPACT stranger-to-stranger crime. However, the figure 574 must be considered an absolute minimum:

—The Information is based upon estimates of arrested offenders — clearance by arrest rates for target crimes are very low, indicating that a sizable number of offenders remain at large.

—The IMPACT target crime survey narcotics data is suspect. The category on the police arrest report reserved for drug abuse affiliation is often left blank or completed inaccurately. This is often due to the fact that the arresting officer must wait for laboratory reports for drug abuse verification.

—There is no method for projecting the target offender population from those that already use addictive drugs. This leaves a large gap in planning for the needs of the target offender drug addictive population group.

### 6.4 Analysis

#### 6.4.1 Data Needs

The inaccuracy and non-existence of data on target offenders who are addicted to drugs points to the need for a more intensive data gathering system for such a group. It is envisioned that IMPACT will provide a salient input into this gap.

#### 6.4.2 IMPACT Program Effort

The limited data in conjunction with the previous description on existing anti-drug efforts suggest that there is a primary need for a viable alternative for the drug abuser who is perpetrating IMPACT target crimes, in order to effectuate a reduction in those crimes. The alternative should relieve, rather than

additionally burden, the existing agencies of the criminal justice system. Furthermore, the program design should provide a comprehensive management

information and feedback system which will allow modifications in accordance with improved knowledge of the problem dimensions.

## 7.0 Juvenile Delinquency — Special Analysis

The following data presentation and analysis focuses upon the juvenile offender. Previous observation (survey data) has already indicated the severity of the juvenile problem in terms of target offenders. What follows is a comprehensive view of juvenile offenders in Newark. While some of the data is repetitious it is purposely so to emphasize the severity of the problem. In addition, the Newark CAT, in conjunction with Mr. Norm Feldman, IMPACT liason at the Department of Health, Education, and Welfare feels that a comprehensive perspective of the juvenile in relation to the Criminal Justice System and the Community warrants a detailed analysis.

### 7.1 Problem Analysis

Data analysis regarding the nature and extent of the problem of juvenile delinquency in the City of Newark indicates the following:

1. Juveniles (to the age of 18) commit 65% of the total crime in Newark and 36% of the target crimes. (This latter percentage would be increased if we considered the statistics up to the age of 21).

2. There is little or no opportunity for youth to receive comprehensive rehabilitative services from the juvenile justice system.

3. While youth services do exist in the City, there is no coordinated city-wide effort to offer a cogent network of services either as rehabilitative or preventative.

Such lack of cohesion creates overlaps and leaves debilitating gaps. Some youngsters are apt to get a great many services and some none at all.

#### 7.1.1 Extent and Characteristics of Juvenile Offenders (Offender Profile)

The following data, taken directly from Table I, Section 1.1, IMPACT Survey Offender Profile repeats the critical incidence of youth (21 and under) in target crimes.

Crime	Percentage of Offenders 21 and below:
Murder	48%
Rape	40%
Robbery	60%
A A & B	46%
B & E	69.1%

The following charts regarding two of the five crimes — murder and breaking and entry show substantially more involvement by the youth segment of the population.

Chart 1 points out that the age group committing 73.1% of the murders comprises only 5.7% of Newark's overall population.

We see here a majority of crimes being committed by a small segment of the population — a group of youngsters in deep trouble. Such statistics express a clear mandate for change: We must do something to stop the juvenile *before* he becomes delinquent — *before* he is absorbed into the criminal justice system.

Chart 2 is as critical in message as the preceding one. It reveals that the 10 to 18 age group comprises only 17.17% of Newark's population — yet commits 50.96% of all Breaking and Entries. This is an alarming percentage. It is glaringly clear again that juveniles should be presented with a solid front of diversionary alternatives from the official juvenile justice system.

Available data (see below) reveals the following socio-economic profile for the juvenile offender: He is a minority individual of low income and low educational achievement. There is a high probability that he is black, lives in a densely populated area in substandard housing, and has grown up in a broken home. As a consequence, he faces the world with limited or no-meaningful employment opportunities.

The New Jersey Department of Corrections and Parole provides the following information:

*Race:* In both 1969 and 1970, 51% of both prison and youth correctional admissions were Black. In terms of youth alone, the subdivision is as follows:

Institution	% Black Youth
Youth Correctional	79%
Adult Prisons	69% (ages 18-25)

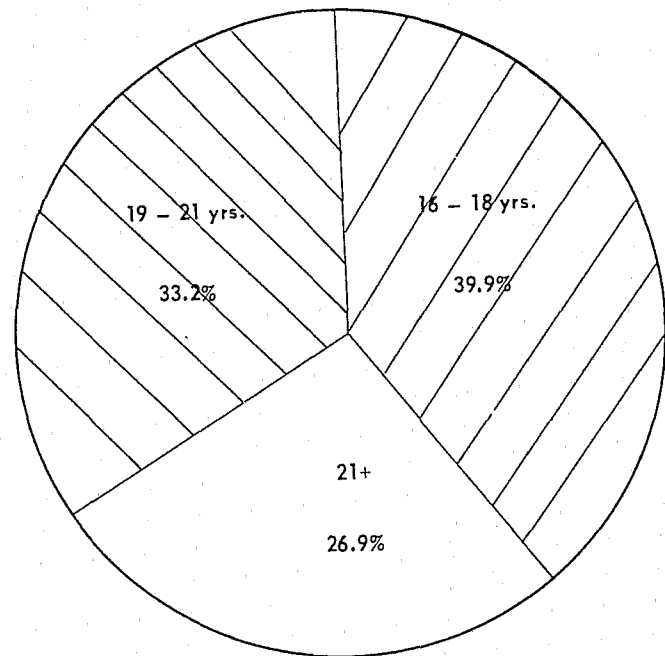
*Job Skills:* In both 1969 and 1970, 58% of all admissions were individuals with low skill levels. Their backgrounds were welfare, odd jobs, unskilled regular labor, or simple machine operation. The proportion of low skill level admissions for juveniles

Figure 27

**MURDER**  
(June 1971 — May 1972)

**Offender Profile**

1. Percent Murder Attributed to Age Group



2. Population of Newark

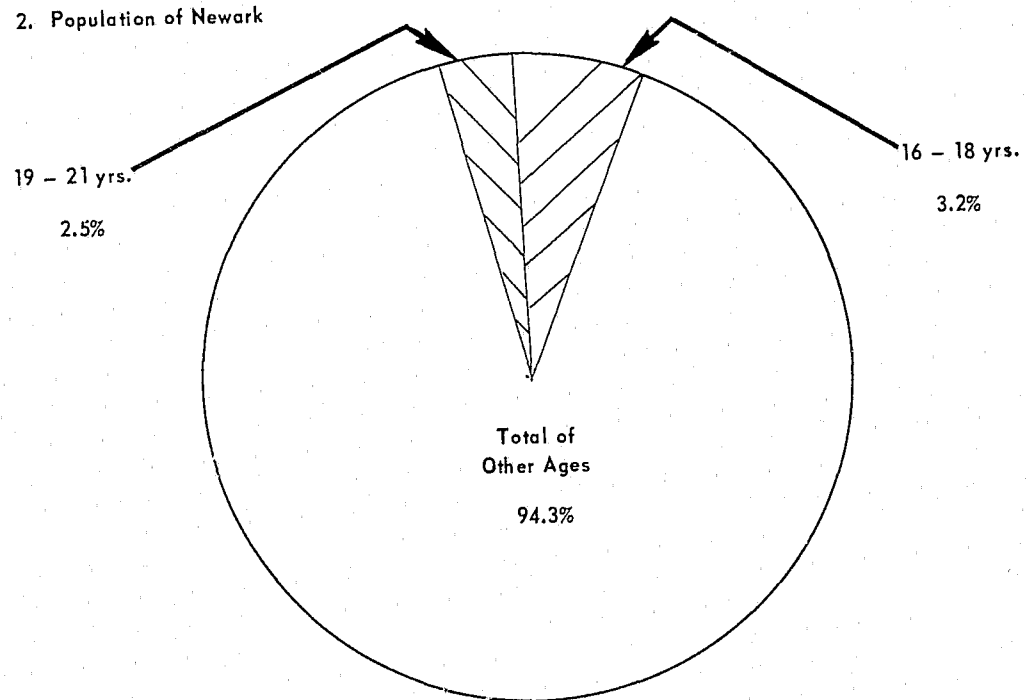
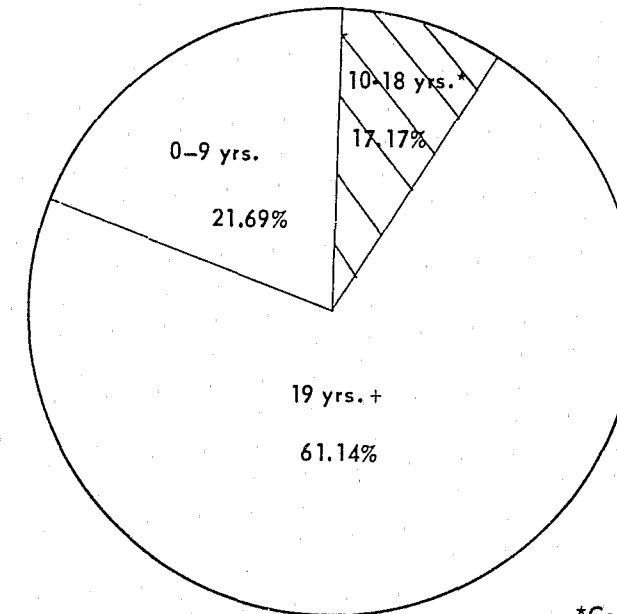


Figure 28

**BREAKING AND ENTRY**  
(June 1971 — May 1972)

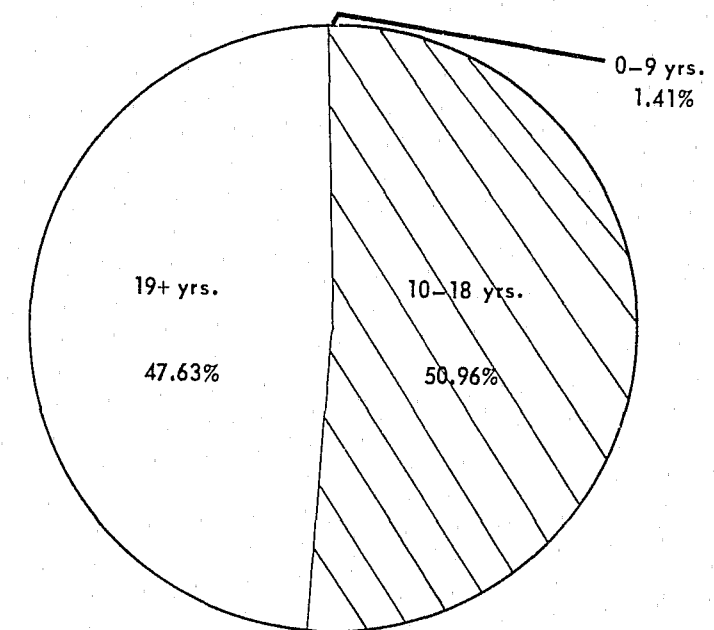
**Offender Profile**

1. Population of Newark



\*Census Bureau 1970

2. Percent B & E Attributed to Age Group



admitted to the Youth Institutions was 79% as compared to 52% for older prisoners.

I.Q.: Like the general civilian population, roughly half of Prison and Youth Correction admissions test at an average I.Q. level. Unlike the general civilian population, however — where the remaining 50% is equally split between those above and those below average — only 13% of 1970 correctional admissions tested above average, while 36% tested below.

The 36% testing below average should be of considerable concern to us. We must take into consideration, however, the questionable validity of tests in measuring intelligence. No test is accurate. Further, the institutions involved lack innovative tests geared to minorities. Before incarceration, the youngsters were confronted with the same problem in the traditional school setting. I.Q. tests were geared to the white middle class child, and could make no fair assessment of the minority child's abilities. It was the same story when these youngsters began seeking employment: the job tests were geared for someone else. In all his contacts with society's basic institutions, the minority youngster is getting short-changed. It is a dismal situation, creating an endless cycle of frustration and failure.

Demographically: The City of Newark is over 60% black. Statistics indicate that 59% of all admissions to State Correctional Institutions are also black — and a large number of this population comes from Newark. Still more individuals in Newark's dominant population group can be included in the State's Parolee population.

These statistics are alarming. For what they actually say is that the dominant population group of the City of Newark is deeply caught in the throes of the criminal justice system on both the adult and juvenile levels. This is a clear mandate to the City to make changes necessary to alleviate the disruptive forces that create delinquent behavior.

## 7.2 Community Profile

A profile of the community of the juvenile delinquent is most distressing. There is a breakdown at almost every point of encounter; schools, family, work, recreation and law enforcement. Below is a detailed analysis of the two most important areas of community life where his needs are not being met — education and employment.

### 7.2.1 Youth And The Schools

The Newark school system is composed as follows:

Students	70,000+
Teachers	4,000+
Administrative Personnel	300
Additional Personnel: (Nurses, Librarians, etc.)	700
Non-Professionals	2,000
Buildings	89
High Schools	8
Jr. High Schools	5
Elementary	63
Special Schools	13

The students are primarily members of racial minority groups:

- 73% black
- 12% Spanish speaking
- 15% white

Available data regarding the Junior and Senior High School component indicate:

- (1) a 5% dropout rate
- (2) poor attendance
- (3) a truant rate of 28%

(Source: July 1970-June 1971 survey of 20,092 registered students)

The following chart provides the official report for school "leavers" for the year 1970-71.

Analysis of school data reveals an official dropout rate of approximately 5%. Reasons for dropping out of school fall into two categories: involuntary and voluntary.

*Involuntary reasons* include: (1) personal illness (2) prolonged illness and (3) special working papers.

*Voluntary reasons* include: (1) failure to graduate (2) home conditions (3) lack of adjustment (4) lack of interest in terms of subject, and lack of interest generally in terms of school (5) marriage and (6) lack of academic ability.

It must be remembered that these reasons are merely general categories. As a result they cannot reveal the inner dynamics or "real" and driving reasons for leaving.

Table 4  
SUMMARY CENTRAL OFFICE REPORT OF SCHOOL LEAVERS  
(Based on Exit Cards from Junior and Senior High Schools) July 1, 1970—June 30, 1971

MONTH	INVOLUNTARY				VOLUNTARY										TOTALS			
	Personal Illness	Special Working Papers	Other	Prolonged Illness	Armed Forces	Employed	Failed to Graduate	Home Conditions	Lack of Adjustment	Lack of Interest	Marriage	Lack of Acad. Abil.	Lack of Adjustment	Lack of Interest	No Information	Involuntary	Voluntary	Total
July - September 1970	18	3	1	5	1	12	28	8	16	36	11	28	20	35	79	26	274	300
October	2	1	4	1	1	1	2	2	6	4	3	2	5	1	2	3	30	33
November	8	1	8	1	2	2	7	5	5	9	5	4	7	3	5	8	55	63
December	3	2	1	1	1	2	8	12	8	15	2	2	6	18	5	5	71	76
January - 1971	2	3	6	1	3	3	5	8	16	16	4	6	7	41	8	6	104	110
February	2	3	1	1	2	2	7	5	10	10	1	5	2	15	2	5	48	53
March	3	1	1	1	1	1	3	2	3	3	3	1	1	4	1	3	17	20
April	16	1	2	1	9	9	5	6	11	11	2	1	8	12	1	18	57	75
May	11	1	4	4	4	9	12	9	27	27	12	7	8	88	18	184	202	
June	5	1	1	1	1	1	3	2	16	16	1	1	5	19	6	47	53	
Total	70	14	26	11	40	29	60	71	147	147	43	55	69	236	111	887	985	

Compounding the official dropout rate figure is the overwhelming truant rate of 28%. Truants, for the most part, are in-school dropouts — students "turned off" by the educative process. If truancy is applied to the voluntary/involuntary categories mentioned above, overwhelming increases in most of the sub-categories would probably occur. The chart indicates, for example, that in terms of subject matter and lack of interest, generally "lack of interest" encompasses the highest number of voluntary school leaves. This is a significant point in relating "categories" to the truant population. Truants often express "lack of interest," non-relevancy of curriculum, and unrelated learning in terms of job preparation as the rationale for their behavior.

A second compounding factor is poor school attendance. Reasons for poor attendance range from helping fulfill family obligations to reasons of health.

It is well to point out here the Board of Education recognizes that the exit cards for a given school year may not reflect a true picture of the situation — since there is generally a time lag in the card processing.

It should also be pointed out that in the chart listing category reasons for leaving school, the "personal illness" heading refers exclusively to pregnancy. The Board does have a Continuing Education Program for girls once they become pregnant. Very rarely however does the girl return to school after she has the baby.

This is a classic illustration of the continuing disadvantaged cycle. The girl must deal with the financial and emotional burden of caring for a child while she is still little more than a child herself. She faces society with few if any job skills, and an incomplete education, thereby reducing — or at least severely limiting — her life chances. Further, she will find her social opportunities as limited as her chances for employment — and this is certain to influence the kind of peer group she associates with. Eventually, she may have to go on welfare . . . and her child will certainly be forced to deal with the stigma of illegitimacy.

Thus, in the majority of cases, the pregnant school girl becomes one more human statistic in the vicious cycle of deprivation. There were 70 of these cases during the school year July 1, 1970 - June 30, 1971.

There is the need for:

1. Innovative approaches, within the public school system, to educate *all* youngsters.
2. Alternatives for those students who cannot function within the public school system and who, as a result, are likely to commit a crime.
3. Improvement in the training of existing educative personnel to provide them with the

framework to spot and deal with potential, as well as existing, offenders.

4. Recruitment of new personnel trained to deal with the same problems.

5. Development of a meaningful curriculum.

6. Provision of adequate referral and follow-up in terms of job opportunity and training.

### 7.2.2 Youth and Employment

The rate of unemployment in Newark is an alarming 13.1%.

(Source: Economic Planning Office, City of Newark)

Based on a Rutgers University Report, Census Information, and information from the New Jersey Department of Labor and Industry, the following unemployment figures for the juvenile age categories of 16-19 years are:

Black Males . . . . .	53.1%
Black Females . . . . .	33.5%
White Males . . . . .	45.1%
White Females . . . . .	36.1%

These figures are reflective from October 1971 to March 1972. The overall unemployment rate for this group is 48.3%.

It is, therefore, clear that the youth of Newark face a very discouraging situation in terms of employment. Data available from the New Jersey State Employment Service indicate five basic obstacles to employment in Newark:

1. Racial discrimination
2. Lack of low-skill jobs
3. Excess of skilled personnel without employment
4. Cut-backs in industry
5. Cut-backs in terms of manpower programs that provided employment.

Note: The employment rates used here reflect all youngsters needing work — both those "in" and those "out" of school.

From the above statistics we see that 53% of the black males who do not necessarily have a criminal record are unable to find employment. Since the bulk of the target population for the High IMPACT Program are black males between the ages of 16 and 19 — and since IMPACT postulates that any crime reduction effort must involve employment opportunities — it is imperative that the IMPACT Program consider funding programs that will enhance employment opportunities.

It is very important that we keep in mind the specific skills young people can receive training for in

Newark, and for which there is a good chance for job placement.

## 7.3 Youth And The Juvenile Justice System

### 7.3.1 Youth and the Police

The Youth Aid Bureau, a specialized unit of the Newark Police Detective Division, handles juvenile delinquency cases.

1971 data on the Bureau indicates the following:

Complaints Received:	10,000
Cases Processed:	3,665
Juvenile Arrests as result of further investigation:	900
Staff Composition	.
Field Detectives	24
Supervisory Personnel:	4
Average Caseload per Detective per month (approx.)	55

The Newark IMPACT Program is in the process of breaking down juvenile offenses in terms of disposition. The 10,000 figure represents all complaints received by the Youth Aid Bureau for the 1971 year. In looking at the cases disposed of, by whatever means, we see the figures do not add up to 10,000. The Youth Aid Bureau indicates that they receive all complaints. In some instances the complaint is satisfied at the scene of its occurrence, after consultation between the parties involved. The Bureau indicates that approximately 2,000 cases could be classified as *pending* during the period in question. Some of these were due to the fact that either the juvenile's identity or his whereabouts were unknown.

The Bureau's responsibility includes such offenses as robbery, breaking and entry, rape, malicious damage, assault and battery, and status offenses.

Status offenses include truancy, incorrigibility, running away, etc. These cases are generally classified as PINS. (Persons In Need of Supervision). The Youth Aid Bureau indicates the tremendous amount of social work it must do in handling juveniles and admits it would like to refer PINS cases to community agencies. These agencies maintain, however, that they lack the manpower to deal effectively with the PINS group.

The Newark IMPACT Program will *not* ignore PINS people. IMPACT will, in fact, attempt to establish — through new or existing resources — alternative

sources of referral for the police to utilize in an effort to accommodate these youngsters.

Realistically, there is an urgent need for crisis intervention services at this point. For this is the most vital spot in the entire system. Youngsters falling into PINS category are giving out urgent warning signals. If they are not reached at this point — if no steps are taken to deal with the forces pushing them to hostile action now, before serious damage is done — these youngsters are almost certain to continue on the path to delinquency and crime.

### 7.3.1.1 Disposition

Approximately 10% of juveniles arrested were disposed of at the Youth Aid Bureau level. Others involved in more serious offenses, or involved as repeaters, were petitioned to juvenile court.

Alternate dispositions open to the Youth Aid Bureau include:

1. Referral to juvenile court
2. Referral to juvenile court with recommendation to be heard by the conference committee
3. Referral to other social agencies
4. Disposal at command level with "parental discipline." (Station house adjustment.)

In 1971, these dispositions were as follows:

Juvenile Court	4,526 cases
Counseling and/or parental discipline	438
Referral to social agency	114

The police are usually the initial point of contact for youngsters becoming involved in the juvenile justice system. It is, therefore, critically important for police to be well trained in the delicate area of juvenile conduct — *i.e.*, they should have some basic knowledge of the psychology of adolescent behavior in the urban environment, since it is they who are thrust into a tenuous decision-making process that affects the lives of young people.

There is no formal training presently available to the Juvenile Aid Officer, with the exception of a few selected superior officers. (Source: Newark Police Department)

It should be noted that the State Law Enforcement Planning Agency has been funding the Newark Police Youth Aid Bureau to increase its capabilities, and will in receiving additional requests for funding from the Bureau, attempt to improve its services to youth.

### Arrested Youth

At present, juveniles charged with delinquency will either be released in the custody of a parent or other adult, or detained in the Essex County Youth House.

For juveniles awaiting court determination there are no available juvenile institutions which provide varying degrees and types of supervision. The availability of only one type of detention facility can produce several undesirable effects. Many youngsters who require some form of service or care may be released without it, since the only alternative is placement in Youth House. At the same time, many youngsters who need only minimal custody are detained in Youth House, in the company of seriously delinquent youth. They are exposed not only to disruptive peer group pressures, but to the negative consequences of labelling as well. In addition, the already strained resources of Youth House are seriously over-burdened when large numbers of youth are unnecessarily placed there.

### 7.3.2 The Juvenile Court

During the past year (1971), the juvenile court handled 6,092 cases — 4,347 of which involved Newark juveniles. (See Table 5) The breakdown of offenses most heard by the court is as follows: (See Table 6)

— stealing (other than auto theft)	2,181
— burglary and unlawful entry	1,416
— acts of careless mischief	1,523
— injury to person	1,126

In all offenses, the male/female ratio with respect to charged offenses was approximately 8:1. The modal age ranged from 14 to 17.

The racial breakdown of cases follow consistently with the racial characteristics of delinquents presented in Section 2.0 above: Most are non-white, even when viewing Essex County as a whole. While the percentage of non-whites in Essex County is 19.5%, comparable percentages in racial breakdown for cases heard before the Essex County Juvenile Court are 69% non-white (male), 76% non-white (female). (See Table 7, below.)

It is significant that of the total juvenile cases handled by the court, 4,526 (or 70%) were referred by the Juvenile Aid Bureau of the Newark Police Department. Table 8 provides a breakdown of cases by point of referral. As noted earlier, the police are, overwhelmingly, the most frequent incoming referral points.

Another significant factor is the recidivist rate in terms of how many times a juvenile returns to court. (This gives no indication of the level of delinquent activity after a juvenile is "rehabilitated." Some do not get caught a second, third or fourth time.)

The data of Table 9, below, should be broadly interpreted as an indication of the seriousness of the

juvenile delinquency problem and the need for intensive rehabilitative effort to prevent not only second and third offenses, but the number of separate offenses per individual. (The data of Table 9 indicates not only the number of times an individual returns, but could also delimit the number of separate offenses committed by a juvenile.)

### 7.3.3 Youth and Probation

The Essex County Probation Department has already been discussed in detail in Part I of the plan. The focus here is target crime youth and its relationship to probation.

There are many factors to be considered in dealing with this whole problem of probation. Even if the caseloads were at the recommended level, or lower, there would still be the dilemma of lack of alternate resources available to the probation officer. In addition, many probation officers lack in-depth training for dealing with their various cases. Indeed, the process of selecting and upgrading probation officers within the system could be improved.

Of the total number of cases on probation, September 1970 to August 1971, approximately 30% or 606 cases had a new appearance before the Court while on probation (see Table 11, below).

Probation is ideally a rehabilitative program in which final action in an adjudicated offender's case is suspended so he remains at liberty — subject to conditions imposed by or for a court — under the supervision and guidance of a probation officer. Probation may be seen as the public sector's "final offer" of an alternative to incarceration.

In the current atmosphere of rising crime rates and growing court backlogs, neither the public nor the criminal justice system is certain what to do with the offender. Probation, in many cases seems to be an expedient answer to many judges who are faced with the flood of offenders deluging the courts.

Relying on the efforts of the individual probation officer, the probation system has been unable to keep up with the rising work load.

Much more data is necessary to assess in detail the problems of probation. Nevertheless, it is acknowledged by probation officials that caseloads are too high (almost double the recommended caseload) to permit individualized service. And they are too high to provide the range of services the offender requires to give him the optimal chance of rehabilitation. Such services include: alternative residence, employment opportunity and training, educational opportunity, personalized and empathetic counseling. In many cases these services may not even exist.

Table 5  
CASES DEALT WITH IN JUVENILE COURT  
September 1, 1970 to August 31, 1972  
COMPARED WITH PREVIOUS COURT YEAR  
BY BASIS OF PETITIONS

Basis of Petition	1970			1971		
	Boys	Girls	Total	Boys	Girls	Total
Totals	9981	1817	11798	8714	1806	10520
Auto Stealing	659	32	691	370	13	383
Burglary and Unlawful Entry	1515	24	1539	1388	28	1416
Robbery	584	25	609	584	30	614
Other Stealing	2175	354	2529	1843	338	2181
Truancy	59	20	79	52	22	74
Running Away	259	390	649	290	423	713
Incorrigible	358	266	624	329	213	542
Sex Offenses	219	119	338	162	112	274
Injury to Person	1002	227	1229	944	225	1169
Act of Carelessness, Mischief	1554	200	1754	1310	213	1523
Illegal Use of Motor Vehicle	596	27	623	604	29	633
Use or Possession of Narcotics	536	58	594	588	100	688
Use or Possession of Barbiturate or Glue	297	38	335	152	27	179
Use or Possession of Liquor	165	26	191	94	23	117
Other Offenses	3	11	14	4	10	14

Table 6  
 CHILDREN APPEARING IN JUVENILE COURT  
 September 1, 1970 to August 31, 1971  
 CLASSIFIED BY PLACE OF RESIDENCE

<u>Municipality of Residence</u>	<u>Boys</u>	<u>Girls</u>	<u>Total</u>
All Children	4820	1272	6092
<b>ESSEX COUNTY</b>	<b>4629</b>	<b>1237</b>	<b>5866</b>
Belleville	67	11	78
Bloomfield	111	24	135
Caldwell Boro	13	1	14
Fairfield	9	6	15
Cedar Grove	12	1	13
East Orange	300	91	391
Essex Fells	7	2	9
Glen Ridge	8	3	11
Irvington	138	40	178
Livingston	47	5	52
Maplewood	40	12	52
Millburn	29	8	37
Montclair	104	31	135
Newark	3413	934	4347
North Caldwell	11	0	11
Nutley	71	9	80
Orange	133	33	166
Roseland	7	0	7
South Orange	26	10	36
Verona	12	2	14
West Caldwell	12	2	14
West Orange	59	12	71

Table 7  
 CHILDREN APPEARING IN COURT  
 September 1, 1970 to August 31, 1971  
 CLASSIFIED BY AGE, RACE AND SEX

Age:	<u>MALE</u>		<u>FEMALE</u>		Total
	White	Non-White	White	Non-White	
	<u>1491</u>	<u>3329</u>	<u>312</u>	<u>960</u>	<u>6092</u>
8	3	6	0	1	10
9	36	36	0	1	48
10	18	71	2	2	93
11	39	78	3	8	128
12	65	170	10	45	290
13	96	267	20	81	464
14	159	381	55	142	737
15	230	535	70	195	1030
16	345	638	72	229	1284
17	525	1147	80	256	2008

Table 8  
 CASES DEALT WITH IN JUVENILE COURT  
 CLASSIFIED BY AGENCY OF REFERRAL  
 September 1, 1970 to August 31, 1971

	<u>Boys</u>	<u>Girls</u>	<u>Total</u>
All Referrals.	8714	1806	10520
Agency of Referral			
Municipal Police	8280	1425	9705
Special Police	0	5	5
Individuals	49	10	59
Relatives	230	269	499
Court Officials	128	80	208
School Officials	23	8	31
Bureau Children Services	4	6	10
Federal Authorities	0	1	1
Private Social Agencies	0	1	1
Store Detective	0	1	1

**CONTINUED**

**1 OF 2**



Table 9  
 CHILDREN DEALT WITH IN COURT  
 BY NUMBER OF SEPARATE REFERRALS  
 September 1, 1970 to August 31, 1971

Children by Number of  
 Times Referred to Court

	<u>Boys</u>	<u>Girls</u>	<u>Total</u>
All Children	4820	1272	6092
Referred Once	3046	947	3993
Referred Twice	870	201	1071
Referred Three Times	411	74	485
Referred Four Times	209	32	241
Referred Five Times	118	11	129
Referred Six Times	67	4	71
Referred Seven Times	33	2	35
Referred Eight Times	23	1	24
Referred Nine Times	18	0	18
Referred Ten Times	9	0	9
Referred Eleven Times	5	0	5
Referred Twelve Times	4	0	4
Referred Thirteen Times	5	0	5
Referred Fourteen Times	1	0	1
Referred Fifteen Times	0	0	0
Referred Sixteen Times	1	0	1



### 7.3.4 Data Analysis

The following conclusions can be made from the preceding analysis:

1. *Police:* The police are the major source of referral to the courts (70%). They utilize station house adjustments in only 10% of their cases.

The police officer's first contact with a juvenile, therefore, is lastingly important. Ideally, then, all police officers should possess some insight into the complexities of dealing with the adolescent.

"A juvenile officer's work involves more than just routine handling of crime. He is also charged with the responsibility of crime prevention and the moral obligation of providing guidance to and establishing rapport with other community resources in combating delinquency."

(Source: *Municipal Police Administration*, p. 152)

IMPACT, therefore, hypothesizes that training police officers to deal more knowledgeably with juveniles who have committed a crime will reduce the recidivist rate for target crime offenders. There is no program operated by the police to deal with this problem, other than the activity of the Youth Aid Bureau.

2. *Population Affected by Juvenile Courts:* Males between the ages of 14 and 17 are the most frequent population group encountered by the juvenile courts.

3. *Facilities:* The only pre-trial detention facility for juvenile delinquents is the Youth House — a secure, restrictive institution that is both over-crowded and under-staffed.

This lack of facilities, combined with the already high caseload carried by probation officers and the lack of alternatives to either detention or probation, constitutes a serious gap in juvenile justice services.

(Note: The problem of detention of juveniles is discussed more thoroughly in the data section (4.0) relating to corrections.)

There is a need for residences for youth involved with the Juvenile Justice System. It is also recognized that many youngsters who might not be formally involved with the system are often in need of temporary shelter. While the current police statistics are not overwhelming, it is the consistent response of the community that there are many juveniles who, for a variety of reasons, are unable — or unwilling — to maintain themselves in the family home. At the present time, available resources to confront this problem are not adequate to the demand.

A concept of temporary shelter is often critical to the needs of the juvenile. A temporary shelter, at just the right time, may result in a breaking point from one mode of activity to another, more positive one.

4. *Court Dispositions:* The court disposes of very few cases (Table 6) to private ("not under court supervision") community related rehabilitative agencies. For example, while policy exists to involve the community through the Juvenile Conference Committee, that opportunity is rarely used by the courts.

It is only recently that alternatives to the Court have been made possible through S.L.E.P.A. funding. Realistically, those resources are not sufficient to keep up with the demand for services.

#### 5. Probation

The Essex County Probation Department acknowledges that caseloads are too high to permit individualized service, and that it is not fully equipped to provide the range of services that the offender needs to give him the optimal chance of rehabilitation. Such services include: alternative residence, employment opportunity and training, educational opportunity, personalized and empathetic counseling. Actually, in many cases, these services may not even exist. Or where they do exist, the huge demand for them prevents their proper utilization.

The immediate need for expanding the quality and quantity of probation programs based on the following considerations is evident:

1. Recidivism (the number one objective to reduce).

2. Oversized caseloads

3. The loss, due to numbers, of personalized service to the individual probationer

4. The huge number of Newark youngsters on probation

5. The need to have the function of the court (in this case *probation*) located in the probationer's community so that the rehabilitation process can thrive within his real life confines.

#### 6. Community Services

Community Services to youth, particularly delinquent youth, are:

— generally inadequate to the level of need and, as a result, overly-utilized

— not sufficiently related to the community

— poorly coordinated

Statistics would indicate that inadequate service delivery level — either a lack of resources or an ineffective use of existing resources — may be a major contributing factor to juvenile crime in Newark. Accordingly, provision of resources to meet these needs should decrease the incidence of juvenile crime in the city. Therefore, IMPACT proposes youth development programs to address

these critical needs which are being inadequately met. Furthermore, this allegation of inadequate service delivery points to the need of proper evaluation so that IMPACT funds are employed effectively.

#### a. Education

The dropout rate of youth in Newark's public schools was approximately 5% during the 1970-71 school year. The truancy rate for that period was 28%. Many young people begin dropping out of school during the early stages of their high school careers. The prevailing school system is failing to reach and challenge a significant portion of the school population.

Most of society's "accepted" activities are funnelled through the schools; the end result being that the school becomes, in a large number of communities, the pivotal point for the development of a sense of belonging in the juvenile.

This development is severely limited when juveniles reject school as an institution. The youngster is then free to develop along non-traditional avenues which may encourage delinquent behavior in certain situations.

"While crime prone youngsters are still in school at least some of their time is legitimately occupied. But after they are allowed to drop out, time hangs heavily on their hands. If they are not able to find jobs, their needs for the things that money buys are not readily satisfied legitimately. Therefore, they tend to resort to crime."

(Source: Belton M. Fleisher's *The Economics of Delinquency*, Chicago, Quadrangle Books, 1966, pp. 82-84)

This resort to crime, therefore, is a response to an "illegitimate time framework" for juveniles.

There is no question that the dropout problem is critical in Newark schools. A community-based educational program could provide participating youngsters with the necessary "tools" to create the avenue of legitimacy they so desperately need.

#### b. Youth and Involvement With Criminal Justice System

It is recognized by most authorities who deal with juveniles, that a youngster's first contact with the Criminal Justice System is often a cry for help. It is, in fact, a critical point in the life of the juvenile — and responding to it properly can divert him from a career of crime.

It is also recognized that the official system is unable to respond to the youth at this point unless official action is to be taken. Result: the youngster's career in crime is already begun. Police are not equipped to provide more than cursory attention to social and emotional problems of the youngster. Social Service agencies are often overburdened with long waiting lists for their services. And unless a juvenile is officially placed on probation, the Probation Department is unable to offer any assistance. In short, there is no intermediary within the community immediately available to assist at the time of crisis.

Criminal behavior is a contagious disease from which no one is naturally immune. The degree of an individual's resistance to this disease is in direct proportion to: (1) his awareness of it and (2) the success with which he has assimilated the values of society necessary to repulse it.

Perhaps the best immunization for criminal behavior is knowledge of what the punishment for that criminal behavior really entails. Unfortunately, most juveniles do not know about the dehumanizing conditions of prisons and detention homes. Nor do they understand the stigma attached to a criminal record — a stigma that follows the offender around all of his adult life, forever affecting his chances for meaningful employment. Most important of all, most youngsters don't realize that once you have a record, and cannot get a good legitimate job because of it, the only choice left open is a return to crime.

It is only fair that the delinquency prone juvenile knows the consequences and repercussions that will face him before he makes a conscious choice to commit a delinquent act.

### III.

## RECOMMENDED IMPACT PROGRAMS AND BUDGET ALLOCATIONS

### IIIA: IMPACT Programs

The following sections represent the heart of the IMPACT Action Plan — proposed programs for the reduction of target crimes. The programs are subdivided into five process areas:

1. Prevention of Target Crimes
2. Detection of Target Crime Offenders
3. Apprehension of Target Crime Offenders
4. Adjudication of the Target Offender
5. Corrections, Reintegration, Rehabilitation of the Target Offender including  
Narcotics — Rehabilitation of the Target Offender

The programs and their respective dollar allocations represent not only what analysis of the

data in Part II suggests, but indicate the most realistic and feasible approaches in terms of implementation in the City of Newark.

Programs are listed under each process area in order of their funding (by fiscal year) request. Program budgets are designed to reveal the following:

- total cash required to operate the program — this is composed of the LEAA (IMPACT) share and the local cash match (where required by law).
- local match, cash and in-kind (soft match)

All budgets represent total IMPACT requests for LEAA funds for two calendar, three fiscal years.

### 1.0 Prevention of Target Crimes

#### 1.1 Public Housing Security Program

##### *Objectives*

1. To reduce target crimes in and around the fourteen Public Housing Sites in the city of Newark, by no less than 5% in two years and 20% in five years.
2. To foster an atmosphere of greater security for the residents of public housing.
3. To involve the tenants in patrols to aid the police in assuring the security of the public housing.

##### *Implementation:*

IMPACT proposes a three-phased public housing security program to be implemented by the City of Newark Housing Authority:

- phase 1: 24-hour tenant security patrols
- phase 2: physical modification to harden crime targets in public housing structures

- phase 3: an educational campaign for public housing residents

CAT statistics (see Part II, section 2.2) indicate that on a relative basis, public housing possesses significantly more target crime than private dwellings in the City.

The physical characteristics of public housing high rise buildings make it difficult to structure projects for their security. Many of the victims of target crime are the elderly, who are preyed upon by younger residents as well as outsiders who use the public housing sites as hunting grounds.

There are housing police — a patrol division of the Newark Police Department — to confront the problem, but officers indicate that its contingent of 44 officers are not capable of responding to the existing crime problem. Tenants have, on occasion, voluntarily patrolled in some project locations, but their efforts are haphazard and ineffective due to

both the absence of professional guidance and organization and of even minimal equipment.

As a result, there are a number of measures which discussions with Housing Authority personnel and Police have revealed can be taken to give relief and protection to residents:

a. Additions of police manpower (*i.e.*, visibility) as a deterrent to target crimes in public housing is an alternative suggested by police and at the same time requested by public housing residents.

However, increased City of Newark police presence would be difficult to obtain under prevailing circumstances in Newark. The police do not have sufficient personnel to handle adequately the crime problem in Public Housing (see Part II, section 3.1). For this reason, a 24 hour Security Force will be established to patrol the housing sites and act as the eyes and ears of the police. The patrols will have no arresting powers and will carry no potentially dangerous equipment, *i.e.*, guns. They will only be permitted to carry clubs. Communications equipment — radios — will be made available to them.

Priority will be given to tenants for membership in the security force.

These patrols will be operating under the authority of the Newark Police Department — the patrols will report directly to the Department's Housing Police component — and the Housing Authority. They will be located at all fourteen (14) public housing sites.

Members of the patrol will be trained at the Police Academy or its equivalent. They will receive continual training from the police and work closely with them. The screening process for members of the patrol and the training will be such that the Newark Police Department can use this group as a possible source of future manpower.

Patrol posts will be walked in pairs. Each patrolman will have time and route designations which will give vertical as well as horizontal patrol to the housing sites. There will be time checks with night watchman's clocks and walkie-talkie radio links to a radio dispatcher operating in a Central Command Post in a selected public housing location.

From an administrative perspective, patrol duties will be subdivided into four (4) area sections, each under the supervision of a roving supervisor who ultimately reports to a superior watch officer located at the designated Central Command Post.

All requests for Newark Police assistance will be made by the central command radio operator dispatcher via a Hot-Line telephone to Newark Police Headquarters. Incident report forms will be filled in by tenant patrolmen and initialed by the supervisor.

These reports will be filed at the central command office daily and concurrently submitted to the Newark Police Department's electronic data processing unit for data storage. In this fashion, there will be a compendium of accurate crime statistics solely concerning public housing sites.

b. Physical modification of the housing sites will be inclusive of such things as: better locks on doors as well as peep holes, grills on lower story windows and window locks, possibly the evacuation of ground floors and the creation of recreational areas there, the restricting of entrances to the buildings by making some doors exits only, and increased lighting of grounds.

All physical modification will take into consideration innovative concepts such as "defensible space" — physical change to minimize the probability of crime occurrence — and similar notions presently being developed with LEAA funds in Jersey City, New Jersey, Alexandria, Virginia and elsewhere.

IMPACT has been informed by the Newark Housing Authority that the Department of Housing and Urban Development (HUD) has set aside funds for the physical modernization of public housing in Newark. As such, all security measures involving physical alteration will be funded with HUD monies.

c. An information and education campaign for tenants to inform them of the measures being taken to enhance the security of residents of public housing and enlist their cooperation and participation will be developed. The Housing Authority will fund this phase of the program.

#### BUDGET — Two Years

Human Resources (100 Security Personnel) (10 supervisors)	\$1,700,000
Material Resources (Equipment)	\$ 150,000
Total Cash Required Two Calendar Years	\$1,850,000
<b>Fiscal Year 1972</b>	
Part C	1,000,000
Part E	-0-
Local Match	\$ 334,000
Hard Cash	
Soft Match	\$ 334,000
<b>Fiscal Year 1973—No funds requested</b>	

#### Fiscal Year 1974

Part E	-0-
Part C	\$ 750,000
Local Match	\$ 250,000
Hard Cash	100,000
Soft Match	\$ 150,000

The funding necessary for Physical Modification is estimated to be \$2,500,000.00 and has been approved by HUD.

#### 1.2 Target Offender Youth Development/ Rehabilitation Programs

##### Objectives

1. To reduce juvenile target crime.
2. To reduce the recidivist rate of juvenile target offenders.
3. To provide to juveniles a range of services in the basic areas of health, education, employment and social services for the purposes of rehabilitation.
4. To coordinate youth services to provide the nucleus of a youth service network that will both prevent and reduce juvenile delinquency, as well as provide diversionary resources for the juvenile criminal justice system.
5. To provide extensive opportunities for both youth and adults to participate in the planning and delivery of services to youth.
6. To implement three youth development/rehabilitation programs.
7. To serve 1,500 youths per year, 80% (1,200) juvenile target crime offenders.

##### Implementation

The problem analysis section of the IMPACT Plan (Part II, Section 1.0) demonstrates the high incidence of target crimes committed by juveniles. Although Section I of the IMPACT Plan describes a number of federally funded efforts for juveniles now operational in the City, the magnitude of delinquency requires a far greater effort than is possible with existing resources.

It is anticipated that three youth development agencies will be funded to provide services to Newark youngsters who either have been adjudicated delinquent or who have a high potential for becoming impact offenders because of a demonstrated inability to adequately adjust to home, school, family or other social units. At least 80 percent of the clients will have been adjudicated delinquent. All youths served will be in the age group of fourteen to twenty-one.

When there are existing youth servicing agencies now functioning in Newark that have proven

effective, IMPACT funds will be used to expand their operations to accommodate IMPACT crime offenders. It is considered to be desirable not to duplicate administrative costs if such existing agencies can be strengthened and expanded. If there is a population segment not being served by a youth agency, an attempt will be made to initiate such a resource. The ultimate objective is to provide comprehensive youth services to the major population segments, white, black and spanish speaking.

##### Program Components

The purpose of the youth development agency is to insure that youngsters who require help to adjust within their community environment will have appropriate assistance available. Each youth development agency will incorporate the following minimum program components:

- a. Provision for preliminary diagnostic screening to promote the establishment of an individual youth service plan. This implies a capability to assess psychological, educational, social factors that may impede healthy development.
- b. Capability to deal with discovered problems, either through liaison relationships with existing community agencies or through in-house activities where there are gaps in service availability.
- c. Formally established ties with courts, schools, and other public and private agencies for in-take referral of clients in need of service.
- d. A balanced use of professionals and para-professionals.
- e. A Citizen Advisory Committee that will actively serve to guide the project consisting of the leadership within the community being served and including youth representation.
- f. A mechanism for sharing services and equipment between all youth development agencies funded by Impact.
- g. A specific plan for evaluation that will include case tracking.

Except for the inclusion of the above described minimum components to be a part of each project, the youth development agencies will have the flexibility to organize and operate as best meets the needs of the community segment being served.

**BUDGET — Two Years**

Human Resources (Personnel and Related Services)	\$ 942,000.00
Material Resources (Equipment, Utilities, Supplies)	\$ 213,000.00
<b>Total Cash Required</b>	<b>\$1,155,000.00</b>

**Fiscal Year 1972**

Part C	\$ 78,000.00
Local Match	\$ 26,000.00
Hard Cash	
Soft Match	\$ 26,000.00
Part E	\$ 314,000.00
Local Match	\$105,000.00
Hard Cash	
Soft Match	\$105,000.00

**Fiscal Year 1973**

Part C	\$ 67,000.00
Local Match	\$ 24,000.00
Hard Cash	\$ 10,000.00
Soft Match	\$ 14,000.00
Part E	\$308,000.00
Local Match	\$103,000.00
Hard Cash	\$
Soft Match	\$103,000.00

**Fiscal Year 1974**

Part C	\$ 66,000.00
Local Match	\$ 24,000.00
Hard Cash	\$ 10,000.00
Soft Match	\$ 14,000.00
Part E	\$302,000.00
Local Match	\$101,000.00
Hard Cash	\$
Soft Match	\$101,000.00

**1.3 Street Lighting Program**

**Objectives**

1. To reduce the incidence of target crimes occurring at night in high crime areas through the installation of high candle power street lighting.
2. To instill a sense of security in the community and encourage an increase in pedestrian traffic which will act as a deterrent to stranger-to-stranger crime.
3. To give the citizens visible evidence of IMPACT funds working to reduce target crime.

4. To stimulate business in high crime commercial areas, the effect of which will increase pedestrian traffic and discourage target crime offenders.

5. To install as a pilot effort approximately 750 high candle power street lights in three residential areas; police districts, 511, 513, and 512, and two commercial areas; police districts, 311, and 313.

**Implementation**

Self report studies, as well as data analysis of the crime picture in Newark (see, data analysis, section 1.3.1, especially Table 2), clearly indicate the severity of target crime occurrence during hours of darkness—poor illumination is an accompanying factor in high crime areas. It is hypothesized, therefore, that poor illumination is conducive to the perpetration of stranger-to-stranger street crime.

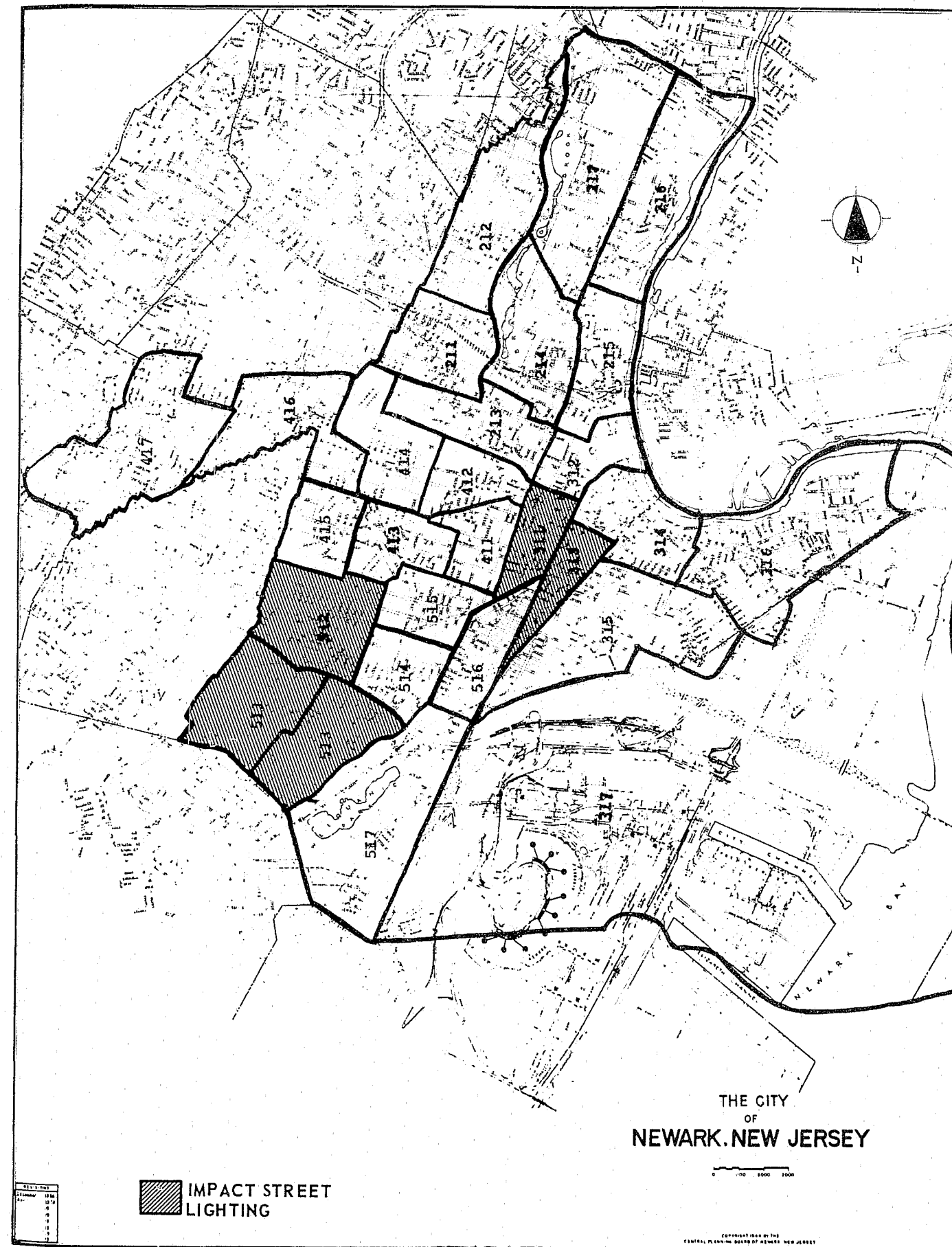
As a pilot project under the domain of the Division of Traffic and Signals, Department of Public Works, City of Newark, IMPACT proposes the installation of increased candlepower street lights in five selected geographic areas selected on the basis of a city-wide analysis of after-dark crime and a survey of existing high intensity lighting (see enclosed map):

three primarily residential—Police Sectors 511, 512, 513; three primarily commercial—police sectors 311 and 313. It is hypothesized that these high candlepower street lights will serve as a deterrent to potential target crime offenders by increasing visibility and removing conditions conducive to the perpetration of stranger-to-stranger street crime.

Experts on lighting at the Division of Traffic and signals have recommended a greater use of 400 watt Mercury Vapor Lamps than the use of High Pressure Sodium Lamps. This is because the glare factor (utilizing existing street lamp poles) proves distracting to motorists and residents. Use of High Pressure Sodium Lamps would also require altering pole heights — *i.e.*, replacing existing poles with new ones — a practice that has proved cost prohibitive. However, these same experts indicate that the 400 watt Mercury Vapor Lamps are just as effective — high candlepower to deter street crime — to achieve the objectives of the project.

The installation cost and tariff for one year is approximately \$112.00 per light fixture.

In many of the residential areas an accompanying problem to the inadequate lighting is the profusion of tree branches that block the light from the ground. The Department of Parks and Grounds will be contracted to prune back the branches on trees where necessary.



## Budget

### Street Lighting Program Two Years Cost

Human Resources	
(Additional Personnel for Tree Pruning)	\$ 16,000
Material Resources	
(Installation and Tariff of Fixtures)	134,000
Total Cash Required	_____
Two Calendar Years	\$150,000
<b>Fiscal Year 1972</b>	
Part E Funds	-0-
Part C Funds	\$150,000
Local Match	
Hard Cash	-0-
Soft Match	\$50,000
<b>Fiscal Year 1973</b> —No Funds Requested	
<b>Fiscal Year 1974</b> —No Funds Requested	

### 1.4 Police and Community Crime Reduction Program: Team Policing/Citizen Anti-Crime Effort

#### Objectives

1. To reduce target crimes through a multi-faceted police/community effort which patrols and investigates crime and crime hazards.
2. To detect and apprehend target criminals through a team policing effort.
3. To deter potential target criminal acts by permitting citizens to become more involved in the safety of their neighborhoods.
4. To implement a three fold civilian patrol, block watcher, auxiliary police expansion component.
5. To improve police/community relations.
6. To assist the police in increasing the scope of community protection and target crime reduction.

#### Implementation

Under the auspices of the Newark Police Department and in cooperation with the Newark community, IMPACT proposes a two fold program: team policing and citizen anti-crime units. This joint police/community effort at crime reduction should not only provide a significant input towards reduction of target crime, but also fulfill a subsidiary objective, improved police/community relations.

It is hypothesized that an improvement in community relations will also improve the arrest rate in the affected area. By gaining the confidence and

support of the public, the police will have more information on offenders, better evidence and fewer obstacles (on the part of the neighbors of an offender), in making an arrest. Better police/community relations should also improve the reporting rate for target crimes.

The police depend upon the public for information, complaints and mobilization. This dependency of the police upon the public may be seen as an extremely important factor with respect to planning for crime reduction in Newark. Without the concern and initiative of the public, the police will be unable to function most effectively. The team policing and civilian anti-crime units projects described below are designed to address this need for cooperation and communication.

#### Program Component 1: Team Policing

Team policing is a method of integrating patrol, community relations and detective forces in a specific geographic area of a municipality. The purpose of the project is to effect personal contact between the police and the citizenry.

The reason for assigning manpower to a certain fixed sector is explained by Chief Davis of the Los Angeles Police Department:

"There is a fundamental social premise involved here. I'll call it a territorial imperative; most people are familiar with it. Like the beast, and in this case we are human beasts, we identify with a piece of geography and the people in that area. The beast will fight for that, till death if necessary. And he will keep hostile forces away from the territory. Assign nine men to an area; try to keep them there for a good period of time; tell them to care for and protect their territory, and they will begin to take on this attitude. Instill this same fervor in the minds of the residents in the area and you will promote . . . public approval of police action."

(From an address by Chief Davis to Annual IACP conference, quoted in Wilson & McLaren, Police Administration p. 348, 1972). Contact with the public is also promoted by monthly block association or community council meetings.

Team policing incorporates various police functions in the selected locale. Such functions include:

- Police/Community relations and communications
- Investigation of crime hazards
- Preventative patrol

The officer responding to the scene of a crime, for example, carries out the detective investigation of the same offense where the perpetrator is known. Where

the perpetrator is not known, the officer requests that the investigative function be handled by one of the squads in the detective bureau. He is also responsible for preventative patrols, community relations and all other police functions. (See Chapman, Police Patrol Readings, Ch. 5, "British Team and Unit Beat Policing," Second Ed. 1970).

This method gives the officer a greater sense of professionalism. It broadens the number of functions and responsibilities he is called upon to perform. The exposure he gets from conducting all his business in the same area gains him the confidence of the local community. Its object is not to transform the image of the Newark Police Department, but to make the officers of the police teams more effective in the particular communities they patrol.

The team policing unit will perform these services for its community sector in such a way to gain its confidence and (as a subsidiary output) to diminish conflict.

Finally, the unit will attempt to defuse potential crises by the use of trained civilian personnel (social workers) in situations where the social worker may also make referrals and give advice for other (non-law enforcement) problems of the people in his or her sector or may provide an effective intermediary between police and community in order to strengthen that relationship.

A new complement of forty-two officers will be requested with IMPACT (LEAA) funds to man the team policing component, although this will not preclude using some existing officers for the unit, where necessary.

Two police sectors will be initially selected for implementation of the team policing/citizen patrol program; selection of the sectors will not only be based upon an analysis of crime data but the cohesiveness and organization of the community will be a critical factor as well.

#### Component 2: Citizen Anti-Crime Effort

The citizen anti-crime units, operated in conjunction with the team policing component (see interface description, below) and implemented under the domain of the Newark Police Department's Community Relations Bureau, is essentially a three point program:

- Citizen Patrols
- Block Watchers
- Auxiliary Police Expansion

**Citizen Patrols** — These units are composed of civilian volunteers from each local community area (Initially two police sectors, as noted above). The

units patrol the streets of their own neighborhoods under the guidance and direction of the police.

It will be emphasized that the *members of the unit do not have police powers and are not expected to make arrests*. They will not be armed, nor wear uniforms or armbands. The administrative mechanism set up will carefully control the project and its activities. Members of the units will carry I.D. cards and a set of regulations. Infractions of these regulations result in immediate dismissal from the unit. It will be made clear that a position in these units is a responsible one and there will be no tolerance of conduct which is not responsible and mature.

*The units are to operate as the eyes and ears of the police*. They are not to interfere with the police in the performance of police duties. They will be at all times conducting themselves in such a manner which will gain the respect of the rest of the community.

Administratively, the units report directly to a local civilian coordinator who resides in a centralized community location — the Community Relations Bureau office, or one of the City's Action Now (a community information and complaint bureau) offices. Patrols will emanate from this "centralized" location.

Each patrol tour will have two or three persons. Each member will be responsible for equipment issued and will be given a specific assignment before going on patrol. In the event of a crime or crime related incident each member of the team will be instructed exactly how to function with the objective of aiding the police.

Each community locale will be issued communications equipment, both for automobile — two way radios — and patrol — walkie-talkies. Along with communications equipment, each patrol member will receive a flashlight, whistle, ID card and rule book. Persons using their automobiles will be paid a stipend for gas. At the end of each patrol an incident report will be turned in to the patrol base station along with the communications equipment.

All equipment purchased through the project will be the property of the City of Newark Police Department. Upon termination of the program, all equipment will revert to the Department.

#### Interface with Team Police Officers and The Newark Police Department

The effectiveness of the civilian anti-crime patrols will depend in large part upon the support they receive from the police department. According to Sergeant St. Jeanus, a New York City Police Department coordinator of civilian patrols in Deputy

Commissioner Ward's Office, the police make their response to calls for service from civilian patrols a priority in order to encourage the block councils to continue their cooperation with the police department.

The support of the department is therefore imperative to the morale and sense of accomplishment of the civilian patrols. Basically, the police teams described above and other supportive police personnel (on overtime) will coordinate and train the civilian patrols. The following activities will be conducted:

**1. Training**

a. Preventative Patrol — Police will train the civilian units in preventative patrol methods. The civilians will be taught what facts and phenomena to look for, and generally how to be effective observers. They will also learn patrol techniques such as randomizing in order to lessen their predictability.

b. Radio Dispatch and Reporting — Training will also be concerned with the use of radio communications, connecting the civilian patrol base station with any (civilian) radio cars. Civilians will be taught the operation of radio equipment and codes for quick and efficient transmission as well as applicable FCC regulations. In addition, the police department will assign technical consultants to the civilian patrol units in the establishment of their base radio station. A separate communication link will be established between the civilian base station and the police department communications center.

c. Legal Authority — The civilians will be carefully trained in their law enforcement role. The patrols will essentially only be the eyes and ears for the police teams and as such, are not permitted to make arrests or to intervene in the affairs of their neighbors outside of an emergency situation. They will specifically learn the legal definitions of the criminal offenses they are called upon to prevent and detect.

**2. Supportive Services**

The police department will provide information routinely to the civilian patrols with respect to the time and location of target crimes and any trends that are recognized by police planners. Coordinators of the patrol districts will then utilize this information for the most effective deployment of civilian patrols. Superior officers of the police teams will attend all regularly scheduled neighborhood meetings and maintain contacts with the civilian patrols in order to correct any grievances and promote the effectiveness of the organization.

**Block Watchers —**

The structure of the civilian patrol component permits not only widespread coverage of the city but a diversified element of citizenry to become involved, as well.

Each person has his own concept of the role that he can play in the safety of his neighborhood. Some people may not be able to, or not want to join the auxiliary police or civilian patrols, but may want to participate in contributing to the crime prevention efforts of their community. One vehicle which can offer these public spirited citizens the means to participate is to act as "Block Watchers."

The block watcher is a civilian who has volunteered to act as the eyes and ears of the police department on his/her block. These volunteers will usually be those persons who are at home most of their time: the shut-in, the elderly, the housewife, etc. Their major mission will be to report incidents occurring on their block which require police attention.

To reduce the possibility of a flood of unfounded calls, the volunteer block watchers will be given intensive training by the police to acquaint them with the proper procedures for reporting crimes and other police incidents. It will be the primary aim of the training to teach the citizen how to relay concisely the necessary information, as well as when the police should be notified as opposed to some other public agency.

In order to operate at maximum effectiveness, it is hypothesized that it is necessary for every residential block in the high crime area to be represented in the program. The block watcher concept fulfills this objective.

**Auxiliary Police —**

The final thrust of this three point program is to interface civilian efforts with a stronger staffed Auxiliary Police. These individuals are already trained in proper police methods and can therefore provide immediate assistance to demands for more police coverage. In addition, they can assist in the training of civilian patrols and block watchers. Auxiliary Police only carry clubs for protection and possess powers of arrest only while on duty.

It is envisioned that the structure of the Auxiliary Police will be modified to encourage more participation by the citizenry. Citizens will be able to be assigned to their own neighborhoods, and operate in conjunction with the civilian patrols. It is also proposed that the distribution of auxiliary police will be in conjunction with the development of civilian patrols such that all patrols will have the experience

and capability of the auxiliary units with them.

Funds will be requested to provide not only for more auxiliary police, but also to continue the ongoing operations of the unit after the termination of the Model Cities program. The Auxiliary Police sub-component is a particularly significant effort for providing uniformed patrols in high crime business areas. The demand upon the regular Newark Police patrol forces is so overwhelming (see data analysis, section 3.0) that in seasonally high crime periods (e.g. December) special allocations of patrolmen to business areas are virtually impossible without serious cutbacks in other areas. The auxiliary police remain a possible solution to that dilemma. Funds are being requested to implement a complete 50-man patrol force coverage, seven days per week.

**BUDGET — Two Years**

Human Resources	
(Forty-two police personnel, auxiliary police, administrative personnel)	\$2,373,000
Material Resources	
(Uniforms, radio equipment, office equipment, radio cars)	\$ 217,000
<b>Total Cash Required</b>	
<b>Two Calendar Years</b>	<b>\$2,590,000</b>
<b>Fiscal Year 1972 — No funds requested</b>	
<b>Fiscal Year 1973</b>	
Part C Funds	\$1,284,000
Part E Funds	-0-
Local Match	\$429,000
Hard Cash	\$172,000
Soft Match	\$257,000
<b>Fiscal Year 1974</b>	
Part C Funds	\$1,000,000
Part E Funds	-0-
Local Match	\$335,000
Hard Cash	\$134,000
Soft Match	\$201,000

**1.5 Target Hardening Program (Small Business Areas)**

**Objectives**

1. To reduce crime in small business areas by providing businessmen with crisis alarm systems and target hardening devices.
2. To deter target crime from perpetration on small businesses and their customers.
3. To provide the small businessman and woman, who cannot afford an elaborate alarm system with a system that will enable them to get police help in the

event of a robbery or other emergency.

4. To provide for a greater probability of the apprehension of the target crime offender.

5. To provide a safer atmosphere for the merchant and his customers.

**Implementation**

The Greater Newark Urban Coalition will be the implementing agency for this project. As a pilot project the Coalition will be working with the Merchants Association on Bergen Street to survey the small businesses and develop security systems for them. The project will be inclusive of improved locks on doors and windows, grills and gates, detection and surveillance equipment. For example, where warranted, a camera will be installed which takes still pictures and can be activated at night by a movement sensitive mechanism or during the day manually. Such a camera would give visible evidence to police of any person committing a robbery on the premises.

There are 100 small businesses that will be involved in this pilot project. The administrators of the project working with the Merchant Association will survey each small business establishment and make a determination as to the best suited methods and devices for that particular business. In addition the Urban Coalition, in conjunction with the Merchant Association, will coordinate Small Business Administration (SBA) funds for economic improvement with IMPACT target hardening efforts. Should this project prove to be effective in reducing target crime in the area this plan will be spread to other areas in the city.

**BUDGET — Two Years**

Human Resources	
(Personnel/Administration)	\$ 50,000
Material Resources	
(Equipment & Installation)	150,000
<b>Total Cash Required</b>	
<b>Two Calendar Years</b>	<b>\$200,000</b>
<b>Fiscal Year 1972 — No Funds Requested</b>	
<b>Fiscal Year 1973</b>	
Part E	-0-
Part C	\$176,000
Local Match	\$60,000
Hard Cash	\$24,000
Soft Match	\$36,000

**Fiscal Year 1974 — No Funds Requested**

The Small Business Administration will coordinate its funds for general business improvement with IMPACT target hardening.



**1.6 Property Identification Program**

**Objectives**

1. To provide a system whereby the public can mark personal property with an indentifying number.
2. To reduce the target crimes of burglary and robbery by making it more difficult for the offender to peddle stolen property and aid in the prosecution of persons in possession of stolen property.
3. To foster better police/community relations.
4. To provide a means of recovery of stolen property by providing a system of property identification.

**Implementation**

The Police Community Relations Bureau will be the implementing agency for this project. Property which has a high probability of being stolen (during B&E or robbery) will be marked with an identifying number. The instrument used will be an electric etcher which engraves on any surface from hardened steel to glass. The engraving can be accomplished as easily as writing with a pen.

A public information campaign will be mounted using public service time on local radio, T.V., and newspapers, to alert the public of the dangers of burglaries and robberies. The Property Identification Project will be explained and justified and all citizens will be encouraged to participate. This project and the publicity campaign for it will work in conjunction with the "Protect Yourself Project" which will consist of printed information distributed throughout the city. Both efforts are justified as effective deterrents to target crime (see Part II, section 1.3.3)

Engraving pens will be distributed throughout the community, to social service agencies, area boards, block associations, etc. The police will be encouraged to go door-to-door on an overtime basis to mark items at citizens' requests. Pens will also be placed in the renting offices of public housing projects and at Action Now offices.

A door-to-door campaign conducted by the police will be beneficial in aiding police/community relations. It will give the police another involvement in the community and possibly let the community view law enforcement officers in a different light. During the same call the police officer will have the opportunity to give the home owner or apartment dweller tips of a target hardening nature that might be applied to the particular residence.

Appliance stores and department stores will be encouraged to purchase pens and properly mark all appliances before delivery. Listing sheets will be made available to appliance dealers so that the appliance owner can retain a list of all marked items.

When stolen property is recovered, it will be held at centralized yet accessible locations so that the owner can easily retrieve it by showing documentation of his ownership number (driver's license number or registry card).

**BUDGET — Two Years**

Human Resources	
(100 Police — Overtime)	\$187,000
Material Resources	
(Engraving Pencils, etc.)	24,000
Total Cash Required	
Two Calendar Years	\$211,000

**Fiscal Year 1972 — No Funds Requested**

**Fiscal Year 1973**

Part E Funds	-0-
Part C Funds	\$103,000
Local Match	\$35,000
Hard Cash	\$14,000
Soft Match	\$21,000

**Fiscal Year 1974**

Part E Funds	-0-
Part C Funds	\$ 82,000
Local Match	\$29,000
Hard Cash	\$12,000
Soft Match	\$17,000

**1.7 Crime Reduction Via Citizen Education — Protect Yourself Program**

**Objectives**

1. To reduce the probability of target crime occurrence.
2. To educate the public in ways to protect themselves against target crime offenders and others.
3. To aid in the prevention and apprehension of target crimes and target crime offenders.
4. To place in each household and business establishment printed information on how to prevent target crimes.
5. To improve police/community relations.

**Implementation**

Under the domain of the Newark Police Department Community Relations Bureau and in conjunction with the IMPACT-proposed Team Policing/Citizen Anti-Crime Effort (see Section 1.4) IMPACT recommends a citizen education project to reduce target crimes.

Bi-lingual pamphlets (English and Spanish) will be written, printed and distributed throughout the city

advising citizens on the best course of action in the event that they witness a crime, are victimized by a crime or believe the commission of a crime to be imminent.

The preventative information will concern the protection of one's person and property. For example, one should not publicly display large sums of money; one should not carelessly admit strangers to one's home. Information will be provided on the need to have effective locks on doors and windows, as well as what kinds of locks and other security devices are necessary in order to deter potential target offenders. Tips on the cost effectiveness of security devices will also be included.

The Police Department has continually informed IMPACT staff that a portion (percentage unknown) of target crimes occur because of the ignorance of the victim. There are a number of relatively simple precautions which citizens can take to minimize the probability of their property becoming crime targets.

Such preventative precautions are expected to harden the crime target by making the potential target crime victim less easy to attack. The citizen will learn how to avoid crime-prone situations and take precautionary steps to prevent target crimes.

In the event that a crime is witnessed, the pamphlet will advise the citizen on the type of details to remember for reporting.

For example, the citizen should give the type of crime, name or description of the victim, place, time, and serious injuries, and whether the police or an ambulance are needed immediately.

Local radio and T.V. stations will be contacted and asked to utilize their public service broadcasting time to give spot announcements concerning the protect yourself project.

In addition, other forms of information dissemination, e.g., newspaper advertising, to enhance the success of the project will be undertaken.

Distribution of the pamphlets will take the routes of mailing, placement in selected community locations — Police/Community Relations Bureau Storefronts, and other community agencies — and hand delivery. The latter method will be accomplished in conjunction with the IMPACT-proposed Property Identification Project, (see section 1.6).

**BUDGET — Two Years**

Human Resources	
Material Resources	
(Printing Costs, Distribution, Etc.)	\$27,000
Total Cash Required	
Two Calendar Years	\$27,000

**Fiscal Year 1972 — No Funds Requested**

**Fiscal Year 1973**

Part E		-0-
Part C		\$23,000
Local Match	\$9,000	
Hard Cash	\$4,000	
Soft Match	\$5,000	

**Fiscal Year 1974 — No Funds Requested**

**1.8 High School Drop-Out/Truant Crime Reduction Program**

**Objectives**

1. To reduce target crime committed by High School drop-outs and truants.
2. To provide an alternative learning experience for 120 drop-outs and/or truants per year.
3. To assist educationally disadvantaged students to develop an interest in learning.
4. To help educationally disadvantaged youths gain proficiency in basic educational skills.
5. To assist youngsters to develop socialization skills.
6. To develop methods of transmitting to regular high school programs those techniques and materials that have proven effective in alternate school programs.
7. To develop a comprehensive evaluative tool to test project effectiveness.

**Implementation**

The IMPACT program will implement alternative learning experiences for high school drop-outs and potential drop-outs (truants). They will be established in areas where the needs-measured by target crime, drop-out, and truant rates — are of greatest significance. As indicated earlier (Part II, Section 7.0) juveniles to age 18, commit 36% of target crimes in Newark. In that same section, an offender profile and his environment indicated that he often faces the world with limited or no meaningful employment and/or educational opportunities.

In addition, the drop-out rate of youth in Newark's public schools was approximately 5% during the 1970-71 school year. The truancy rate for that period was 28%. Many young people begin dropping out of school during the early stages of their high school careers. Analysis reveals that often, the existing public school system is failing to reach and challenge a significant portion of the school population.

Most of society's "accepted" activities are funnelled through the schools, the end result being that the school becomes, in a large number of

communities, the pivotal point for the development of a sense of belonging in the juvenile. However, this development is severely limited when juveniles reject school as an institution. The youngster is then free to develop along non-traditional avenues which may encourage delinquent behavior in certain situations. "While crime prone youngsters are still in school at least some of their time is legitimately occupied. But after they are allowed to drop out, time hangs heavily on their hands. If they are not able to find jobs, their needs for the things that money buys are not readily satisfied legitimately. Therefore, they tend to resort to crime." (Source: Belton M. Fleisher's, The Economics of Delinquency, Chicago, Quadrangle Books, 1966. pp. 82-84.)

This resort to crime, therefore, is a response to an "illegitimate time framework" for juveniles.

The alternative learning experiences will address the aforementioned conditions. They will supply an acceptable school setting, and provide work-study (stipend) for youngsters who come from families who cannot provide them with necessary "survival money". This is one of the most critical aspects of the alternative learning experience. Even at the college level, work-study is critically essential. Without this, many college youngsters have gotten into difficulty with the police.

The alternative schools will either be operated by private organizations with full *State Education Certification* and which have demonstrated abilities in the area of educational innovation, or the Newark Board of Education. These agencies will create specialized curriculum for the program participants, as well as necessary supportive services.

Currently, there are four alternative learning projects in the City of Newark. While they do not come close to fulfilling the "needs" of the city they have proven the worthiness of such an undertaking. Moreover, surrounding areas such as New York and Philadelphia have positive records of effectiveness with similar efforts.

The projects will have approximately sixty "IMPACT oriented" students each, 80%—adjudicated crime offenders and 20%—juveniles who have no target offense record, but find it difficult to function within the traditional school setting. The majority of students will range in age from 14-19.

The program's individualized approach will focus on the total needs of the students and will offer a program in basic language arts, mathematics, science, social studies concepts and skills. Hygiene, physical fitness, music and art, and cultural activities will be creatively incorporated into these basic areas.

Two phases encompass the curriculum component of the program.

#### Phase 1: Curriculum

The language arts program will present English as a "second language" to those youngsters who require that approach, and will include remedial, corrective, and analytic reading, oral and written communicative skills. The mathematics and science component will reinforce basic principles of general math and science, algebra, geometry and biology; and will assist the student to understand these areas in terms of his daily life experience. The social studies program will offer experiences that will help the student understand historical events as they relate to present social issues; and will aim to aid the student gain insight into how he is or can be affected by these conditions. It must be thoroughly understood that all State requirements will be met in terms of curriculum and school activity.

Part of the individual curriculum workload involves working with projects. Projects are offered as individual or group experiences depending on student interest. They offer students the opportunity to engage themselves deeply in areas of concern or in the development of particular skills. Project curricula includes: social studies; arts and crafts; science; and mathematics.

#### Phase 2: Work Experience

The second phase of the curriculum is the work-experience option. Students choosing this option will be expected to work a minimum of 12 hours per week, either within the school or at a work site of their own choosing (approved by the school) which will be developed by the staff in cooperation with the sponsoring firm or agency. Students will also have the option of working an additional five hours on Saturdays. Students will be encouraged to select a work-experience based on interest and long-range probability of employment. A work-site will be developed by the staff if a sponsoring firm or agency agrees to commit its personnel to a teaching, as well as supervising relationship with the students.

An important element is the need factor. Those students who are in relative financial need — defined in terms of basic necessity — will be encouraged to become involved in work-study. It is estimated that two months will be required for work-site development arrangements.

*Requirements for graduation* — 80 credits will be required for graduation. The school year is divided into three semesters. Each course or project will offer 1 1/3 credits for successful completion of one

semester's work. Each work experience option will offer 6 credits for successful completion of one semester's work. Students will receive equivalent credit for work completed at a previous school or other previous life experience deemed appropriate by project staff. Students may petition for early graduation based on the development of specific skills and personal growth.

#### Student-Staff Committees

An integral part of the projects will be student/staff working committees. Some of the committees are: (1) Academic Affairs, (2) Job Development, (3) Community Relations, (4) Day to Day Administration, (5) College Relations, (6) Finances.

The school community will meet monthly as a community council to decide policy, and resolve any existing or potential controversies. The meetings will be co-chaired by a student and a core staff member.

#### Intake

Students will be referred to the alternate schools, wherever possible, through the counseling department of the Newark Public School System. A minimum standard for an alternate school program receiving IMPACT funds will be an established liaison with the Newark Public School systems serving the following purposes:

- Referral of students to the alternate school program.
- Re-integrating drop-outs back into the public school systems after the alternative school experience.

#### Implementing Agency

The agency chosen to implement the alternative school projects can be the Newark Board of Education or a private agency accredited by the State

Department of Education. In any event, the project must be sanctioned by the Board of Education and include the Board's cooperation in the project's functioning.

### BUDGET — Two Years

Human Resources (Core Staff, Group-Leader-Trainer, Part-Time Instructors, Nurse, Psychologist, Student Stipends)	\$565,000
Material Resources (Equipment and Supplies)	44,000
Total Cash Required Two Calendar Years	\$609,000

Fiscal Year 1972 — No funds requested

#### Fiscal Year 1973

Part C Funds		\$ 55,000
Local Match	\$20,000	
Hard Cash	\$ 8,000	
Soft Match	\$12,000	
Part E Funds		\$252,000
Local Match		
Hard Cash		
Soft Match	\$84,000	

#### Fiscal Year 1974

Part C Funds		\$ 52,000
Local Match	\$18,000	
Hard Cash	\$ 7,000	
Soft Match	\$11,000	
Part E Funds		\$235,000
Local Match	\$79,000	
Hard Cash		
Soft Match	\$79,000	

## 2.0 Detection of Target Crime Offenders

### 2.1 Program: Investigative Training for Patrolmen

#### Objectives

- To increase the rate and number of target crime cases which are solved, cleared, or closed by 50% on the basis of an improved and more intensive investigation.
- To augment the discretion and responsibility of the patrolmen to investigate and gather evidence at the scene of the crime.
- To maximize cooperation and support between Patrol and Detective Divisions.

#### Implementation

The project will train patrolmen to take a more active role in the investigation process, at the inception of the police involvement. It is believed by law enforcement authorities that the detectives often enter the picture too late to be successful.

The Patrol Division could provide a significant input into investigation in the following way: Interview witnesses while the witnesses are available at the scene of the crime and gather evidence which may be missing at a later time. It is hypothesized that such input will promote the objective of this section,

i.e., improvement of clearance rates for the five target crimes.

The expanded patrol division investigation may be accomplished by training patrolmen and line officers to conduct a more thorough preliminary investigation upon their arrival at the scene of a crime before the case is turned over to an investigator. They will also be encouraged to utilize crime laboratory services to their maximum advantage.

The project will be conducted by the Patrol Division of the Newark Police Department, in conjunction with the Police Academy. The Police Academy will teach the investigative skills by means of in-service training. The training will be conducted on the off-duty hours of the patrolmen and they will be given overtime pay for the hours of their participation.

The training will consist of standard investigative training and criminalistics (16 hours) as well as some training in the psychology (8 hours) of (target) criminal behavior.

Additional room capacity will be renovated at the Police Academy in order to accommodate the increasing number of classes required by this and other IMPACT Projects. Audio-visual equipment will be utilized by the instructors as a teaching aid. After the completion of the program, roll-call training will refresh the skills and enable the patrolmen to apply them in their routine day-to-day police activity.

#### BUDGET — Two Years

Human Resources	
(Overtime for Training and Instructors)	\$190,000
Material Resources	
(Renovation and Audio Visual Equipment)	7,000
Total Cash Required	
Two Calendar Years	\$197,000

Fiscal Year 1972 — No funds requested

#### Fiscal Year 1973

Part E Funds	-0-
Part C Funds	\$ 89,000
Local Match	\$30,000
Hard Cash	\$12,000
Soft Match	\$18,000

#### Fiscal Year 1974

Part E Funds	-0-
Part C Funds	\$ 84,000
Local Match	\$29,000
Hard Cash	\$12,000
Soft Match	\$17,000

## 2.2 Program: Personnel and Resources for the Criminalistics Laboratory

### Objectives

1. To create a specialist unit within the department that is highly trained and competent in the area of crime scene investigation and the recovery and preservation of physical evidence.

2. To reduce target crimes by improving the detection and apprehension potential, through an increase in the capability for collection and analysis of physical evidence.

### Subobjectives

1. To increase the number of scientific examinations into target crime incidents in order to increase clearance by arrest rates for IMPACT crimes.

2. To improve the overall capability, expertise, and operation of the criminalistics lab.

3. To increase the number of investigations which provide a thorough search for and recovery of physical materials.

4. To integrate more completely the criminalistics laboratory into the entire system of criminal investigation.

### Implementation

According to a superior officer of the Newark Police Department Detective Division, the laboratory is customarily utilized only in cases involving loss of life or valuable property, other than narcotics cases.

In addition, the selection of the type of cases referred to the laboratory is not presently based upon extensive data analysis. For example, in 1971, 42.9% of B&E's were committed by juveniles in the City of Newark. Projecting from national averages, clues and evidence are likely to be left in the majority of these cases. Moreover, recently conducted studies indicate that 88% of burglaries and 81% of robberies produce physical conditions or materials, meriting the attention of a scientific laboratory.

According to a national LEAA study however, only 0.6% of AA & Bs, 3.5% of B & Es and 2.0% of robberies resulted in a scientific examination. Other studies have estimated the standard laboratory involvement in the area of 1% for all Part I crimes. (*Planning Guidelines and Programs to Reduce Crime, LEAA National Institute, 1972*). The Newark Police Department has no special unit for perceiving, collecting and preserving physical evidence. It is therefore estimated that the department's current investigative practices screen out large quantities of potentially meaningful information.

In order to augment the criminalistics laboratory and maximize its use by all Department Divisions:

An analysis will be performed to alter the present structure of the laboratory in order to devote larger percentages of time to target crime.

An evidence collection unit will be established for the purpose of providing trained investigators to preserve, collect and perceive physical evidence, which an untrained patrolman or detective might overlook.

Screening will be done to include those investigators most able and most interested in scientific investigation.

Training will consist of a three-week clinical (practical) course for the Investigator Technicians. A final proficiency examination should be given at the end of the course.

Based upon the size of the Newark Police Department and in conjunction with LEAA recommendations described in Part II, Section 3.0 above, the Department's Criminalistic Laboratory will staff 24 technicians. However, budget limitations preclude funding this amount with Fiscal Year 1973 and 1974 LEAA funds. Therefore, an immediate objective will be to increase staffing so that three technicians be available during peak hours to respond to scene-of-the-crime investigations.

The IMPACT Program is proposing seven technicians, (exclusive of secretaries) in order to bring the number of personnel closer to the LEAA guidelines.

The following equipment should be added to the existing laboratory in accordance with its needs:

- Spectrophotometers
- Spectrograph
- Microscopes
- Analytical Balances

Consultants will be procured to train detectives in the perception, collection and preservation of

physical evidence. John Jay College of Criminal Justice in New York City will be requested to perform this function. It is felt that a criminalistics laboratory should align itself with a local university specializing in forensic science in order that continuing research be performed.

The project will be done by the Newark Police Department at its present laboratory site. In order to accommodate the addition of personnel and equipment, the laboratory facility will be expanded and improved.

The capability for resource reallocation of men and equipment will be designed to fulfill the needs for such a system as outlined.

#### BUDGET — Two Years

Human Resources	
(Scientists, Detectives, Technicians, Support Costs, Forensic Science Consulting)	\$287,000
Material Resources	
(Equipment, Renovation)	\$200,000
Total Cash Required	
Two Calendar Years	\$487,000

Fiscal Year 1972 — No funds requested

#### Fiscal Year 1973

Part C Funds		\$327,000
Part E Funds	-0-	
Local Match	\$110,000	
Hard Cash	\$ 44,000	
Soft Match	\$ 66,000	

#### Fiscal Year 1974

Part C Funds		\$102,000
Part E Funds	-0-	
Local Match	\$35,000	
Hard Cash	\$14,000	
Soft Match	\$21,000	

## 3.0 Apprehension of Target Crime Offenders

### 3.1 Reduction of Street Crime through Improved Communications, Command and Control Program

"Command and Control" is military terminology for planning, direction and control operations. It involves the organization of personnel and facilities to perform the functions of planning, situation intelligence, force status monitoring, decision making, and execution. These concepts may be applied analogously to police

operations with the use of modern technology. (*President's Commission on Law Enforcement and Administration of Justice, Task Force Report: Science and Technology, p. 21, 1967*). The Command, Control and Communications system described herein is concerned with modernizing the entire range of police operations from complaint to dispatch, with the aim of increasing the number of police apprehensions of target offenders. The system will facilitate:

- Access to support information
- Resource reallocation
- Communications between the public and police and for police *inter se*.
- Efficient Dispatching

### 3.1.1 Project: 911 Emergency Telephone Number for Public to Police Communications

#### Objectives

1. To provide an easy to remember emergency phone number to the Newark Public.
2. To reduce response time by eliminating time lag in communications between the public and the police, and thereby increase the number of apprehensions of target offenders.

#### Implementation:

The police department, in addition to other municipal agencies, recently installed a centrex telephone system. This system permits the caller to dial any given agency or unit directly without first going through a central switchboard. This relieved emergency service lines considerably, but a vestige of the overloading problem remains during peak hours.

Due to this present public to police communications overload, callers often receive busy signals or no answers during the peak high crime hours, when police services are needed the most. This has been the experience of Newark residents who have complained to the IMPACT staff, as well as of IMPACT staff themselves. It is hypothesized that the elimination of time lapses due to inefficient public to police communications will reduce response time and increase the number of apprehensions of target offenders made by the police.

A 911 telephone number will be installed to provide an easy to remember, easy to reach number for rapid police responses to all emergencies. It will be established in the police department's present communications center, with a communication link to police, fire and ambulance dispatchers. Additional trunk lines will be installed in order to accommodate the increased number of calls that the emergency number is likely to generate.

The applicant agency will be the City of Newark. The project will be situated and conducted in the Newark Police Department Administrative Headquarters.

Installation will take 6 months, according to representatives of the N.J. Bell Telephone Company. The number of complaint operators will be determined by the communications traffic in the first year of the project's operation. It is estimated that

three will be required at the present time. An appropriate number of trunk lines, consoles and phone operators will eliminate the no answer or busy line responses to callers. Because calls are dialed more quickly and answered more quickly, the police response will also be hastened.

The 911 emergency phone number is the first phase of a complete Computer Aided Dispatch System which is planned for the police department.

#### BUDGET — Two Years

HUMAN RESOURCES		
(Complaint Operators)		\$ 50,000
MATERIAL RESOURCES		
(Installation Plus Service)		76,000
Total Cash Required—		
Two Calendar Years		\$126,000
<b>Fiscal Year 1972 — No funds requested</b>		
<b>Fiscal Year 1973</b>		
Part E Funds		-0-
Part C Funds		\$ 57,000
Local Match	\$20,000	
Cash	\$ 8,000	
Soft Match	\$12,000	
<b>Fiscal Year 1974</b>		
Part E Funds		-0-
Part C Funds		\$ 53,000
Local Match	\$19,000	
Cash	\$ 8,000	
Soft Match	\$11,000	

### 3.1.2 Project: Police Manpower and Resource Allocation

#### Objectives

1. To reduce police response time to 4.1 minutes or less, and increase the number of apprehensions by deploying patrol forces based upon the probability (time and place) of target crime incidence.
2. To formulate a mathematical model for allocation of police manpower and resources most appropriate for Newark Police Department needs.
3. To provide information to police planners to facilitate an efficient deployment of departmental resources.
4. To improve cost-effectiveness of police operations.
5. To distribute vehicles and other equipment in support of manpower deployment patterns.

#### Implementation

Resource allocation is an analytical tool designed

to maximize the achievement of the police department's main objectives of prevention, detection and apprehension, through effective deployment of available resources. A resource allocation is accomplished by consideration of a series of related factors, including:

- Departmental priorities
- Incidence of target crime
  - type
  - time of occurrence
  - area of occurrence
- Crime trends (time and place)
- Location of Patrol Forces
- Function to be served by deployment

It is hypothesized that a strategic allocation of manpower made in accordance with such considerations, will reduce response time by placing personnel in locations most likely to have a high incidence of target crimes.

The following are two examples of ineffective deployment utilizing conventional or intuitive methods.

#### Example 1: Dispatching Closest Unit to Incident Vs. Optimum Dispatching Results

An example of intuition that has proven erroneous, and has been rectified by the resource allocation technique, is dispatching the closest vehicle (unit) to an incident to minimize average response time (Carter, G.J., Chaiken and E. Ignall, *Response Area for Two Emergency Units*. New York City-Rand Institute, R-532 NYC/HUD, March 1971). The Rand Corporation hypothesizes that it often is preferable to incur an immediate increase in minimum travel-time to the incident so that the entire patrol system (the network of police patrol units) remains in a state which best anticipates future incidents in terms of an overall average response time. The assignment of the second closest unit to the most recent incident, for example, may result in the most favorable positioning of units for the next reported incident, thus minimizing overall travel time. The assignment of the closest patrol unit to the first incident might have required an unusually large amount of time to respond to the next reported incident. A good system will give priority to emergency calls as well as overall response time. It will insure that urgent calls for assistance automatically receive quickest travel time.

#### Example 2: Fixed Vs. Non Fixed Police Districts

The assignment of police district boundaries represents another example of the failure of intuition to achieve an effective resource allocation. The fixed police district boundaries employed by most

American police departments seek to assign a specific number of patrol units to a designated area, e.g., in Newark, Police District 312, may receive four patrol cars.

A study by Rand Institute, consultant to New York City's Police Resource Allocation System (Chaiken and Larson, *Methods for Allocating Urban Emergency Units*, RAND INSTITUTE, NYC 1971) indicates that the foregoing method may adversely affect response time and may be contrary to the most effective deployment of resources. According to the writers, —

"The fraction of response time which takes units outside their assigned areas is often large enough to call into question the desirability of selecting fixed boundary patrol areas for police cars." (p. 31)

If, on the other hand, police administrators desire fixed district boundaries, these may be defined in accordance with optimum efficiency to meet any given set of priorities. A deployment scheme may also be developed by resource allocation planners, utilizing no fixed boundaries, for purposes of comparison with fixed boundary systems, in order to determine which system is most advantageous for Newark.

In September 1971, however, a SLEPA-funded Resource Allocation Design study was commenced in the Newark Police Department. The study analyzes existing deployment patterns and will reallocate manpower in accordance with its findings about the Newark environment and the status of the police force at the time the study is completed. The shortcoming of the study is that it is a "one-shot-deal." It is not sufficiently flexible to accommodate continuing or ongoing changes in the system, nor will it provide "feedback" on the success or failure of any given deployment pattern that is utilized.

The IMPACT Resource Reallocation Component will be operated by the Newark Police Department. It will add an operations research staff to the Department's Planning Office to study the constantly changing factors that determine resource allocation patterns at any given time, routinely.

Qualified consultants will design an allocation effort. The consultants will endeavor to determine the Resource Allocation System (RAS) that best fits the needs of the City of Newark. Step two requires the design of a crime data base and data capturing program. The specific needs will vary depending upon the RAS chosen.

Once the data storage base has been designed, computer programmers will be needed to encode the data. After this has been accomplished, an audit to determine data reliability should be initiated. The

reliability of the data is crucial to an accurate deployment system. Such functions as training and computer programming will be done in accordance with a time phased plan. The plan will sequence all of the above tasks so that they are accomplished in a logical order.

Due to the volume of the information utilized the data is best organized and most rapidly retrieved by means of computer.

The Resource Allocation System may be operated in an integrated command control system (depending upon the availability of funds) in which case, the data will be collected routinely from the Computer Aided Dispatch System. In this case, the operations research staff will work in conjunction with the City's EDP Center.

If a police department computer is unavailable for this purpose, the data will be collected by the local precincts and other sources, manually, and on a daily basis, as it is done for certain purposes in the New York City Police Department. It will then be transmitted to the Operations Research Office for analysis by its staff. The data should consist of a detailed breakdown of the foregoing factors (time, place, priority, police function, etc.) Mathematical models will be formulated to determine what type of information is required. The models will represent all factors relevant to a determination of allocation patterns.

#### Police Resource Allocation Systems

There are several approaches that have been used in American police departments for resource allocation. It is useful to examine two of them in order to indicate the possibilities available to the Newark Police Department.

##### —LEMRAE

The LEMRAS (Law Enforcement Manpower Resource Allocation System) analyzes:

- the number and type of all calls for police service
- the distribution of those calls in time
- geographic locations of incidents
- the average amount of police service time

Using this information statistical techniques are employed to project the number of calls for police service, distribution of calls in time, and average amount of police time involved in handling those calls. Police administrators can forecast workloads, and manpower requirements throughout the city, from this projection.

LEMRAE can provide hourly service demand for geographic areas as small as city blocks. Such

forecasts provide an effective method for deploying manpower.

##### —Larson Model

Another Police Resource Allocation method is the 'Larson Model' which employs a wide range of quantitative (mathematical) models that effect police patrol. (See Larson, *Urban Police Patrol Analysis*, MIT Press, 1972). Larson's simulation models of police patrols indicate the effectiveness of any given patrol allocation. This allows the police administrators to predict the consequences of a wide variety of complex patrol procedures without having to disrupt current police operations.

It includes various mathematical simulations which analyze data and take police objectives into account. The simulation requires police administrators to formulate a number of objectives for police deployment. For instance, it may be decided to limit the response time to four minutes for emergency calls, in a particular command. Other objectives can involve preventive patrol, administrative considerations, or any other factors thought important. Then the simulation determines the minimal number of patrol units required so that all objectives are fulfilled.

These two models are a sample of the R.A.S.'s available. All such systems will be studied to determine which is best suited to the needs and goals of the Police Department and the IMPACT Program.

#### BUDGET — Two Years

HUMAN RESOURCES (Personnel and Software)		\$200,000
MATERIAL RESOURCES		-0-
Total Cash Required — Two Calendar Years		\$200,000
<b>Fiscal Year 1972 — No funds requested</b>		
<b>Fiscal Year 1973</b>		
Part E Funds		-0-
Part C Funds		\$145,000
Local Match	\$50,000	
Cash	\$20,000	
Soft Match	\$30,000	
<b>Fiscal Year 1974</b>		
Part E Funds		-0-
Part C Funds		\$ 30,000
Local Match	\$12,000	
Cash	\$ 5,000	
Soft Match	\$ 7,000	

#### 3.1.3 Project: Police-to-Police Communications System Improvement

##### Objectives

1. To reduce response time.
2. To relieve radio channel congestion.
3. To improve police-to-police communications network.
4. To facilitate access to vital information on line.

##### Implementation

The communications capability of the Newark Police Department is vital to the remainder of the Command and Control System. Radios, radio channels and mobile terminals are the means by which police are dispatched and directed and the means by which they transmit vital information to assist line officers in their field performance. The project will be operated by the Newark Police Department.

##### Portable Radios

Portable radios have been found to be useful to both foot patrolmen and motorized officers when away from their cars on inspections of public buildings, security checks of business, houses, or the investigation of routine cases. An insufficient number of radios necessitates the use of telephones by the officer to report incidents or to keep in touch with the base station. Telephones do not permit transmission to the officer from the base station however, and they may not provide the requisite secrecy when calls must be made in public.

##### Additional Radio Channels

The police department has four radio channels assigned to it. There are two general channels which had more than 1,000,000 transmissions in 1971. The channels were so overloaded that transmission content (time) was reduced (according to police patrol vehicles, who complain that they had an inadequate amount of time to transmit their messages.) This reduction often required message retransmission for clarification and resolution of initial misunderstandings, naturally leading to increases in police response time. (See Part II, 3.3.1.2, above). Additional radio frequencies reduce the time lag in transmission from the dispatcher to the radio car. Furthermore, additional channels are necessary to accommodate the increasing communications brought about by the equipment provided by the IMPACT Program.

##### A. UHF

UHF frequencies will be utilized to achieve the foregoing objectives because —

1. Newark has been licensed to operate on six (6) UHF channel pairs by the FCC. Two have been operational since August 1971; four additional licenses were received in August 1972.

2. UHF exhibits the ability to penetrate buildings, alleys, etc., in metropolitan areas better than the other frequency bands.

3. Significantly lower noise interference due to extraneous sources (i.e., automotive ignitions, neon lights, etc.) frequently found in metropolitan areas such as Newark can be attributed to UHF.

4. UHF is ideal for coverage of Newark since there are only 24 square miles in the City. Also, co-channel interference from other cities should be less of a problem because UHF only extends about 30 miles.

5. Extensive use of repeaters is permitted in the UHF band which will permit more effective use of portables.

##### B. VHF

Retention of existing VHF frequencies will:

1. Enhance the Department's capability of controlling events which require the allocation of large numbers of portable equipment;

2. Provide additional portable communications equipment which will be required for expansion of the Auxiliary Police (Public Safety Personnel Program)

##### C. NUMBER OF CHANNELS

Permission to operate on two (2) additional channel pairs in the UHF band will permit the following eight channel UHF usage:

1. North/East Districts	Voice
2. South/West	"
3. Inquiry	"
4. City Wide and Back-Up	"
5. Investigative	"
6. Traffic	"
7. Mobile Terminal	Digital
8. Vehicular Location	"

##### D. FIELD EQUIPMENT

##### Provision of Portable Radios

The main field voice communications equipment planned for this component will be 580 portable radios. The geographic area (24 square miles) of Newark, combined with high density population made Newark ideally suited for a portable system. The plan is to equip all on-duty personnel with personal portable radios. This permits the communications center to be in contact with all policemen on duty at all times anywhere in Newark. In the case of the Patrol Units that are using cars, the patrolmen may

be out of the vehicle from 30% to 40% of the time. During much of this time, the officer may be exposed and may need the ability to be able to summon assistance.

Each portable unit will be equipped with a built-in identification code which is activated each time the unit transmits. Identification is valuable in that it increases the dispatchers efficiency and the system response by:

1. Providing a positive identification during emergencies and high speed chases when the emotional state may make it difficult to determine who is talking.
2. Eliminating human errors due to noisy channels.
3. Reducing the spectrum time needed.
4. Discouraging improper use of the mobile radio equipment by unauthorized personnel.

**Motorcycles**

All of the department's sixty-two (62) motorcycles should be equipped with a break-away jack and plug. The objective in this system is to provide sufficient audio to be heard over the noisy conditions identified with motorcycles.

**Mobile Terminals**

Mobile Terminals are communication devices in police radio cars that provide rapid communication without voice. They are designed to overcome the following limitations in voice communications:

- wastefulness of already crowded radio channels
- no protection against unauthorized interception, (unless expensive scramblers are used)
- provides no written record
- is subject to phonetic errors
- cannot be received by an unattended patrol car, (without a tape recorder).

Mobile terminal messages transmit instantly and thereby eliminate delays in transmission. The device permits direct communication with a computer for access to information. Its messages cannot be intercepted and thus provide security for the vital data transmitted. A written copy may be produced in the police vehicle of all transmissions made to the patrol officer.

Five mobile terminals will be provided to the Newark Police Department to operate as a pilot project to measure the number of inquiries made and the effect of the inquiries upon police activity.

<b>BUDGET — Two Years</b>	
HUMAN RESOURCES	-0-
MATERIAL RESOURCES	
(Portable Radios, Mobile Terminals)	\$1,530,000
Total Cash Required—	
Two Calendar Years	\$1,530,000
<b>Fiscal Year 1972 — No funds requested</b>	
<b>Fiscal Year 1973</b>	
Part C	\$ 675,000
Part E	-0-
Local Match	\$225,000
Hard Cash	\$ 90,000
Soft Match	\$135,000
<b>Fiscal Year 1974</b>	
Part C	\$ 675,000
Part E	-0-
Local Match	\$225,000
Hard Cash	\$ 90,000
Soft Match	\$135,000

**3.1.4 Project: Computer Assisted Dispatch**

**Objectives**

1. To reduce response time to 4.1 minutes or better and improve the number of apprehensions by a more efficient system of dispatching and deploying patrol forces.
2. To reduce time and apply resources efficiently in the operation of the dispatching system.
3. To provide more complete and accurate information to the dispatcher and ultimately to the officer in the field for safer and quicker responses to incidents.
4. To improve the nature of the police response to a complaint, by dispatching the most appropriate and suitable units.

**Implementation**

The Computer Aided Dispatching System is an automated means of rapid assesment of the status of field forces or of monitoring resources on the one hand and situation monitoring or an analysis of the need for police service on the other. More simply stated, it serves to provide the quickest and most appropriate police response to any given need for service, in the briefest possible time. It is best understood by an operational description.

Public to Police — The Computer Aided Dispatching System will interface with the 911 emergency phone number, which will facilitate the making of a complaint or a call for service. Once the call reaches the complaint clerk, the Dispatching System becomes operational.

Complaint Clerk to Dispatcher: Cathode ray tubes will be installed in the central communication office of the Police Department. It is a communication device similar to T.V. that will link the complaint clerk with the dispatcher so that instant and easy to understand communications may be achieved between complaint clerk and dispatcher rather than waiting for a hand written card to be carried on a conveyor belt, as in the department's present system. The police department is presently sharing a central processing unit with other city agencies for the storage and retrieval of its management information. An additional central processing unit will be required to operate this system.

A computer assisted dispatch system will provide the dispatcher with rapid access to information to get a radio car to the scene of an incident more quickly and provide useful data with regard to such facts as: possible hazards at the scene of an incident based upon recent occurrences at the hospital serving the area of an injury.

This will be accomplished in the following manner. The complaint operator in a computer assisted dispatch system, receives the call and records some simple information such as the location or street number, and a numerical symbol indicating the classification of the offense, and whatever other information there is, relevant to any given complaint. When the complaint operator is satisfied that the information he has registered on his video transmitter (Cathode Ray Tube) is accurate, the information is entered into the computer. The computer adds the beat number or sector date, time, complaint number, and a series indicating available patrol cars in priority order. The computer will also select the incident that is to receive priority. This information is automatically routed to the appropriate dispatcher for the sector of the complaint's occurrence. The dispatcher's console displays all of the foregoing information to assist him in informing the field officer responding. As radio cars are dispatched, the actions taken are recorded on a status board, which may be operated manually or electronically. Dispatches are also recorded by the computer.

The project will be conducted by the communication center of the Newark Police Department, in conjunction with the EDP (Electronic Data Processing) center.

Project activities will include the installation of an additional central processing unit, its integration with CRT communication equipment and the preparation of a software program, consisting of the information needed to serve the system.

The project will be implemented in the fiscal year

1974. The vendor will be selected by the City's purchasing agent by means of competitive bidding.

<b>BUDGET — Two Years</b>	
HUMAN RESOURCES	
Software (CAD Program)	\$ 450,000
MATERIAL RESOURCES—Central Processing	
Unit; Consoles	\$ 720,000
Total Cash Required—	
Two Calendar Years	\$ 1,170,000
<b>Fiscal Year 1972—No funds requested</b>	
<b>Fiscal Year 1973—No funds requested</b>	
<b>Fiscal Year 1974</b>	
PART C	\$ 1,032,000
PART E	-0-
Local Match	\$ 345,000
Hard Cash	\$ 138,000
Soft Match	\$ 207,000

**3.2 Police Anti-Crime Units Program Performance Objectives**

1. To reduce IMPACT target crimes through the implementation of a police Anti-Crime Unit which will add 50 officers to the Tactical Force.
2. To increase apprehensions by 20% for robbery and 19% B & E.
3. To increase total arrests per man per year, from .27 for robbery to 1.08; and from 1.62 for B & E to 6.48.
4. To reduce stranger-to-stranger homicides and atrocious assault and batteries which are commonly incident to robberies and burglaries.
5. To increase convictions of target offenders by an improvement in the presentation of testimony and evidence.
6. To deter all potential target crime offenders through a publicity effort which will portray anti-crime units as omnipresent and unpredictable, in order to deter would-be criminals.
7. To indicate a reassessment, concern and activity on the part of the police department and recruit public cooperation.
8. To increase clearance rate from 6.1% to 7.3% for robbery and from 13.2% to 15.7% for breaking and entry.

## Implementation

### A. Project Definition/Scope

The anti-crime units as described herein propose two major improvements with IMPACT funding: increases in manpower and efficient deployment of that manpower both from a planning-geography, time, and capacity (disguises) — perspective.

The project is designed to meet the following needs with respect to reducing target crime:

- maximum efficiency in the deployment of manpower
- increases in apprehensions and convictions of target offenders
- publicity on effective police activities
- careful planning in police manpower deployment
- absolute increases in manpower — police will be added.

While the Newark Police Department has employed and continues to employ disguise units and tactical patrols with mixed success, (source: Superior Officer, Patrol Division) these units have not deployed their men in accordance with careful planning with respect to crime trends, nor has it utilized the most appropriate disguises for any given task.

The unit will be modeled after the eminently successful New York City, City-Wide Anti-Crime Section, where indicators of anti-crime unit effectiveness have been documented.

A 20.2% drop in the number of burglaries and an 18.8% drop in the number of reported robberies is primarily attributable to the work of the Anti-Crime Unit. (*Semi-Annual Report New York Police Department Crime Analysis Section June 1972*).

According to arrest records kept by the Chief of Patrol Office in the New York City Police Department, the Anti-Crime Section, which constitutes less than 5% of the patrol force, has made 20% of the arrests. (Quarterly Status Report by the city-wide Anti-Crime Section to LEAA, August 1972). Consequently, it may be projected that it will require 200 police deployed for regular patrol functions to make the same number of arrests as the proposed 50 Anti-Crime Patrolmen.

Finally, a recent "productivity program" announced by Deputy Mayor Hamilton of New York City, on August 9, 1972, recommended the expansion of Anti-Crime Units in the police department, due to their show of efficiency. (Mayors Office Productivity Program Communique 9 July 1972).

The anti-crime units will increase clearance by arrest rates for the Department. Low clearance rates often are a result of the visibility and predictability of police patrols; (Source: *Citywide Anti-Crime*, Spring

3100, June 1972) the anti-crime units operate so as to minimize those two factors.

The project should increase the number of prosecutions. One of the basic problems of prosecuting cases involving crimes of violence is the intimidation of victims and witnesses and their reluctance to testify. However, the Anti-Crime Unit enjoys an excellent conviction rate because the police officer, who is usually unafraid of reprisals and who is trained in legal sufficiency, presents the prosecution case.

The project will also involve a publicity effort which will portray anti-crime units as omnipresent. This, in turn, will indicate a concern and activity on the part of the police department to restore public confidence and recruit public cooperation in the department. To achieve that end, the project will maximize information distribution. Publicity will describe the organization and purpose of the unit and certain of its successful activities. The publicity campaign will serve the following purposes:

- Deterrence, by instilling fear in the minds of would-be muggers and burglars;
- Impress the public with the diligent and innovative steps that the police are taking to attack street crime.

### B. Project Capability Objectives

Three major activities define the Anti-Crime Unit project capability goals:

- Training and orientation of members of the Tactical Force in the police department.
- Purchase and lease of special outfits, vehicles and other equipment.

It is important to lease the motor vehicles utilized by the unit rather than purchasing. Experience with disguise units in the Newark Police Department has indicated a difficulty in avoiding recognition of the police by potential thieves. In the use of motor vehicles, recognition may best be avoided by two means:

- Use of unconventional motor vehicles — The Newark Police Department uses Chevrolets all purchased in a package deal of a certain year, for both marked and unmarked use, and the police complain that the community has become well acquainted with its appearance. The New York City Anti-Crime Section recently purchased a fleet of unconventional vehicles, such as sport cars or minibuses, for undercover use.
- Frequent changing of cars used.

Both ends may best be achieved by a leasing rather than a purchase arrangement. Auto leasing

will put a pool of automobiles at the disposal of the police department. The pool will be made up of a great variety in type, color and style of automobiles. It will also enable the police to change vehicles frequently.

Five automobiles will be leased to serve the number of Anti-Crime Police that will be deployed in unmarked vehicles as opposed to walking or fixed stations.

- Organization and deployment of policemen and women into special teams or squads. The means, times and places of deployment will depend initially on manual data analysis and subsequently upon the findings of the Department's computerized reallocation study, in conjunction with the Proposed IMPACT-Funded Resource Allocation Project (see section 3.3.2). It will also be based upon the IMPACT staff's collection of data with respect to stranger-to-stranger target crimes.

In order to staff the unit, the table of organization will be augmented by 50 officers who will be recruited and trained. These will replace fifty officers, already on the force, who will be screened and recruited (on a voluntary basis), into the Tactical Force, to establish the Anti-Crime Unit.

The 50 officers staffing the Anti-Crime Unit will be oriented to their new job by qualified consultants with practical experience in the operation of such units and by a make-up artist on disguise techniques.

Equipment will consist of various disguise articles such as crutches, wigs, civilian uniforms, etc. Mobile radios will be provided, since most of the police will not be in radio cars.

### C. Project Location/Staffing Operations

The project will be located in and administered by the Police Department's Tactical Force Unit; the Tactical Force will staff the unit. The Tactical Force has city-wide jurisdiction and it may therefore shift its officers from place to place according to changes in target crime patterns. Furthermore, the Tactical Force's officers are well qualified with firearms, and particularly well-skilled in self-defense for the dangerous business of becoming decoys for armed robbers.

The Tactical Force will be well screened for their integrity. It was learned that because of the secrecy and informality of the operation, New York's Anti-Crime Units were particularly susceptible to bribes. The units were therefore carefully chosen for their past record of honesty, and as a result the

units have already compiled an impressive arrest record for bribery.

TAC force planners will gather data on a daily basis in each of the local police precincts on the time and place of crime incidence. The data designates the particular block in the city and hour of occurrence of certain crimes. Initially, the data is gathered manually from the daily collection of incident reports by each of the local precincts and transmitted to the Anti-Crime Section. Planners of the unit plot the data on maps and charts with an eye to crime trends and patterns. Eventually, computerized printouts on crime trends will provide planners with more accurate and up to date crime data.

On the basis of that analysis, forces will be deployed so as to reach the performance objectives of the project.

The Newark Police in conjunction with the Newark CAT are now attempting to learn as much as possible about the characteristics of the target offenses from police incident reports. If, for example, it is learned that there is a disproportionate number of taxicab robberies, or truck driver robberies, the department will respond accordingly. It will deploy a taxi-truck surveillance unit in the highest crime area and time. The men will disguise themselves as taxi and truck drivers and become decoys for potential robbers and assailants. Arrests will be made at the scene of the crime by the officer decoy or by other supporting officers in disguise.

Target crime will define the manner of deployment and the type of disguise. Additionally, the project will be publicized widely and frequently. The publicity will improve the deterrent value of the project. If a real fear can be instilled, for example, in the mind of the robber, that a taxi-cab driver may potentially be a police officer, the robber will think twice before acting.

### BUDGET — Two Years

HUMAN RESOURCES (Fifty Police Officers, Training, Support Services)	\$ 1,680,000
MATERIAL RESOURCES (Renovation, Equipment Rental, Mobile Radios, Disguises)	\$ 162,000
Total Cash Required — Two Calendar Years	\$ 1,842,000

Fiscal Year 1972 — No funds requested -0-

**Fiscal Year 1973**

Part C Funds	\$ 1,016,000
Part E Funds	-0-
Local Match	\$ 340,000
Hard Cash	\$ 136,000
Soft Match	\$ 204,000

**Fiscal Year 1974**

Part C Funds	\$ 608,000
Part E Funds	-0-
Local Match	\$ 204,000
Hard Cash	\$ 82,000
Soft Match	\$ 122,000

**4.0 Adjudication of the Target Offender**

**4.1 Impact-Crime Court Program**

**Objectives**

1. Complete the adjudication process from arrest to sentencing for Newark residents charged with Impact crimes within 90 days.
2. Expedite appeals within the existing Court rules for Impact cases.
3. Achieve collateral benefits in the entire Essex County Criminal Courts system, reducing overall court delays.
4. To achieve crime prevention benefits from the court process by arriving at a judicial determination in close proximity to the commission of the crime.
5. Improve the overall quality of justice within the judicial process.

**Implementation**

*Existing Procedures and Time Tables*

In order to take any action aimed at speeding up the judicial process, it is important we understand where and how time is spent under the present system. The courts by themselves do not create delays. They are a component of a complex process which procedurally requires too much time to complete.

The following description attempts to outline existing procedures and to assess the average number of days it is expected each step to take. These are *not* necessarily delays, rather simply the amount of time necessitated by the present approach.

**2 days**

The municipal court is the first component of the judicial process to deal with the complaints in question. If it is determined the charges are substantiated, the court will refer the matter to the Prosecutor for presentment to the Grand Jury. Assuming there are no delays in the actual court proceedings, it would still take the municipal court clerk 2 days to get the complaints to the Prosecutor's Office.

**1 day**

Another day will be spent once the complaint arrives at the Prosecutor's Office in the normal course of sorting and re-directing the mail. Eventually it will be given to the pre-Grand Jury squad.

**14 days**

The pre-Grand Jury squad must prepare the cases for presentation to the Grand Jury. This requires obtaining arrest reports from the police department along with the follow-up reports and establishing witness lists and drawing up subpoenas. Two weeks is required to accomplish this.

**30 days**

The present number of cases allows for complaints which are ready for Grand Jury presentation to be scheduled about one month ahead. During this one-month period, subpoena's are served by a special Sheriff's squad.

**7 days**

If the Grand Jury returns an indictment, it will be presented to the Assignment Judge on the following Thursday. All indictments are presented on the same day so some will have been returned in a shorter time than others, but a one-week delay is average.

**7 days**

The clerk must schedule these cases for pleading. This will take place on a day usually one week away.

**40 days**

All pleas at this time are not guilty so the case must be given a trial date. This is usually scheduled about a week away. Experience shows that many times defense cannot be prepared so rapidly; usually requiring actually 40 days till trial.

**30 days**

If a defendant is found guilty or if during this month a guilty plea is entered, a sentencing day must be established. Since sentencing is done once a month, another 30 days will be necessary till the case is finally disposed.

**131 days TOTAL**

We can, therefore, estimate that present procedures

allow for processing in around 131 days. Just as it is evident the courts alone are not responsible for this time lag, neither can we expect the assignment of special courts to IMPACT offenses alone to meet our objectives. Procedures also must be modified. The mechanism in its present form will not allow for a 90 day process.

*Proposed Process for Impact Offenses*

It becomes evident that the transfer of responsibility from one level to another requires a large amount of time. While all elements are clearly essential parts of the process, when they can act as well as how they act is a crucial part of delay. If the various players are allowed to enter the picture at an earlier stage and collectively act, a substantial reduction in the time it takes to process these cases will be achieved.

During the period of June 1971 to May 1972, the following volumes were dealt with at the various levels in the judicial process:

**Complaints (Arrests) Received By The Newark Municipal Court**

	<u>All Offenses</u>	<u>Stranger to Stranger*</u>
Murder	130	25 (19%)
Rape	178	103 (58%)
Robbery	1337	976 (73%)
AA & B	1379	427 (31%)
B & E	<u>1754</u>	<u>1754</u> (100%)
TOTALS	4778	3285

**Complaints Referred To Grand Jury From Newark**

	<u>All Offenses</u>	<u>Stranger to Stranger</u>
Murder	111	21
Rape	130	75
Robbery	899	656
AA & B	894	277
B & E	<u>523</u>	<u>523</u>
TOTALS	2557	1552

\*percentages taken from a survey of IMPACT offenses during a period from June 1971—May 1972

**Indictments Returned (80% of total county figure)**

	<u>All Offenses</u>	<u>Stranger to Stranger</u>
Murder	62	12
Rape	53	31
Robbery	513	373
AA & B	222	69
B & E	<u>225</u>	<u>225</u>
TOTALS	1075	710

The first critical modification suggested is to have complaints prepared for the Grand Jury at the municipal level. At the municipal court we have the advantage of the presence of witnesses, police officers, etc. A special unit from the Prosecutor's Office is proposed, physically situated in the municipal court. The possibility that an existing Grand Jury could be scheduled two days per week to hear only IMPACT complaints will be pursued. With these dates available the special unit could actually schedule cases for Grand Jury while preparing them. The cases would be prepared immediately upon receipt and, in many cases, necessary witnesses could be advised of Grand Jury dates at the municipal court. The advantage of being able immediately to contact arresting officers and obtain reports will eliminate much of the problems the pre-Grand Jury squad now faces.

In effect, the referral, investigation and assignment functions are brought together through the use of this unit and special Grand Jury days. The potential time savings is enormous. What normally takes approximately 45 days (referral thru indictment) could take two weeks.

It is essential that the defense be given a simultaneous start with the prosecution if things are to progress rapidly once at the county court level. The Public Defender's Office will be given the necessary manpower at the municipal level to begin defense preparation of those cases to be referred to the Grand Jury. The existing system is often delayed at trial level because defense counsel has not had an opportunity to interview the defendant. A municipal staff would allow these preparations to begin immediately.

It is recognized that while we are recommending substantial increases in the personnel present in the municipal court, there presently is not enough space for existing personnel. One possible approach would be to move one court out of the building (perhaps Family or Housing) into rented facilities. The



courtroom space could be modified to provide the additional space the court sorely needs.

The return of indictments to the Assignment Judge will probably still take a week. By providing the court with additional administrative personnel, tentative assignments to courts can coincide with bill preparation and pleading could take place soon thereafter.

It can be expected that the Essex County Courts will receive some 698 complaints in a year. Murder has been excluded from this list since they should continue to be scheduled across all the county courts. Their nature precludes their assignment to a small number of courts. The remaining complaints should be handled on three calendars designated to deal only with those offenses. It is anticipated that both prosecution and defense would assign their best personnel to these courts to assure smooth flow. These attorneys would form a close alliance with the personnel previously mentioned at the municipal court level and, in fact, could rotate with them.

This bond between municipal and county units is essential. The program could not succeed with continuous transfers of personnel within these units. The continuity at both municipal and county levels will assure early case readiness and guarantee accurate information flow. It is hoped that trial dates could be set two weeks after pleas and both sides would be ready for trial. An additional benefit of this program should be earlier pleas.

Finally, at the present time, sentencing takes place once a month. This, of course, can hinder reaching the goal of disposing of cases within 90 days. Provisions for the judges within the special courts will be made for another sentencing day, thereby cutting potential delays in half to a maximum of two weeks. Increased demands may require additional probation personnel to assure prompt completion of pre-sentence investigations.

This proposed system could dispose of cases as early as 50 days. It is understood that this would take place only under optimum conditions. Such things as Grand Jury adjournments could delay this over a week. We are still, however, within our goal of 90 days and therefore can afford fluctuation.

—The Appellate Process

The appeals procedures are clearly governed by court rules. Deadlines for each step of the appeal

process are established and attorneys for both defense and prosecution know exactly the maximum amount of time they have available at each juncture of the proceeding. Existing rules allow for almost 6 months between time of notice of appeal and final reply briefs.

Unlike the program on the county level, we cannot simply make changes in procedure and scheduling. Voluntary cooperation on the part of both defense and prosecution will be essential. They will be asked to take less time than the rules allow to reduce this six-month figure to closer to three months.

Resources will be supplied to the central appellate section of the Public Defender's Office and the Essex County Prosecutor's Office to make such voluntary compliance possible. In addition, special scheduling at the appellate courts may require an additional clerk to stay on top of IMPACT appeals.

**BUDGET — Two Years**

HUMAN RESOURCES (Attorneys/Administrative personnel)	\$ 850,000
MATERIAL RESOURCES (Courts modification/equipment)	150,000
	<hr/>
Total Cash Required — Two Calendar Years	\$1,000,000

**Fiscal Year 1972 — No funds requested**

**Fiscal Year 1973**

Part E Funds		-0-
Part C Funds		\$ 485,000
Local Match	\$163,000	
Hard Cash	65,000	
Soft Match	98,000	

**Fiscal Year 1974**

Part E Funds		-0-
Part C Funds		\$ 397,000
Local Match	\$133,000	
Hard Cash	53,000	
Soft Match	80,000	

**5.0 Corrections, Reintegration, Rehabilitation of the Target Offender**

**5.1 Man-to-Man Program (M-2)**

**Objectives**

1. To prevent target crime recidivism by:
  - a. providing community sponsors for 120 target inmates to work with them while incarcerated and after release toward rehabilitation and reintegration,
  - b. helping ex-offenders find jobs through job placement specialists,
  - c. providing telephone crisis intervention services to deal with ex-offenders' problems on a twenty-four hour a day basis, as they arrive.

**Implementation**

Ex-offenders have informed us that loneliness is one of the primary factors in recidivism. If this is true, then to attack recidivism, we must attack the alienation, rejection and unwantedness problems ex-offenders face. One way to accomplish this is to make a place for the returning ex-offender, a place where he is welcomed and provide him with a job to go to.

An "M-2" project will hopefully help to do that. It will recruit families from the community who would like to help returning ex-offenders. Their help will involve establishing a personal tie with the offender while still incarcerated and making a place in the community for him (her) upon release. They find suitable living quarters for the ex-offender, a job, educational services and new community ties. They will be specially trained to perform those functions by a qualified consultant, and screened for their interest, integrity, ability and readiness to act as sponsors. In essence, they are providing the offender with a family of people who care. Often, knowing that people care is enough to change the offender's failure-orientation and make him (her) care about himself (herself). That is the first step toward rehabilitation.

The "M-2" project has been used in Seattle for the last seven years with over 1400 offenders. The result has been a 2% recidivism rate and a savings to the taxpayers of many millions of dollars. If such results could be duplicated among Newark stranger-to-stranger offenders, the stranger-to-stranger crime rate would decline markedly, especially since it is often the repeater who commits those crimes.

It is estimated that over 400 offenders will return to the Newark area this year from state institutions. We do not know how many of them have no families, but IMPACT is in the process of ascertaining the number. We believe it will be substantial. It is this target group that an "M-2" project must serve.

**Crisis Intervention Hotline Service Component**

This service would be available for ex-offenders to call in time of need about any kind of problem which may arise. It is expected to help the ex-offender avoid recidivism-prone situations and to prevent him from recidivating when faced with such situations.

Often, the problems which lead to recidivism arise after the normal work day. The parole officer (where applicable) cannot be reached and there is usually no one to turn to. Many times, they are problems which the ex-offender does not wish to tell the parole officer. In any case, immediate help is needed.

A crisis intervention hotline service would be a 24-hour telephone center manned by persons able to quickly grasp the nature of the problem, respond in an objective, non-judgemental, yet sensitive manner and give the suitable advice for the situation that would prevent recidivistic activities. The service would not only function on an emergency basis, but also assure the ex-offender that there is always someone to turn to.

For example, if loneliness and frustration are bothering the ex-offender, he knows that he is only a phone call away from understanding and help.

**Job Placement Specialist Component**

Sponsors cannot always be expected to find a suitable job for the offenders with whom they are matched. Job counselors and placement personnel are best able to assess the offenders abilities, skills, experience and vocational needs. They are better able to contact employers in the community and can devote themselves full-time to lining up jobs for offenders. Additionally, those offenders who do not participate in the M-2 project need placement services too.

Job placement specialists interview the inmate at least once monthly prior to release and determine the type of placement he (she) needs. Sometimes, the placement will be into a vocational training program or an educational program and not necessarily into a job. In most cases, however, placement will be into a job which the job placement specialist has lined up on his days in the community. His work will be split between interviewing inmates and contacting potential employers. While four specialists will function primarily with state prison incarceratees participating in the M-2 project, ten will be assigned to the Essex County Correctional Center. Because the Center is for short-term sentences, there is a larger turnover of inmates from Newark than at the

state level. Thus, the Center sees more Newark offenders and returns them to Newark at a greater rate than state institutions. Acting Warden Mangnusson placed job-finding for inmates as the highest priority in the Center's needs and stressed the fact that job placement specialists are needed at least four weeks prior to an inmates release as an integration tool to ease the offender back into the community. The job placement specialist's job is not done when he finds the offender a job. He is responsible for helping the offender get to the job, keep interview appointments and stay at the job or find another one. Follow-up is essential in this project and the job placement specialist must use his follow-up to improve his services and evaluate their effectiveness.

Jobs will be obtained through contacts with private industry, but will also be through the Newark Manpower Service Center, C.I.R.S., State Employment Service, and public employment programs. While there are already several people in the Newark area attempting to find jobs for ex-offenders, there is no one concentrating specifically on returning target crime offenders. These more serious offenders are much harder to place and require special efforts which none of the agencies so far have the capacity to provide.

#### BUDGET — Two Years

HUMAN RESOURCES	
(Project Staff, Job Placement Specialists, Consultants, Travel)* *Project envisions expansion for second year of operation as sponsors and inmates are matched.	
	\$909,000
MATERIAL RESOURCES	
(Facilities, Equipment, Utilities)	
	<u>60,000</u>
Total Cash Required	
Two Calendar Years	
	\$969,000
Fiscal Year 1972	
Part C Funds	
	-0-
Part E Funds	
	\$465,000
Local Match	\$155,000
Hard Cash	
Soft Match	\$155,000
Fiscal Year 1973 — No funds requested	
Fiscal Year 1974	
Part C Funds	
	-0-
Part E Funds	
	\$504,000
Local Match	\$168,000
Hard Cash	
Soft Match	\$168,000

### 5.2 Residential and Non-Residential Treatment Centers

#### Objectives

1. To reduce the incidence of target crime in Newark among juvenile delinquents.
2. To provide an alternative to probation (undersupervision) and reformatories (over-supervision) which will prevent juvenile target crime recidivism.
3. To provide domiciliary alternatives for juveniles who are without suitable homes and who represent great potential for future delinquent behavior.

#### Implementation

Two factors emanating from the data-problem analysis section make it imperative that the IMPACT Plan provide for delinquent youngsters an alternative to traditional probation or institutional confinement. First is the high proportion of juveniles committing target crimes and second is the degree of recidivism for youthful offenders dealt with in traditional ways.

There is a great need in Newark to provide centers for residential and non-residential treatment for youngsters who are persistently delinquent but who have not evidenced the severity of pathology that warrants custodial confinement and those who are delinquent by virtue of disinterested parents or a chaotic home environment. In some cases, temporary refuge is sufficient to allow time for rehabilitating the family. In other instances, long term care is required because of a complete lack of home resources.

Community-based residential and non-residential treatment centers provide a healthy atmosphere for delinquents which is conducive to rehabilitation. They combine the proper amount of supervision required for each child as an individual and the effective treatment. Referrals to them may come from the courts, social agencies, professionals in the community or the family.

Unfortunately, there are not enough of these treatment centers in Newark. IMPACT will address itself to the Newark needs by funding new treatment centers, expanding existing ones and encouraging community support of them.

It is anticipated that at least five of these facilities will be funded. Preference will be given to agencies that have experience in the operation of these types of programs and in the expansion of existing agencies to accommodate more youngsters charged with IMPACT offenses. Where feasible, the residential centers will utilize existing community

agencies for basic services. While all of the centers will have a residential capability, one or two will also offer non-residential guidance and counseling by professionals in the areas of vocations, education, psychology, recreation and personal care.

Common requirements for all projects funded under this program are:

- a. Approval by the State Division of Youth and Family Services as to the suitability of programs and facilities.
- b. Some professional direction — Field Placements by the Rutgers Graduate School of Social Work into each project will be encouraged.
- c. All clients must be referred through the Juvenile-Domestic Relations Court.
- d. At least 70 percent of the clients must have a history of target offenses or positive indication of propensity to commit target offenses. (e.g., family involvement in commission of target crimes)
- e. Explicit tie-in with the court and other public agencies for support service.

It is anticipated that up to seven hundred youngsters will be provided in-patient domicile and rehabilitation in two years and up to two-hundred will receive non-residential service.

#### BUDGET — Two Years

HUMAN RESOURCES	
(Personnel and Related Services)	\$1,500,000
MATERIAL RESOURCES	
(Equipment, Facilities Utilities, Supplies)	<u>500,000</u>
Total Cash Required	
Two Calendar Years	
	\$2,000,000
Fiscal Year 1972	
Part C Funds	
	-0-
Part E Funds	
	\$ 600,000
Local Match	\$200,000
Hard Cash	
Soft Match	\$200,000
Fiscal Year 1973	
Part C Funds	
	-0-
Part E Funds	
	\$ 400,000
Local Match	\$134,000
Hard Cash	
Soft Match	\$134,000
Fiscal Year 1974	
Part C Funds	
	-0-
Part E Funds	
	\$1,000,000
Local Match	\$334,000
Hard Cash	
Soft Match	\$334,000

### 5.3 Special Probation Caseloads and Probation Volunteers Program

#### Objectives

1. To provide more intensive supervision for approximately 1000 Newark target offender probationers in order to prevent them from recidivating. To accomplish this, IMPACT proposes:

- a. thirty special target offender probation caseload composed of a maximum of thirty five probationers each, designed to deliver more comprehensive guidance and supervision to each probationer, and
- b. probation volunteers from the community to be matched on a one-to-one basis with younger probationers on the special caseloads.

#### Implementation

The 800 probationers a year representing Newark target crime offenders have special rehabilitative and reintegrative needs, but are indiscriminately thrown into gigantic caseloads and never receive the special attention they need. The Probation Department is not geared toward delivering special service to target offenders. Not only do they need closer supervision, but they require special counseling, vocational, educational and family services.

Closer, more intensive supervision can be achieved through smaller probation caseloads of thirty-five or less. These smaller caseloads would be carefully screened before being assigned. They would consist solely of serious target offenders.

The special probation officers who would handle these target cases would be selected according to their abilities to deal with and relate to target offenders. Their dedication and commitment to the rehabilitation and reintegration of offenders would also weigh heavily in their selection and will be evident by their volunteering for this project.

Especially close contact with educational and vocational services would be maintained in an effort to place these target probationers in applicable situations.

This project would be under the aegis of the Essex County Probation Department and would select thirty bona fide probation officers from that Department to participate. The project director will be accountable to both the Department and IMPACT, and will be responsible for the administration and paper work of the project, a burden which the Department cannot be expected to carry. The salaries of the officers would continue to come from the Department (through a sum paid to it by IMPACT) so that officers would not lose any benefits or tenure.

Referrals to the project will follow the same lines of

assignment to probation by the courts. However, the majority of special target probationers will probably come from the IMPACT Target Crime Court (see Adjudication section).

**Probation Volunteers Component**

In order to obtain closer supervision for these probationers, a second component of the project will be a volunteers' service. The probation volunteers would be used mainly with juveniles.

People on probation do not always make it. This is especially true for juveniles on probation in Newark. These are youngsters who have been adjudicated delinquent, but who have been assessed as having a decent probability of succeeding on probation. For these youngsters and young adults, it was felt that institutionalization was not necessary. Unfortunately, there may be an inverse correlation between probation caseloads and probation success. As the probation officer's caseload increases, he has less and less time to spend with each probationer. The less time spent, the less supervision and counseling. This leads to a diminished chance of monitoring any problems the probationer may encounter. It also causes a lack of communication, a situation which does not encourage the probationer to seek the officer's help in time of need.

With probation caseloads running twice what they should be in Newark, one remedy is to use probation volunteers. The volunteer would work under the direction of the probation officer, supervising and counseling young offenders on a one-to-one basis. In areas where this system has been tried, it was found that young people respond well to it. They feel less threatened by a volunteer than by a probation officer. A good deal of the formality is removed because the volunteer can meet with the probationer in an informal setting on neutral territory.

Currently, a probation volunteers project is successfully operating in Union and Bergen Counties, among others. Both counties have indicated their support for a Newark project and have already contributed training manuals. In addition, several have offered technical assistance in establishing such a project. An evaluation of the Camden County project showed the recidivism rate dropping from 60% to 16%.

In Newark, these volunteers would work primarily with target offenders on the special caseload assignments. The volunteer component will be coordinated with the mobilization of volunteers and training efforts being stimulated through the auspices of the administrative office of the courts.

**BUDGET — Two Years**

HUMAN RESOURCES (Officers, Training, Clerical)	\$886,000
MATERIAL RESOURCES (Equipment, Utilities, Supplies)	<u>49,000</u>
Total Cash Required Two Calendar Years	\$935,000

**Fiscal Year 1972** — No funds requested

**Fiscal Year 1973**

Part C Funds	-0-
Part E Funds	\$482,000
Local Match	\$161,000
Hard Cash	
Soft Match	\$161,000

**Fiscal Year 1974**

Part C Funds	-0-
Part E Funds	\$453,000
Local Match	\$151,000
Hard Cash	
Soft Match	\$151,000

**5.4 Decentralized Probationers Services Program**

**Objectives**

1. To reduce juvenile target crime recidivism.
2. To provide a non-authoritarian setting for probationers after counseling and supportive services in the neighborhoods of probationer residence.
3. To facilitate rapport between probationer and the probation systems.
4. To assist the probationer's adjustment through peer models.
5. To concentrate on directing a variety of community services to solve the problems of a manageable probationers caseload.

**Implementation**

The data and problem analysis section of the IMPACT Plan clearly demonstrates the need to reduce the incidence of juvenile repeat offenders. Part of the answer as it relates to Probation Office responsibility may be to take the case supervisory functions in part, out of the authoritarian setting of the Courthouse and develop attachments to community based helping service organizations.

As a pilot program, the Essex County Probation Department will detach five probation offices each to work in a community based service agency. The probation officer will have a small caseload, about 35, that will be managed in cooperation with an existing reputable community agency. Assistance will

be directed to the solutions of individual and family problems through the auspices of the agency of attachment or through other available avenues. The probation officer will have no duties other than those attendant to case supervision.

In addition, a para-professional aide will assist the officer in guiding the probationer to useful activities. The probation aides will be selected on the basis of their familiarity with specific locations and their knowledge of Newark. The probation aides will be mature young people, who have proven stability and a strong sense of direction. In some cases, they will be ex-offenders who have successfully completed probation and now occupy a responsible position in society in terms of socialization and the world of work.

The probation officers will supervise the aides. The aides will function as supportive arms to the officers. The aides assigned to the officer will focus on needs of the probationers as they relate to established institutions. These institutions include departments of welfare, housing, medical care, state employment services, manpower and training programs, educational institutions, etc. The aides will serve as liaisons between the service institutions and the probationers.

At the beginning of the project the Probation Department will conduct In-Service training programs for the aides and officers selected for participation in the project. During this period the Probation Department will spell out what is expected of the aides and officers. The aides will become thoroughly familiarized with their roles and reporting systems required by the Probation Department. During this period, the center teams will be matched up, and they will get a chance to know each other, and work out their particular plan of operation based on locale, etc. All participants will become thoroughly familiar with existing resources in Newark, so as to maximize the rehabilitation effort.

**BUDGET — Two Years**

HUMAN RESOURCES (Officers, Aides, Clerical)	\$204,000
MATERIAL RESOURCES (Equipment, Operating Expenses)	<u>8,000</u>
Total Cash Required — Two Calendar Years	\$212,000

**Fiscal Year 1972** — No funds requested

**Fiscal Year 1973**

Part C Funds	-0-
Part E Funds	\$107,000
Local Match	\$36,000
Hard Cash	
Soft Match	\$36,000

**Fiscal Year 1974**

Part C Funds	-0-
Part E Funds	\$105,000
Local Match	\$35,000
Hard Cash	
Soft Match	\$35,000

**5.5 Rehabilitation Program for Essex County Correctional Center**

**Objectives**

1. To prevent recidivism among incarcerated Newark target crime offenders by:
  - a. providing the vocational training which will enable them to find jobs after release,
  - b. providing job placement specialists to find jobs for them,
  - c. providing the psychological diagnoses, care and treatment of problems which lead to recidivism, and
  - d. providing community sponsors for target offender inmates who have no functional families to help reintegrate them into the law-abiding community.

**Implementation**

After extensive dialogue with the Center concerning its unfulfilled needs, the following institutional priorities were set out:

1. Sponsorship program (Man-to-Man) and job placement specialists.
2. Landscaping shop.
3. Diesel engine shop.
4. Refrigeration maintenance shop.
5. Psychiatrist and Psychologist.

The shops were selected because they teach useful trades which are marketable and in demand in today's job market in the Essex County area. They can be taught during the relatively short term of confinement and do not present major security problems.

**Essex County Correctional Center  
Job Placement Specialists**

Officials at the Essex County Correctional Center report that one of the most pressing problems for the

inmates is what to do upon release. The Center has several educational and vocational programs in operation whereby many inmates can advance their educational level or learn a skill. The major problem develops approximately four weeks prior to the inmate's scheduled release. It is at that final stage of his sentence that he must think about lining up a job. Presently, there are not enough people to help him do that. It is physically impossible for an inmate to circulate in the community and contact prospective employers, unless he is permitted freedom during the day on a "job-finding" furlough. Even then, he would find that most employers are unwilling to hire him with a record. Of course, the inmates who are on work-release will not face this problem, but the more serious offenders, the target offenders, are not the ones on work-release. Nor are the unskilled offenders participating in work-release. It is that category of unskilled, serious offenders who need vocational placement the most. The Center does not have the personnel to help these offenders find jobs. Liaison people are needed to function between the institution and the hiring Newark community. For that reason, IMPACT's "M-2" project will have an expanded job placement specialist component designed to supply the Center with ten job placement specialists. See "Man-to-Man Project" for further details on this component.

**Landscaping Shop**

This component of the institutional improvement project involves teaching landscaping to inmates. Landscapers are in great demand in the Essex County area and earn good salaries. An offender's criminal record would not be a great handicap in this area because the work is outdoors and not in a situation where valuables are around.

The Center has a greenhouse and a horticultural shop. The shop is limited by equipment and personnel to teaching the basics of growing plants, a skill useful in working for a florist. With a landscaping instructor, an extra correctional officer and some equipment, the Center can begin teaching the trade of landscaping. It already has the land (ninety-seven acres) and the willing inmates.

Landscaping, in addition to being a useful trade, provides an activity for those few inmates who cannot be motivated to participate in any of the institution's programs. It gives them an opportunity to work with their hands without going through the extensive training of other shops. Of course, the majority of those in the landscaping shop will learn the trade from A to Z, but there is room for those who are not patient enough to sit through the instruction periods.

**Diesel Engine Shop**

The Center has an excellent automobile repair shop in operation now, but it is limited in the number of trainees it can handle at one time. While there are jobs available for auto mechanics, there are also jobs for truck mechanics. Trucks use diesel engines and the skills required to service these engines can be acquired during a comprehensive short term course. This shop could accommodate and train a great number of inmates, preparing them for good jobs on the outside. With some equipment and personnel, the shop could use state and county trucks as instructional guinea pigs.

**Refrigeration Maintenance Shop**

Another area of vocational training which is in demand and can be taught to inmates is refrigeration maintenance, that is, the servicing of refrigerators, air conditioners and heaters. This type of shop would especially appeal to those inmates who seek higher level vocational training than that which is already offered.

**Psychiatric and Psychological Care Project**

There is no psychiatrist at the Center now, but there is a great need for one. For diagnoses and treatment, the Center must have one full-time psychologist and one part-time psychiatrist. Every inmate should at least be diagnosed, especially the target offenders. Treatment is a second facet of the need for professionals. There are many inmates at the Center who need therapy and counseling, but go without it and their problems continue to worsen. An estimated twenty percent of the Center's population needs therapy, and it is likely that a good proportion of that twenty percent are recidivating target offenders. Without therapy to interrupt their disturbances, their behavior patterns will continually be repeated.

**BUDGET — Two Years**

HUMAN RESOURCES (Personal—Landscaping, Diesel Engine, Refrigeration Maintenance Shops—Psychologists)	\$206,000
MATERIAL RESOURCES (Equipment—Landscaping Diesel Engine, Refrigeration Maintenance Shops)	<u>228,000</u>
Total Cash Required — Two Calendar Years	\$434,000

**Fiscal Year 1972** — No funds requested

**Fiscal Year 1973**

Part C Funds	-0-
Part E Funds	\$298,000
Local Match	\$100,000
Hard Cash	
Soft Match	\$100,000

**Fiscal Year 1974**

Part C Funds	-0-
Part E Funds	\$136,000
Local Match	\$ 46,000
Hard Cash	
Soft Match	\$ 46,000

**5.6 IMPACT Diagnostic Center Program**

**Objectives**

1. To reduce recidivism among Newark target offenders by:

(a) assuring their receipt of the needed medical and rehabilitative services through early diagnosis of problems which hinder rehabilitation and induce recidivism,

(b) removing from the criminal justice system those offenders whose problems are best treated elsewhere, e.g., mental health clinics, drug treatment programs.

(c) providing the criminal justice system and its components with more and better information about the offender so they will be able to tailor the proper disposition and treatment for his individual needs.

Specifically, the Center will:

1. provide medical and psychiatric diagnoses for target crime offenders in Newark,

2. provide a better basis for sentencing alternatives, and

3. provide the criminal justice system with better information on the offender.

**Implementation**

Pre-sentence reports are currently done without benefit of diagnostic services, except in the case of sex offenders. Thus, the sentencing judge does not have the psychological and/or medical diagnosis on which to base his sentence. Many target offenders who are sent to prison may better benefit from hospitalization, while incarceration only harms them and further prevents their rehabilitation. Such is the case when mental or emotional illness precipitates the target crime or when a disease such as sickle cell anemia causes an inmate to be labelled lazy or

uncooperative, thereby lessening his chances for parole.

The Probation Department, which does the pre-sentence reports and investigations, lost its only psychiatrist last year and now must give the judges reports without diagnoses. There is a need for a diagnostic service in Newark.

A diagnostic center is desperately needed by all agencies in the Newark criminal justice community: probation, parole, prosecutor, public defender, police, courts and correctional institutions. The Probation Department has no one to diagnose emotional and psychological irregularities of probationers. This has a particularly negative effect on a) the assignment of probationers to special caseloads, b) the types of service individual probationers need, c) the amount and kind of information in the pre-sentence report, and d) the ability of the courts to make more informed dispositional decisions.

Additionally, the other agencies which need to use diagnostic services rely on those at Menlo Park. Long waits and the preferential selection of sex offenders make it impossible for Menlo Park to service adequately the Newark criminal justice community. Generally, the offenders do not receive diagnostic services. Those few who do, receive them too late.

The diagnostic center would be neutral, not favoring any agency. An offender could be sent to the center at any point in the criminal justice system, by any agency, and the center could refer the offender for the proper treatment, pending agency approval. The center would report its findings to the referring agency so that the medical and psychiatric information could be used to help the offender.

IMPACT perceives diagnostic services as a means to deliver more appropriate treatment to offenders, thereby increasing the chances of correction and reducing the chances of recidivism.

Ideally, this center will be under the auspices of the New Jersey College of Medicine and Dentistry in Newark and Martland Hospital. The extra personnel, lab equipment and facility space will be paid for by IMPACT. The personnel will be hired through the College and through Martland Hospital. This arrangement has the added advantage of being able to tap into the wealth of psychiatry students and interns.

The center will be able to provide the city with more information on the types of people committing target crimes. Such planning information will constantly be monitored by IMPACT.

**BUDGET — Two Years**

HUMAN RESOURCES (Psychiatrists, Therapist, Diagnosticians, Physician, Clerical)	\$400,000
MATERIAL RESOURCES (Maintenance Costs, Laboratory and overnight retention facilities)	<u>290,000</u>
Total Cash Required — Two Calendar Years	\$690,000

**Fiscal Year 1972** — No funds requested

**Fiscal Year 1973**

Part C Funds	-0-
Part E Funds	\$345,000
Local Match	\$115,000
Hard Cash	
Soft Match	\$115,000

**Fiscal Year 1974**

Part C Funds	-0-
Part E Funds	\$345,000
Local Match	\$115,000
Hard Cash	
Soft Match	\$115,000

**5.7 Home Detention Workers/In-Take Screening Program**

**Objectives**

1. To keep children awaiting a court date trouble free and assure their court appearance.
2. To provide an alternative to Youth House for young detainees which is non-institutional and promotes rehabilitation.
3. To provide a professional screening mechanism for the Juvenile Court to assist in determining which cases require institutional custody pending court.
4. To provide comprehensive guidance and supervision of the young detainee in the community.
5. To begin the correctional process prior to adjudication.
6. To improve the quality and quantity of information about the youngster for adjudicative purposes.
7. To avoid the stigmatization process begun in Youth House.

**Implementation**

In Newark, the child awaiting a court appearance must be released unless, (a) the nature of the conduct charges is such that the physical safety of the community would be seriously threatened if the juvenile were not detained, (b) the physical or mental condition of the juvenile makes his immediate release impractical or, (c) there is no appropriate adult custodian who agrees to assume responsibility for the juvenile and a release on summons to the juvenile is not appropriate.

It is this last condition that can be eliminated by a home detention project.

Aside from the obvious damage done to a child through preadjudicatory institutionalization, there is also damage in that the disposition of the child is more likely to include incarceration. The reason is that the judge's opinion on how the child, if released, is likely to behave is based on the child's past behavior. If the child were in Youth House prior to appearing in court, his most recent community behavior would be viewed negatively. However, if there were an alternative program to Youth House Detention, one which could detain without incarceration, the judge would have better information about the child based on his pre-adjudicatory performance in the program. Such a program is called home detention.

Home detention enables the authorities to release formerly "unreleasable" children. The concept is an alternative to institutional detention. The children are released to a home detention worker and sent home to await court action. The juvenile would live at home and continue to attend school while being given intensive supervision by a trained home detention worker. The cost is much less than institutional care. The workers function in the community is to see their caseload (which would be between five and ten) on a daily basis with the sole objective of keeping the children out of trouble and making sure they appear in court as scheduled.

The criteria for placing a child on home detention are:

- a. the child must need detention
- b. the child has some sort of home to go to
- c. the parents will not resist the home detention worker
- d. the child will be acceptable to the community
- e. there is a worker available with a caseload of less than five
- f. the children will live in Newark

The home detention worker would be available at all times, have adequate transportation resources and make oral reports to the probation officer

preparing the case. He would be free of extraneous duties and could devote all his time to the children. The worker would be paid a salary, and not be a volunteer. In addition to keeping in daily contact with each child, it is expected that he will be in almost daily contact with parents, teachers, police and other significant persons in the child's life. He could engage the child in diversified activities directed toward achieving the goals.

The second part of this project would be an intake screening unit to give the judge a professional assessment as to which cases would require secure custody and which could be released to home detention on other arrangements. The establishment of this service would require special court rule.

This total program would be developed and operated by the Essex County Probation Department. Minimal assistance in getting it operational may be required by a consultant with experience in similar programming.

A similar program was successfully implemented in St. Louis, Missouri. This project is basically patterned after the St. Louis "House Detention Program" which was created by Research Analysis Corporation. The St. Louis project was so successful that when the children returned for their court dates, the judges wanted to sentence them to the project. If the Newark project meets with as great success as the St. Louis project, it will be expanded to provide the judiciary with a new sentencing alternative for those adjudicated delinquent.

In New Jersey the Morris County Probation Department is successfully operating a detention intake screening unit by special Supreme Court authorization.

**BUDGET — Two Years**

HUMAN RESOURCES (Personnel and Related Services)	\$475,000
MATERIAL RESOURCES (Equipment, Facilities, Utilities)	<u>72,000</u>
Total Cash Required — Two Calendar Years	\$547,000

**Fiscal Year 1972** — No funds requested

**Fiscal Year 1973**

Part C Funds	-0-
Part E Funds	\$227,000
Local Match	\$ 76,000
Hard Cash	
Soft Match	\$ 76,000

**Fiscal Year 1974**

Part C Funds	-0-
Part E Funds	\$320,000
Local Match	\$107,000
Hard Cash	
Soft Match	\$107,000

**5.8 Supportive Work Program**

**Objectives**

1. To employ 150 "subemployable" Newark target offenders in order to reduce their need to commit crime, especially crimes of an acquisitive nature.
2. To structure the employment to require no skills at entry level, develop skills and motivation to work, and prepare the ex-offender for employment in the competitive job market.
3. To provide the counseling services necessary to deal with underlying or ancillary problems which obstruct the rehabilitative process.

**Implementation**

There is a programmatic need for special vocational services for target offenders after release. These services would provide the counseling, training and supervision that parole is unable to provide. These services would also reach those who are released without parole, a population which receives no post-release services at all. At any given time, there are over 300 unemployed target parolees in Newark alone. There are reasons why they are not employed. They lack motivation, skills, training, education, experience and opportunity. Potential employers cannot take a chance on hiring them and fear their criminal records. So, they remain unemployed and remain on the streets and recidivate.

Recidivism is a process greatly reinforced by unemployment and drug abuse. Conversely, rehabilitation is a process reinforced by employment and addiction cessation. Often, drug rehabilitation and employment are mutually reinforcing, one helping to bring about the other. A solid approach to stopping recidivism, then, would be to provide employment for ex-offenders, especially those with a drug problem.

Simply providing employment is not enough. The jobs have to be in a supportive environment which has very little stress and is non-competitive, allowing the worker to move at his own pace while guiding him progressively toward learning skills, applying them and moving up the job ladder. The employer must be understanding and tolerant of behavioral

irregularities displayed by the employees, as this may be the first time most of them have ever been gainfully employed or stayed at a job for any length of time. They may not, at first, be capable of waking up on time in the morning or able to follow instructions accurately. The employer must be flexible, patient and able to teach the employee these things through a system of rewards and suspension. The jobs must require no skills at entry level, but must have built-in upward mobility. They must gradually increase the skill level of employees. This rehabilitative employment should train as many as possible to eventually go on to non-supportive work in the outside market. These jobs are essentially a preparatory stage through which unemployables pass on the way to conventional employment. It enables them to adjust to a working life-style, teaches them skills, and builds up a track record of employment which they carry to jobs in the competitive market. It removes most handicaps to employment. In addition to the obvious support services of on-the-job counselors, there are subtle supports. For example, supervisors and foremen come up through the ranks, so that the new employee knows that his superior was once in the same position and also has a criminal record. He could reason to himself, "if that guy could do it, so can I."

The target population of prospective employees is commonly known as "unemployables." They are ex-convicts, often with a drug problem, who have not held a job for more than six months in the last two years, have no skills and represent too high a risk for any employer to hire. They have histories of unemployment, lack of education and training, and have arrest records which include IMPACT's target crimes. They are the most likely group to recidivate in target crimes.

Supportive work, a concept originating from the Vera Institute of Justice, has met with tremendous success in New York City where ex-drug addict offenders have been employed in a messenger service, in water-blasting, in Off Track Betting offices, and in newspaper reclamation. The Pioneer Messenger Service is recognized as one of the finest in New York City, and it competes with private services for clients. The water-blasting company became so good that it won the city's contract for cleaning the outside of all municipal buildings. One entire O.T.B. office is staffed by these "unemployable" ex-offenders and each month, it comes up with fewer cash shortages than any other O.T.B. office. Also, it has a lower absentee rate than the other O.T.B. offices. The newspaper reclamation project, known as the "Paper Tigers", has been able

to line up several large apartment buildings in Manhattan to donate their used newspapers to the project, which in turn sells the newspapers to dealers. The Vera Institute has not only expressed the belief that supportive work will be successful in Newark, but has also committed itself to assisting the Newark IMPACT program in implementing a supportive work project for reclamation of waste materials. Already, Vera's technical assistance has amounted to many informative, developmental man-hours, proving the feasibility of such a project. The success of supportive work in taking an employable person, training him, preventing him from recidivating, placing him in progressively more responsible jobs, and enabling him to enter the competitive job market has led Newark IMPACT to believe that this project is vital to reducing recidivism.

Preliminary research has shown that this project will be able to resell all the newspapers, glass and aluminum it collects. Commitments have been obtained from Metro Glass Company in Jersey City to purchase all the glass the project collects. Also, Reynolds Aluminum Company and other aluminum products manufacturers have committed themselves to purchasing reclaimed aluminum from the project, if the metal is compacted, shredded in ingots. Additional aid has been enlisted to set the project up. Mr. Henry Seales, the National Volunteer Reclamation Coordinator has devoted many hours, and will devote many more to planning this project.

In addition to being completely feasible, this project is highly desirable. The Newark District Parole office has expressed a strong need for such a project immediately and has identified unemployment as a major cause of recidivism. They have also said that they have about 300 parolees they would like to place in supportive work immediately and have sent us their letter of commitment to the project. The Essex County Correctional Center is quite anxious to see this project started and would like to begin referring releases to it, especially those who have had vehicle engine training within the institution, but cannot find work after release. The manpower programs in Newark indicate an urgent need for this project, as they are unable to place this type of "unemployable." They have also offered training assistance for the project, free of charge. The Director of the New Jersey Division of Corrections and Parole has sent a letter of commitment to IMPACT in support of this project.

There are certain very obvious reasons for selecting recycling and reclamation as the type of work to be done. First, it is a new and greatly needed

industry. Second, it is not unionized and will therefore not bar former offenders from working because of an inability to obtain union membership. It does not require the licensing of workers. It will not face tough competition from the private sector because only one private company on the east coast devotes itself solely to the recycling business. (Interestingly, that firm, Ecological Recycling Co., picked Newark in which to locate.) There is a great deal of potentially recyclable industrial, commercial and residential waste in Newark and the city has reached its saturation point for landfill. The cost to the city of carting so many tons of waste a long distance for dumping is quite high. One logical solution is to reclaim tons of paper, glass and aluminum and sell it to the recyclers. This type of industry contains a wide diversity of jobs within one firm, all of which can lead to a higher position. Additionally, upward mobility in this area includes the setting up of one's own business with the aid of such agencies as the Small Business Administration. The skills acquired in this type of industry are diverse and easily transferable to many other jobs. It is profitable enough to help defray the extra costs of supportive work, e.g., counselors.

#### BUDGET — Two Years

<b>HUMAN RESOURCES</b>	
(Director, Counselors, Clerical, Employed Ex-Offenders)	\$ 720,000
<b>MATERIAL RESOURCES</b>	
(Equipment, Renovation, Factory Rental, <sup>1</sup> Supplies)	440,000
Total Cash Required —	
Two Calendar Years	\$1,160,000 <sup>2</sup>
<b>Fiscal Year 1972 — No funds requested</b>	
<b>Fiscal Year 1973</b>	
Part C Funds	-0-
Part E Funds	\$ 760,000
Local Match	\$254,000
Hard Cash	
Soft Match <sup>1</sup>	\$254,000
<b>Fiscal Year 1974</b>	
Part C Funds	-0-
Part E Funds	\$ 400,000
Local Match	\$134,000
Hard Cash	
Soft Match	\$134,000

<sup>1</sup>All efforts will be made to obtain a factory free of charge from the City, but if necessary, the program will rent one.

<sup>2</sup>First year funds will be requested from LEAA under Part E in order that the program commence immediately. Second year funds will hopefully flow from the Department of Labor (EEA) and

the National Institute of Mental Health consistent with the proportion of funds allocated for the LEAA funded Supportive Work Program in New York City. Also, all funds collected by the program will go to defray the costs of the program:

#### Soft Match — Additional Information

Consultants (Vera Institute, Sanitation Department National Reclamation Coordinator, Reynolds Ballantine Reclamation Project Manager, et. al.)	\$ 70,000
Training (Public Employment Project, Vera Institute, Supportive Work Projects in N.Y.C.)	50,000
Equipment Donations	50,000
Labor (youngsters making individual collections for project; sorting and loading materials on weekends and after school)	20,000
Citizen Donations (glass, aluminum and paper)	50,000
Total	<u>\$240,000</u>

Other contributions will be sought from public utilities private industry, local and state government agencies concerned with the environment. Also, a factory may be donated for the project.

#### 5.9 NARCOTICS — Rehabilitation of Target Offenders

##### 5.9.1 TASC

The program model to deal with addicted target offenders which will be developed in Newark by IMPACT under the auspices of the Addiction Planning and Coordinating Agency, the N.J. State Health Department and the N.J. College of Medicine and Dentistry, is essentially that proposed by the Special Action Office for Drug Abuse Prevention — "TASC" (Treatment Alternatives to Street Crime).

Its objectives are to:

1. Reduce the target crime rate among drug abusers.
2. Reduce drug abuse among target offenders.
3. Divert drug abusers from the criminal justice system into a treatment system in order to interrupt the revolving door phenomenon.
4. Provide an alternative to current detention and sentencing modes.

The project begins in the police station house where all arrestees are screened for drug addiction by interview with a trained ex-drug offender and a urine analysis done on a FRAT machine. Information obtained may not be used to prosecute the arrestee.

Findings are then forwarded to the judiciary, prosecutor and defense attorney. They then determine whether the arrestee shall be detained or diverted to the TASC program. Detoxification follows, either in the detention facility or in the TASC short-term detoxification unit where both medical aid and counseling services are provided.

The individual is next evaluated by the diagnostic unit and referred to a treatment modality, or a series of treatment modalities (including transfer to a community program). During the treatment period a patient tracking system follows the individual to insure compliance with program and bail conditions. A failure is treated as a violated bail and a revocation and bench warrant may follow. When brought up for trial the judiciary may consider the individual's progress to date and may utilize the program as a sentencing alternative or as an alternative even to further prosecution.

*Center of the Addictions:*

In this regard the Addiction Planning and Coordinating Agency of the city plans concomitant implementation of a central, city-wide center of the addictions to be funded by N.I.M.H. and *not IMPACT monies*. That program will provide:

*Medical Services:*

- a. Residential detoxification (30 days versus the short-term 7-14 day detoxification outlined above).
- b. Multi-phasic health examination.
- c. Laboratory for ongoing urine monitoring (versus initial FRAT test).
- d. Chemotherapy (methadone maintenance with a centralized pharmacy).

*After Care Services:*

- a. Vocational rehabilitation
- b. Educational
- c. Manpower training

*Supportive Services:*

- a. Welfare caseworkers
- b. Family counseling
- c. Other

*Diagnostic Unit:*

- a. Intake-patient plan created
- b. Patient (city-wide) tracking system
- c. Patient information system (for evaluation and management feedback)

*Expansion of Existing Services:*

- a. Therapeutic communities expanded
- b. 3 additional communities
- c. 3 new day-care (ambulatory detoxification units)

*Program Implementation:*

In the "Supplemental Instructions and Guidelines for the Preparation of a Grant Application for LEAA Discretionary Funding for a TASC Project" promulgated by the Special Action Office for Drug Abuse Prevention (SAODAP) it is directed (at p. 14) that: "The project will be conducted in three phases — Project Planning, Project Start-up and Training, and Project Operation and Delivery of Service".

Those three phases are described in the following terms:

**1. Phase I — Project Planning**

The objectives in the Planning Phase will be to develop a detailed program including a comprehensive systems description and action plan budget, administrative mechanisms, training requirements, treatment and rehabilitation supportive services, site identification, evaluation plan, and community coordination for the implementation of the City of Newark TASC Project. The planning phase will include detailed input from the judiciary, prosecutor's office and public defender's office.

**2. Phase II — Project Start-up & Training**

The objectives of this phase will be to incrementally hire and train project staff, to prepare and equip component facilities, to develop client processing and tracking procedures, to develop additional supporting community treatment capability where feasible and to develop project evaluation capability and methodology.

**3. Phase III — Project Operation and Delivery of Services**

The objectives on this phase will be to initiate and continue arrestee screening, to process program participants into the multi-phasic Drug Treatment Center and initiate treatment, to incrementally initiate and effect operation of the treatment facilities, to effect placement of clients into supportive community treatment resources, and to initiate and conduct the project evaluation.

It is the intention of the IMPACT CAT and the implementing agencies to comply with SAODAP's guidelines for phased implementation. Thus, the first phase (planning) and detailed program development has begun including such activities and data collection as indicated below:

- 1. Collection and analysis of data to more clearly relate the incidence of drug abuse to IMPACT target crimes. More specifically, this data will indicate:
  - Number of arrestees by offense.
  - Estimated number of arrestees who are opiate dependent, by offense.

- Estimated number of opiate dependent arrestees who might qualify for TASC, by offense.
- Number and daily rate of opiate dependent arrestees who qualify for TASC that might be referred by offense.
- Estimated composition of client population (sex and age).
- Capacity of existing drug treatment programs by modality.
- Utilization of existing drug treatment programs by modality.
- Estimated number of TASC clients by modality.
- Assessment of number of clients that can be absorbed in each existing drug abuse treatment program, by modality, on a fee-for-service basis.
- Estimated cost per client by modality. (Expressed as cost per day, cost per visit, cost per urine analysis, etc. as appropriate).
- Estimated total cost of crime by addicts to support habit.
- Estimated cost to criminal justice system to process addicts.
- Average time between arrest and arraignment.
- Average time between arraignment and trial for misdemeanors and felonies.

2. Contacts and commitments with diverse segments of the criminal justice system and related agencies:

- the Essex County Court
- The Newark Municipal Court
- Essex County Department of Probation
- the Essex County Public Defender's Office
- the Police Department
- Existing Narcotic Treatment Centers—public and private in the Newark metropolitan area
  - Intake facilities
  - Residential and ambulatory detoxification units
  - Methadone maintenance units
  - Residential and ambulatory drug free units
  - Hospitals
- Essex County Welfare Department
- Newark Health Department

3. The development of the plan of operations will include a hierarchy of performance and capability objectives as stipulated in IMPACT project proposal guidelines.

4. The feasible locations of the project are being ascertained.

5. Staff positions are being developed. Criteria for selection of staff are formulated during this phase.

6. The patient tracking system to monitor the progress of a client through TASC will be established.

7. A determination will be made as to the

percentage of project participants referred to drug-free programs. TASC proposal guidelines (*Supplemental Instructions and Guidelines for the Preparation of a broad Application for LEAA Discretionary Funding for a TASC Project* Special Action Office for Drug Abuse Prevention) indicate that, due to the relatively excessive failure rate of drug free programs, no more than 20% of those eligible be referred there.

8. A detailed strategy for interviewing clients to determine the treatment most amenable to his needs is being developed. In addition, criteria to remove clients from TASC are being formulated. (It should not be left to the sole discretion of a treatment counselor).

9. All potential contracted services are being researched and subsequently delimited in time for project implementation.

10. The logistics of an escort service, which is provided for each client to the Multi-phasic Treatment Center and from the Center to treatment facility will be described in detail.

11. An evaluation component, conforming to the performance management system of the Newark IMPACT office is being developed in conjunction with the Newark CAT. The operation of the client tracking system is crucial to the success of the evaluation effort.

12. A detailed budget, consistent with LEAA and SLEPA regulations is being developed.

<b>BUDGET — Two Years</b>	
HUMAN RESOURCES (Administrative, Intake Screening, Court Diversion, Multi-Phasic Drug Treatment Center, Information and Patient Tracking System, Consultants)	\$1,060,000
MATERIALS RESOURCES (Equipment and Facilities)	107,000
Total Cash Required— Two Calendar Years	\$1,167,000
<b>Fiscal Year 1972</b>	
Part C Funds	-0-
Part E Funds	\$ 557,000
Local Match	\$186,000
Hard Cash	
Soft Match	\$186,000

**Fiscal Year 1973**

Part C Funds	-0-	
Part E Funds	\$ 610,000	
Local Match	\$204,000	
Hard Cash		
Soft Match	\$204,000	

**Fiscal Year 1974 — No funds requested****NIMH FUNDING**

Multi-phasic Drug Treatment Center	\$ 320,960
Information and Patient Tracking System	99,710
Therapy, Methadone Maintenance, Treatment	540,000
Facilities, Equipment	50,000
Expenses	8,000
First Year NIMH Total	\$1,018,670
Second Year NIMH Total	\$1,120,000
Total NIMH Funding for Two Years	\$2,138,670

**5.9.2 Drug Abuse Evaluation Unit****Objectives**

1. Reduce the number of target crimes committed in Newark by drug addicts.
2. Assure that addicted target offenders will receive the type of treatment best able to prevent them from recidivating.
3. Identify those drug treatment programs which work best with different target crime offenders in order to plan future treatment methods which have a greater probability of successfully treating addiction and thereby reducing the need to commit target crimes of an acquisitive nature.
4. Prepare a profile of addicted target offenders and utilize it as a predictive model for treatment of addicted target offenders, especially those diverted through TASC.

**Implementation**

The New Jersey College of Medicine and Dentistry has a three year old on-going treatment and rehabilitation program in its Division of Drug Abuse. The program has seen 6700 addicts in an attempt to detoxify them and refer them to one of six participating treatment modalities: New Well, Mount Carmel Guild, Integrity, DARE, Odyssey House, and N.J.S. Drug Addiction Treatment Center. The six agencies are part of the program in which the College is the N.I.M.H. grantee. The College's program is one of the largest N.I.M.H. sponsored drug programs in the country.

The College is responsible for six activities:

1. Fiscal coordination of the program and all its participants.
2. Program coordination
3. Housing and maintenance of central confidential narcotic registry (6700 addicts now registered)
4. Detoxification and medical care services for program patients
5. Consultation services
6. Tracking of all patients entering the system and monthly reporting to N.I.M.H.

After the College performs the above activities, it does not have the means to evaluate the different treatments for different addicts. NIMH money must be spent for patient care and treatment, and not to judge the effectiveness of what is being done.

Evaluation is especially important if we are ever to determine the particular types of treatment which work best for particular addicts. In the case of target offenders, we already know that their addictions are complicated by criminal records and anti-social behavior. Yet, we do not know which kind of treatment is best for them. We need to know which treatment not only will eliminate addictive habits, but will also eliminate other problems contributing to target crime commission. It is important to fund this unit as soon as possible so that its results can be used in referring diverted target offenders from TASC into suitable treatment modalities.

Evaluation of treatment modalities by individual needs will help assure that addicted target offenders will receive the proper treatment and not recidivate, but will also help to:

1. Utilize more effectively the millions of public and private dollars spent on drug treatment,
2. extend the boundaries of knowledge in this relatively new field,
3. improve treatment and rehabilitation of patients,
4. set higher standards for drug abuse programs,
5. learn more about how to reliably evaluate drug abuse programs.

Emphasis on numbers of patients must be replaced with quality of treatment. It is good to treat as many addicted target offenders as possible, but it is best to treat them through a specific modality which assures addiction cessation and recidivism elimination. If a predictive model can be created for target offenders with drug habits, we can significantly reduce the number of target crimes committed by addicts.

The importance of evaluation has been recognized by private foundations in the Newark area which have given the College \$60,000 for an evaluation unit.

The College will create a professional evaluation unit utilizing multidisciplinary teams of specialists to make valid assessment of the treatment modalities of the six agencies in its Newark program. This evaluation will be patient and treatment system oriented, not agency oriented. It will measure changes in life styles and target criminality which reflect progress or retrogression, and evaluate the treatment modality with respect to each patient. The results will help to match patients to the most effective treatment modality for that particular type patient.

A statistical sample will be drawn from the 6,700 registered patients. It will include male and female, as well as an age span. Pre-treatment interviews will be conducted utilizing modifications of a special 35-page questionnaire developed by the Drug Abuse Division of the College which will include self-reporting on target crimes. There will also be a variety of psycho-social testing and medical evaluation of the patients. Follow-up interviews during the course of treatment will utilize standardized instruments and techniques. There will be computerized analysis of the data by the College through the computerized registry and patient tracking system set up under the NIMH grant. The staff and faculty of the Medical School from the fields of psychiatry, medicine, psychology and nursing will participate in professional interpretation and reports.

The project coordinator will be Dr. Stanley Einstein, Associate Director of Drug Abuse Program. The following members of the Drug Abuse Division will serve as consultants: Dr. Donald B. Louria, Chairman of Public Health and Preventive Medicine, an internationally known expert in the field of drug programs; and Dr. Edward A. Wolfson, Director of the Drug Abuse Division, Dr. Marvin Lavenhar, Director of Biostatistics, and Mr. Mark Quinones, Department Administrator.

The evaluation team will include two types of members: Bio-medical systems specialists and health care practitioners. The team will be able to build on the current data collecting procedures in the NIMH-supported program, which is strictly limited to the traditional parameters of "success, i.e., drug free, crime free, and employed in productive work."

The College's evaluation unit will be particularly interested in the type of addict served by each program, his maturation, duration of drug use, the number of drugs regularly taken, family background, educational background, social adjustment, evidence of criminal behavior, psychiatric status, and employment record. His changes in attitude during therapy, subsequent drug use, as well as his work

record, social adjustment, and criminal behavior will be scrutinized not only by reviewing records of the specific rehabilitation program, but also by interviewing the addict, and where possible, talking to employers, investigating his family situation, and checking court, police and parole records.

The Evaluation Unit of the Division of Drug Abuse and the affiliated treatment agencies have entered into an agreement whereby the Evaluation Unit will be permitted independently to evaluate each of the affiliates using standardized methods of data collection. The N.J. Drug Addiction Treatment Information Project has offered its help in this worthwhile endeavor, although it does not plan to cover Newark or target offenders, per se, in its research.

**Financial Request**

The College has seed money to establish an evaluation program with the expectation that the first phase could be initiated for approximately \$60,000. This grant will cover the hiring of the core staff, i.e., Research Coordinator, Statistician, System Analyst and Secretary as well as the preparation of interviewing material. The State Division of Narcotics and Drug Abuse Control has expressed a definite interest in creating a professional evaluation unit in New Jersey. There are indications that at least a matching grant could be secured now that seed money is forthcoming and that in subsequent years the Program could be supported by the State agency budget. The College requests \$87,000 to fund the balance of the program.

**Significance of Grant**

This grant will make possible the first professional evaluation unit in a position to make an independent study of a major treatment and rehabilitation program. The approaches and techniques which are developed and utilized will influence the establishment of evaluation units throughout the country in the drug abuse field.

With the growth of evaluation will come a broad base of knowledge to assist the public and private sector in judging how most wisely to invest available funds.

It is hoped that eventually evaluation will lead to a more selective approach matching the patient with the most effective therapeutic modality. Meantime, the evaluation unit in the College Program should help the participating agencies improve their efforts, resulting in better treatment and rehabilitation of addicts in Newark as well as in the rest of the State.



The data collected will be analyzed in terms of differential levels, keeping two critical questions in mind:

1. Does the affiliate treatment system achieve the program goals for a patient that it has committed itself to, and if not, why not?

2. From the perspective of the multidisciplinary team of the Division of Drug Abuse, is the appropriate treatment of the patient being achieved, and if not, why not?

The efficacy of each treatment program will be analyzed with respect to the following four major criterion categories:

1. Drug Use — Type, Frequency, Amounts, Circumstances (Urine chromatographic analysis will be done at appropriate intervals).

2. Legal Involvement — Number and type of arrest and/or convictions circumstances and reasons.

3. Job — Type, Seniority, Absenteeism, Performance, Accidents, Salary, Promotions (evaluated insofar as possible by interviews with employers).

4. Other Non-Drug-Related Behavior and Circumstances — Interpersonal relationships, residence, health status, use of community resources, sexual behavior, etc.

From these data the success rate of any program can be impartially determined. Such a determination will benefit the program itself, will aid those

determining public health policy and help those responsible for private or governmental fundings of rehabilitation programs. It is clear from a study of the literature and reports from various treatment agencies that there has been a waste of years and talent because valuable data have been collected in a haphazard manner. Different types of patients have been treated in programs offering different types of therapy and/or rehabilitation for varying periods of time. Reported "success" rates have been based on different denominators, using various goals and methods of data collection that cannot be compared.

**BUDGET — Two Years**

HUMAN RESOURCES		
(Research Coordinator, Statistician, Systems Analyst, Statistical Clerk)		
		\$73,000
MATERIAL RESOURCES		
(Equipment, Supplies, Printing)		
		<u>14,000</u>
Total Cash Required —		
Two Calendar Years		
		\$87,000
Fiscal Year 1972 — No funds requested		
Fiscal Year 1973		
Part C Funds		
		-0-
Part E Funds		
		\$87,000
Local Match	\$29,000	
Hard Cash		
Soft Match	\$29,000	

**III. B.**

**COMPREHENSIVE BUDGET STATEMENT**

**Budget Narrative**

The financial plan for the Newark IMPACT Program includes a two-year operating budget that contains estimated costs, both recurring and non-recurring for selected programs. These cost estimates represent the total of LEAA requested funds, including both part "C" and part "E" categories of the Omnibus Act, and the subgrantee matching contribution. Additional funds from sources other than LEAA — Federal or State sources that may be contributed to individual projects — will be reflected in project application budgets.

The budget estimates presented below are based on available research as gathered by the IMPACT crime analysis team, local criminal justice agencies and officials as well as private consultants and the National Institute.

Individual projects will be required to present detailed budgets prior to funding in accordance with developed IMPACT project proposal guidelines.

The IMPACT budget estimate calls for \$20,273,000 of LEAA funds for the three fiscal, two calendar, years of operation.

At present the understanding is that the additional 25% match requirement of local county or state

government may be borne as both cash and "in-kind", as follows:

- A cash match of at least 10% of the total project cost will be required for part "C" funds for fiscal years 1973 and 1974.
- No cash match is required for any Part E monies.
- No cash match is required for 1972 fiscal money — Part C or E.

**Potential Sources of Match Money**

The Newark City Administration is now preparing its budget for fiscal year 1973. The cash needs for the IMPACT Program will be discussed with the appropriate City officials with the objective of making provisions for IMPACT funded projects in accordance with Federal requirements. Likewise, County and State sponsored programs will be assessed by their jurisdiction for provision of cash match as needed.

There is some prospect that Model Cities and Planned Variations monies may be utilized as a contribution to the total 25% match requirement since several IMPACT projects interface with the Model Cities effort.

**IMPACT BUDGET ALLOCATIONS: A SUMMARY**

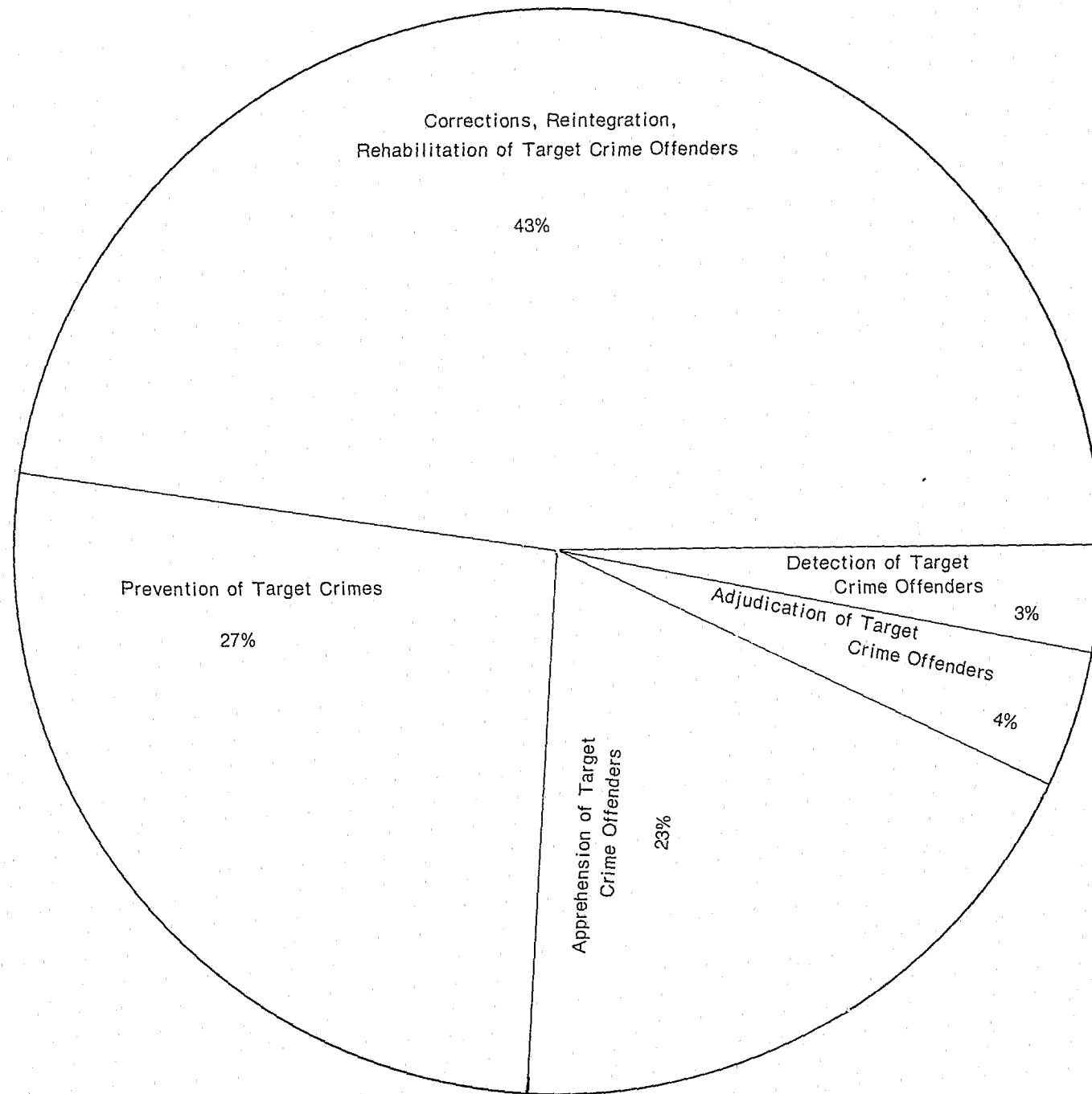
— FISCAL YEAR 1972 —

PROGRAM	Total Cost	LEAA		Local Match	
		Part E	Part C	Cash	Soft
<b>Prevention of Target Crimes</b>					
Public Housing Security Program	\$ 1,334,000		\$ 1,000,000		\$ 334,000
Target Offender Youth Development/ Rehabilitation Program	523,000	\$ 314,000	78,000		131,000
Street Lighting Program	200,000		150,000		50,000
<b>Corrections, Reintegration, Rehabilitation of Target Crime Offenders</b>					
Man-To-Man Program	\$ 620,000	465,000			155,000
Residential & Non-Residential Treatment Centers	800,000	600,000			200,000
Treatment Alternative To Street Crime (TASC)	743,000	557,000			186,000
TOTALS--1972 —	\$ 4,220,000	\$1,936,000	\$ 1,228,000		\$1,056,000

PROGRAM	Total Cost	LEAA		Local Match	
		Part E	Part C	Cash	Soft
<b>Prevention of Target Crimes</b>					
Target Offender Youth Development/ Rehabilitation Programs	\$ 502,000	\$ 308,000	\$ 67,000	\$ 10,000	\$ 117,000
Team Policing/Citizen Anti-Crime Effort	1,713,000		1,284,000	172,000	257,000
Target Hardening Program (Small Business)	236,000		176,000	24,000	36,000
Property Identification Program	138,000		103,000	14,000	21,000
Protect Yourself Program	32,000		23,000	4,000	5,000
High School Dropout/Truant Crime Reduction Program	411,000	252,000	55,000	8,000	96,000
<b>Detection of Target Crime Offenders</b>					
Investigative Training for Patrolmen Program	119,000		89,000	12,000	18,000
Personnel & Resources for the Criminalistics Laboratory	437,000		327,000	44,000	66,000
<b>Apprehension of Target Crime Offenders</b>					
Reduction of Street Crime Through Improved Communication, Command & Control:					
Project: 911 Emergency Telephone Number	77,000		57,000	8,000	12,000
Project: Police Manpower & Resource Alloc.	195,000		145,000	20,000	30,000
Project: Police-To-Police Communications System Improvement	900,000		675,000	90,000	135,000
Police Anti-Crime Units Program	1,356,000		1,016,000	136,000	204,000
<b>Adjudication of Target Offenders</b>					
IMPACT - Crime Court Program	648,000		485,000	65,000	98,000
<b>Corrections, Reintegration, Rehabilitation of Target Crime Offenders</b>					
Residential & Non-Residential Treatment Centers	534,000	400,000			134,000
Special Probation Caseloads/Probation Volunteers Program	643,000	482,000			161,000
Decentralized Probation Services Program	143,000	107,000			36,000
Essex County Correctional Center Program	398,000	298,000			100,000
IMPACT - Diagnostic Center Program	460,000	345,000			115,000
Home Detention Workers-Intake Screening Program	303,000	227,000			76,000
Supportive Work Program	1,014,000	760,000			254,000
Treatment Alternative to Street Crime (TASC)	814,000	610,000			204,000
Drug Abuse Evaluation Unit	116,000	87,000			29,000
<b>TOTAL--1973 --</b>	<b>\$11,189,000</b>	<b>\$3,876,000</b>	<b>\$4,502,000</b>	<b>\$ 607,000</b>	<b>\$2,204,000</b>

PROGRAM	Total Cost	LEAA		Local Match	
		Part E	Part C	Cash	Soft
<b>Prevention of Target Crimes</b>					
Public Housing Security Program	\$1,000,000		\$ 750,000	\$ 100,000	\$ 150,000
Target Offender Youth Development/ Rehabilitation Program	493,000	\$ 302,000	66,000	10,000	115,000
Team Policing/Citizen Anti-Crime Effort Program	1,335,000		1,000,000	134,000	201,000
Property Identification Program	111,000		82,000	12,000	17,000
High School Dropout/Truant Crime Reduction Program	384,000	235,000	52,000	7,000	90,000
<b>Detection of Target Crime Offenders</b>					
Investigative Training for Patrolmen Program	113,000		84,000	12,000	17,000
Personnel and Resources for the Criminalistics Laboratory	137,000		102,000	14,000	21,000
<b>Apprehension of Target Crime Offenders</b>					
Reduction of Street Crime Through Improved Communication, Command and Control:					
Project: 911 Emergency Telephone Number	72,000		53,000	8,000	11,000
Project: Police Manpower and Resource Allocation	42,000		30,000	5,000	7,000
Project: Police-to-Police Communications System Improvement	900,000		675,000	90,000	135,000
Project: Computer Assisted Dispatch	1,377,000		1,032,000	138,000	207,000
Police Anti-Crime Units Program	812,000		608,000	82,000	122,000
<b>Adjudication of Target Crime Offenders</b>					
IMPACT - Crime Court Program	530,000		397,000	53,000	80,000
<b>Corrections, Reintegration, Rehabilitation of Target Crime Offenders</b>					
Man-to-Man Program	672,000	504,000			168,000
Residential & Non-Residential Treatment Centers	1,334,000	1,000,000			334,000
Special Probation Caseloads/Probation Volunteers Program	604,000	453,000			151,000
Decentralized Probation Services Program	140,000	105,000			35,000
Essex County Correctional Center Home Detention Workers - Intake Screening Program	182,000	136,000			46,000
Supportive Work Program	427,000	320,000			107,000
IMPACT Diagnostic Center Program	534,000	400,000			134,000
IMPACT Diagnostic Center Program	460,000	345,000			115,000
<b>TOTAL--1974 --</b>	<b>\$11,659,000</b>	<b>\$3,800,000</b>	<b>\$4,931,000</b>	<b>\$665,000</b>	<b>\$2,263,000</b>
<b>TOTAL--1972, 1973, 1974 --</b>	<b>\$27,068,000</b>	<b>\$9,612,000</b>	<b>\$10,661,000</b>	<b>\$1,272,000</b>	<b>\$5,523,000</b>
		<b>\$20,273,000</b>			

Distribution of IMPACT (LEAA) Funds  
By Process Area



PROJECT DESCRIPTIONS  
GEOGRAPHIC JURISDICTION  
FY 1972-1973-1974-COMBINED

MUNICIPAL	Total Cost	LEAA Funds Requested	Local Match	
			Cash	Soft
<b>Prevention of Target Crimes</b>				
Public Housing Security Program	\$ 2,334,000	\$ 1,750,000	\$ 100,000	\$ 484,000
Target Offender Youth Development Rehabilitation Program	1,518,000	1,135,000	20,000	363,000
Street Lighting Program	200,000	150,000		50,000
Team Policing/Citizen Anti-Crime Effort Program	3,048,000	2,284,000	306,000	456,000
Small Business Target Hardening Program	236,000	176,000	24,000	36,000
Property Identification Program	249,000	185,000	26,000	38,000
Protect Yourself Program	32,000	23,000	4,000	5,000
High School Dropout/Truant Crime Reduction Program	795,000	594,000	15,000	186,000
<b>Detection of Target Crime Offenders</b>				
Investigative Training for Patrolmen Program	232,000	173,000	24,000	35,000
Personnel and Resources for the Criminalistics Laboratory	574,000	429,000	58,000	87,000
<b>Apprehension of Target Crime Offenders</b>				
Reduction of Street Crime Through Improved Communication, Command & Control:				
Project: 911 Emergency Telephone Number	149,000	110,000	16,000	23,000
Project: Police Manpower & Resource Allocation	237,000	175,000	25,000	37,000
Project: Police-To-Police Communications System Improvement	1,800,000	1,350,000	180,000	270,000
Project: Computer Assisted Dispatch	1,377,000	1,032,000	138,000	207,000
Police Anti-Crime Units Program	2,168,000	1,624,000	218,000	326,000
<b>Corrections, Reintegration, Rehabilitation of Target Crime Offenders</b>				
Man-To-Man Project	1,292,000	969,000		323,000
Residential and Non-Residential Treatment Centers	2,668,000	2,000,000		668,000
Supportive Work Program	1,548,000	1,160,000		388,000
<b>Narcotics - Rehabilitation of Target Offenders</b>				
Treatment Alternative to Street to Street Crime (TASC)	1,557,000	1,167,000		390,000
<b>TOTAL - MUNICIPAL - 1972, 1973 &amp; 1974 - (COMBINED)</b>	<b>\$22,014,000</b>	<b>\$16,486,000</b>	<b>\$1,154,000</b>	<b>\$4,374,000</b>

Continued --

PROJECT DESCRIPTIONS  
GEOGRAPHIC JURISDICTION  
FY 1972-1973-1974-COMBINED

COUNTY OF ESSEX	Total Cost	LEAA Funds Requested	Local Match	
			Cash	Soft
<b>Corrections, Reintegration, Rehabilitation of Target Crime Offenders</b>				
Special Probation Caseloads/Probation Volunteers Program	\$1,247,000	\$ 935,000	\$312,000	
Decentralized Probation Services Program	283,000	212,000	71,000	
Essex County Correctional Center Program	580,000	434,000	146,000	
Home Detention Workers-Intake Screening Program	730,000	547,000	183,000	
TOTAL - COUNTY OF ESSEX - 1972, 1973 & 1974 - (COMBINED)	\$2,840,000	\$2,128,000	\$712,000	
<b>STATE</b>				
<b>Corrections, Reintegration, Rehabilitation of Target Crime Offenders</b>				
Impact Diagnostic Center Program	\$ 920,000	\$ 690,000	\$230,000	
<b>Narcotics Rehabilitation of Target Offenders</b>				
Drug Abuse Evaluation Unit	\$ 116,000	\$ 87,000	\$ 29,000	
TOTAL - STATE - 1972, 1973 & 1974 - (COMBINED)	\$1,036,000	\$ 777,000	\$259,000	
<b>INTER-JURISDICTIONAL</b>				
<b>Adjudication of Target Crime Offenders</b>				
IMPACT-Crime Court Program	\$1,178,000	\$ 882,000	\$118,000	\$178,000
TOTAL - INTER-JURISDICTIONAL - 1972, 1973 & 1974 - (COMBINED)	\$1,178,000	\$ 882,000	\$118,000	\$178,000

PROJECT DESCRIPTIONS  
GEOGRAPHIC JURISDICTION  
FY 1972 - 1973 - 1974 - COMBINED

SUMMARY

	Total Cost	LEAA Funds Requested	Local Match	
			Cash	Soft
<u>Municipal</u>	\$22,014,000	\$16,486,000	\$1,154,000	\$4,374,000
<u>County of Essex</u>	2,840,000	2,128,000		712,000
<u>State</u>	1,036,000	777,000		259,000
<u>Inter-Jurisdictional</u>	1,178,000	882,000	118,000	178,000
TOTALS	\$27,068,000	\$20,273,000	\$1,272,000	\$5,523,000

**III. C.**

# PROPOSED IMPACT PROGRAMS: Cross Reference To Data/ Informed Judgments Justifying Program

Cross Reference to Data or  
Existing Resources Section

Program	Section
1.1 Public Housing Security	Part II, Section 2.2.1 Part II-40—II-42.
1.2 Target Offender Youth Development/Rehabilitation Programs	Part II, 1.1 (p. II-1—II-3) Part I, 4.6.1 (p. I-47—I-54) Indicates lack of such effect in Newark Part II, 7.1, II-79; 7.1.1, II-80—II-85; 7.4, II-100, II-110.
1.3 Street Lighting Program	Part II, 1.3.1, II-10, II-16—II-21; II-24; 1.3.3, II-25 —II-32.
1.4 Police and Community Crime Reduction Program: Team Policing/Citizen Anti-Crime Effort	Part III, 1.4, III-20—III-21; (within program itself) Part II, 1.3.3, II-25; 1.4, II-37—II-38; 2.3, 2.3.1, II-43—II-44; 2.4, II-46—II-47; 3.1, II-48; 3.3.4, II-59.
1.5 Target Hardening Program (Small Business Areas)	Part II, 1.3.3, II-25, II-32, 2.3.3, II-45—II-46.
1.6 Property Identification Program	Part II, 1.3.2, II-22—II-23; 1.3.3, II-32, II-37, 2.3, 2.3.1, II-43—II-44; 2.3.2, II-44—II-45.
1.7 Crime Reduction Via Citizen Education—Protect Yourself Program	Part II, 1.2.2, II-5—II-8, 1.3.1, II-9—II-10.
1.8 High School Dropout/Truant Crime Reduction Program	Part II, 1.1, II-1—II-3; 7.1.1, II-80—II-84; 7.2.1, II-85—II-90; 7.3.4, II-110—II-111.

**DETECTION**

2.1 Investigative Training for Patrolmen	Part II, 3.2, II-49—II-50; 3.2.2, II-50.
2.2 Personnel and Resources for the Criminalistics Laboratory	Part II, 3.2, II-49—, 3.2.3, II-51—II-52.

**Program****Section****APPREHENSION**

3.1 Reduction of Street Crime Through Improved Communications, Command and Control	
3.1.1 911 Emergency Telephone Number	Part II, 1.3.2, II-22—II-23, 3.3.1, II-53, 3.3.1.1, II-53—II-54.
3.1.2 Resource Allocation	Part I, 2.2, I-5; Part II, 1.3.3, II-25, II-32; 3.1, II-48 —II-49; 3.3.2, II-57—II-58; Part III, III-53— III-55.
3.1.3 Police-To-Police Communications System Improvement	Part II, 3.3.1, II-53; 3.3.1.2, II-54—II-57, 3.3.3, II-58—II-59.
3.1.4 Computer Assisted Dispatch	Part II, 3.3.1, II-53; 3.3.1.2, II-54—II-56.
3.2 Police Anti-Crime Units	Part I, 2.2, I-5; Part II, 1.3.3, II-25; 3.1, II-48— II-49; Part III, 3.2, III-71—III-72.

**ADJUDICATION**

4.1 IMPACT—Crime Court Program	Part I, 3.2.3, I-17—I-18 Part II, 5.2, II-69—II-70, 5.3, II-70—II-71.
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**CORRECTIONS**

5.1 Man-To-Man	Part I, 4.4, I-44; Part II, 1.1, II-1—II-3; 4.3, II-64 —II-65; 4.4, II-65, 4.4.3, II-67.
5.2 Residential and Non-Residential Treatment Centers	Part I, 4.3.1, I-38—I-39; 4.5, I-45—I-46; Part II, 4.2.2, II-64; 7.3.4, II-108, III-110.
5.3 Special Probation Caseloads/Probation Volunteers	Part I, 3.5, I-22; Part II, 1.1, II-1—II-3; 4.4.2, II-66 —II-67; 7.3.4, II-109—II-110.
5.4 Decentralized Probation Services Program	Part I, 3.5, I-22; Part I, 4.5, I-45; ~ Part II, 4.4.5, II-66—II-67; 7.3.3, II-103—II-104; 7.3.4, II-109—II-110.
5.5 Rehabilitation Program for Essex County Correctional Center	Part I, 4.2.1, I-29—I-31; Part II, 1.1, II-1—II-3.
5.6 IMPACT Diagnostic Center	Part I, 3.5, I-22; Part II, 1.1, II-1—II-3; 5.3.3, II-72; Part III, 5.6, III-105—III-106.
5.7 Home Detention Workers—In-Take Screening Program	Part I, 4.3.1, I-38—I-40; Part II, 7.3.1.1, II-95; 7.3.4, II-107—II-108.
5.8 Supportive Work Program	Part I, 4.2.3, I-35—I-36; 4.2.4, I-37—I-38; Part II, 1.1, II-1—II-3; 2.1, II-39; 2.3, II-43; 4.2, II-63—II-65; 4.4.3, II-67; 7.2.2, II-90—II-91.
5.9 Narcotics	
5.9.1 TASC	Part I, 5.0, I-58; Part II, 6.0, 6.1, 6.2, 6.3, 6.4.2, II-73—II-78.
5.9.2 Drug Abuse Evaluation Unit	Part I, 5.2, I-59; Part II, 6.4.1, 6.4.2, II-78.

## **IV.**

# **IMPACT ADMINISTRATION**

### **1.0 Staff Organization**

The Executive Director of the High IMPACT Anti-Crime Program is appointed by the Mayor of Newark with the approval of the Executive Director of the State Law Enforcement Planning Agency and the Director of the Regional Office of the Law Enforcement Assistance Administration (Executive

Policy Group; Mayor of Newark, SLEPA, LEAA). The IMPACT staff is organizationally situated within the Office of the Mayor. All other staff members are appointed by the Executive Director with the advice and consent of the Executive Policy Group. (See Organization Chart that follows).

### **2.0 IMPACT Advisory Board**

An IMPACT Advisory Board is appointed by the Mayor and is representative of the criminal justice interests serving the citizens of Newark. Its purpose

is to render advice and counsel to the staff and to reflect the opinions of criminal justice interests as they apply to program plans and project proposals.

### **3.0 Inter-Governmental Relationship**

All grants awarded in the High IMPACT Anti-Crime Program are discretionary grants. As such, the Law Enforcement Assistance Administration is the grantor, the State of New Jersey is the grantee, and the City of Newark, County of Essex, or State agency

implementing specific project is the subgrantee. The State is responsible for insuring the integrity of the programs and funds under implementation. Access to records and project data will be fully given at all times to LEAA and SLEPA representatives.

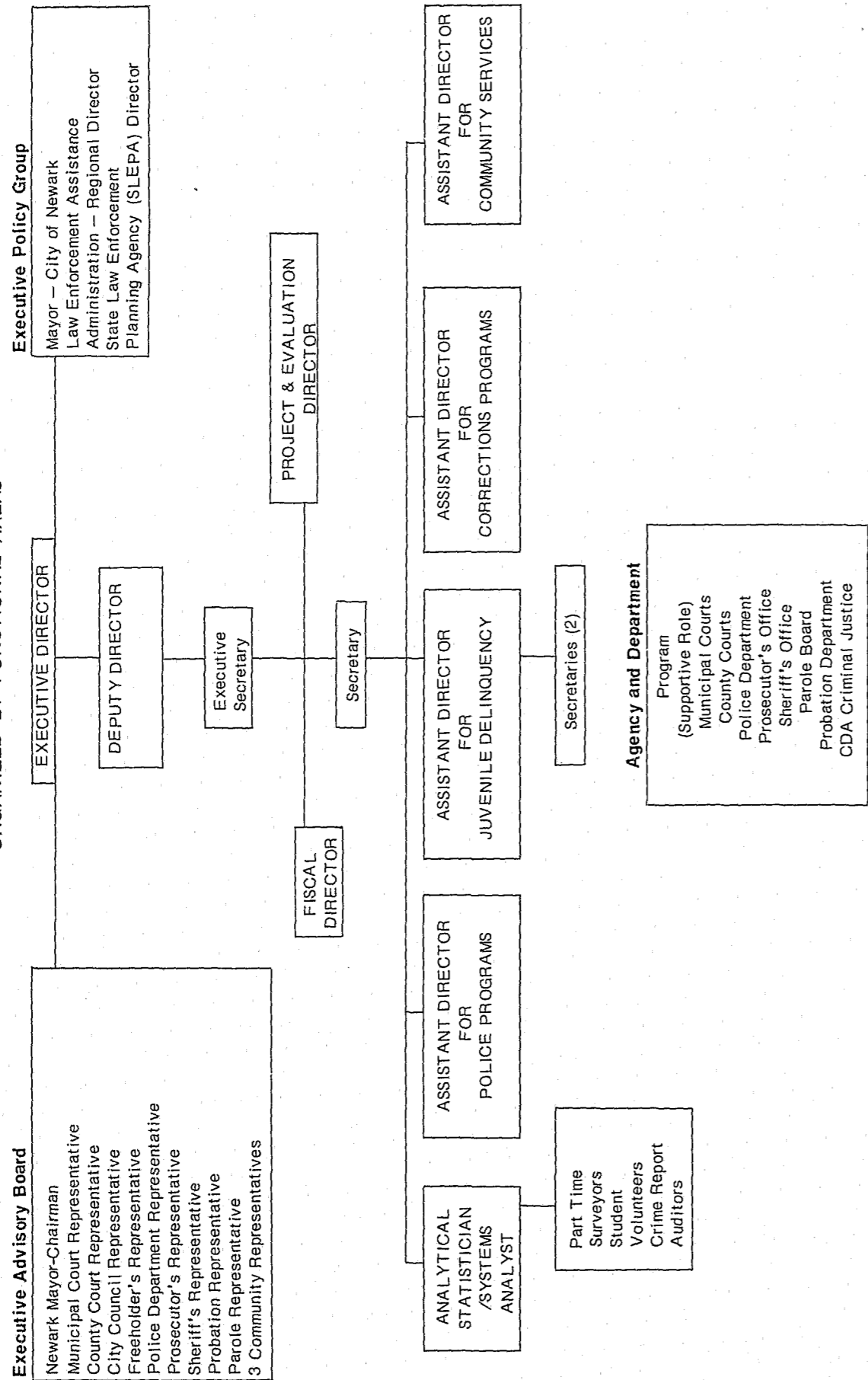
### **4.0 Application Review and Approval Process**

A project may be generated by the IMPACT staff (an in-house project) or by a local community group under government sponsorship or criminal justice agency (out-of-house project). In either case, the project proposal must go through the applicable functional area. For instance, a project proposal related to the employment of ex-offenders would go through the Corrections and Rehabilitation Assistant Director. SIX COPIES of the completed application must be submitted to the appropriate Assistant Director.

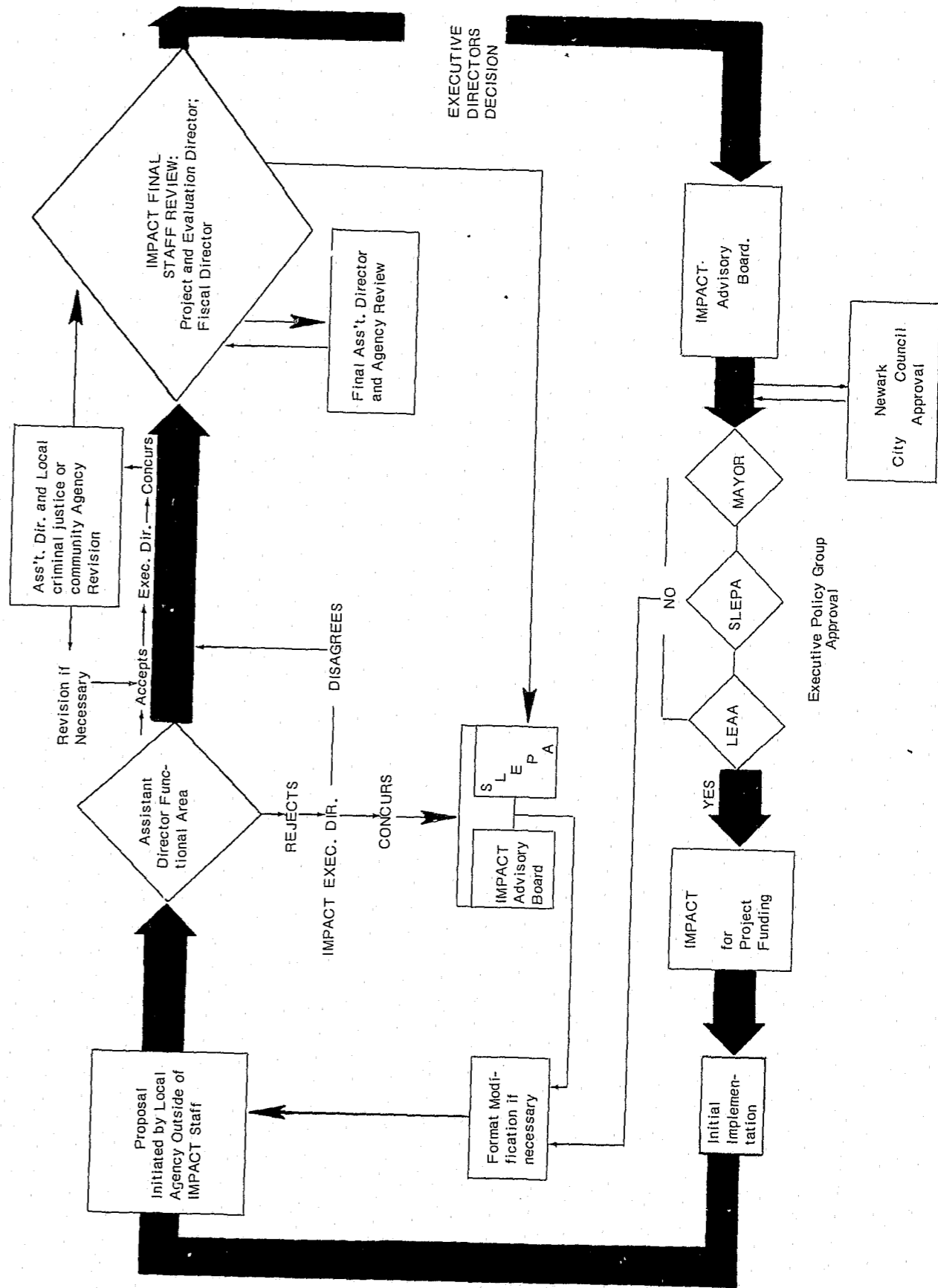
The Assistant Director reviews the proposal and takes one of two actions:

1. Prepares a memorandum of rejection for the Executive Director explaining why the proposal should not be considered for funding. If the Executive Director concurs, a copy of the application and memorandum of rejection will be forwarded to the State Law Enforcement Planning Agency and a summary of the rejection will be forwarded to the IMPACT Advisory Board. The applicant will be advised of the action. Comments received from the

CITY OF NEWARK NEW JERSEY HIGH IMPACT ANTI-CRIME PROGRAM  
ADMINISTRATION  
ORGANIZED BY FUNCTIONAL AREAS



PROJECT PROPOSAL FLOW CHART



IMPACT Advisory Board relative to any rejections will be forwarded to the State Law Enforcement Planning Agency. The applicant will be advised of the final decision.

2. Prepares a memorandum of acceptance for the Executive Director explaining why the proposal should be considered for funding. If the Executive Director concurs, the application will be returned to the appropriate Assistant Director for the purpose of assisting the applicant to make adjustments in the program, budget, or presentation as necessary.

When a proposal that has been accepted is considered by the Assistant Director to be adequate, it is reviewed by the Fiscal Director for budget accuracy and accountability, and by the Project and Evaluation Director for program clarity and accountability. The Assistant Director may be required to seek more information by either of these

two staff members. Each proposal must contain appropriate letters of commitment and endorsement by criminal justice agencies affected by the project.

The summary will be sent to the members of the IMPACT Advisory Board who will have ten (10) working days from day of receipt to comment. Following this, the application will be forwarded to the Executive Policy Group — Mayor of Newark, Executive Director, State Law Enforcement Planning Agency, and the LEAA Regional Director for decision along with any comments received from the IMPACT Advisory Board.

When a project is approved by the Executive Policy Group, a discretionary grant is awarded to the State of New Jersey by the Law Enforcement Assistance Administration. The State Law Enforcement Planning Agency enters into contract with the implementing unit of government for operation of the project.

## 5.0 Impact Operations

### 5.1 DESIGN FOR CRIME-SPECIFIC PLANNING

Funded with an initial start-up grant from the Law Enforcement Assistance Administration, National Institute of Law Enforcement and Criminal Justice in May 1972, the Newark IMPACT Crime Analysis Team (CAT) was staffed and set about the task of writing an application/proposal for IMPACT administration for the 1972-73-74 fiscal years. That application, completed in June of 1972, presented a general design for crime-specific planning in Newark and a specific design for the creation of a comprehensive action plan for Newark IMPACT.

The design required:

- the development of a comprehensive multi-year plan aimed at satisfying IMPACT goals during the next two calendar years.
- the subsequent development of periodic revisions of the initial plan at six month intervals.
- the serial development and overseeing implementation of projects designed to satisfy crime-specific objectives, throughout the planning period.
- provision for support and supervision of all implemented projects.
- provision for individual project, as well as overall IMPACT program evaluation (and the concomitant gathering of data for this purpose).

The process of plan development involved creating, then integrating, comprehensive plans for each functional area of responsibility — as defined

by Newark's CAT (and to a degree, by the National Institute).

Those areas of responsibility were defined as:

- Prevention of target crimes
- Detection of target crime offenders
- Apprehension of target crime offenders
- Adjudication of target crime offenses
- Corrections, Rehabilitation, Reintegration of target crime offenders
- Juvenile Delinquency (Integrated into the above categorization)

Detailed work statements associated with the development of each plan were set forth, and a seven step procedure was followed.

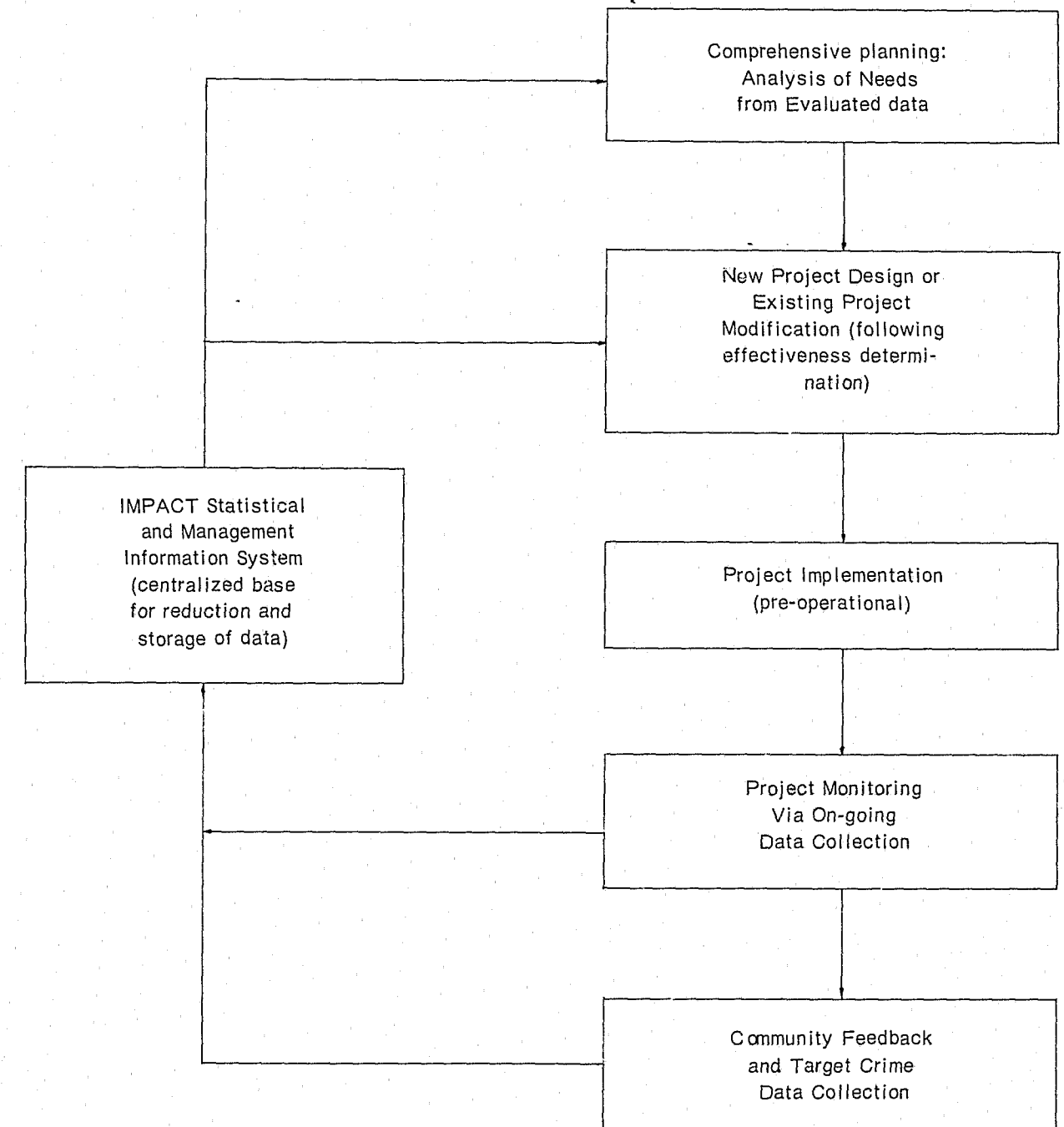
### 5.2 THE PLANNING PROCESS

#### 5.2.1 Steps in Plan Development

1. *Definition* of the problem. Defined by LEAA, the ultimate program goals are a 5% reduction in the target crimes in two years and a 20% reduction in five years. These were accepted as constraints.

2. *Problem Dimensions* were then defined by structuring an accounting framework. As suggested by the National Institute, this involved a consideration of each target crime in terms of:

- (a) offenders
- (b) victims
- (c) environment (physical and social) of the crime incident



NEWARK IMPACT PLANNING PROCESS: OPERATIONAL FLOW



- (d) response of existing criminal justice related systems in terms of prevention and control
- (e) community response

This framework simultaneously serves to monitor data (define and suggest data needs) and to aid in development of alternatives.

3. *Operating Objectives* for each program component (functional areas of the plan) were determined. At the same time regard was had for specific targets for action projects. For example:

- target crime recidivists
- high risk juveniles or young adults
- drug addicts
- unemployed
- truants and dropouts

4. Data was gathered and recorded in accordance with the needs that appeared from developed objectives. While such gathering was limited to existing, retrievable data it also included an examination of data systems and a determination of data needs.

5. *Analysis* of needs based on the information obtained including a survey of system capabilities was next accomplished.

6. *Alternative Solutions* were developed to fulfill the defined objectives (needs).

7. *Program* (or project) selection by trade-off analysis among candidate solutions was made by applying the developed criteria set forth below.

#### 5.2.2 Criteria for Trade-Off Analysis Among Alternative Solutions

1. LEAA (National Institute) developed criteria
  - (a) Availability of statistical evidence on offenders, victims and environment
  - (b) Informed judgments of experts
  - (c) Relevant research undertaken
  - (d) Successful approaches (demonstration programs) previously taken by the criminal justice community.
2. Estimated time to have project operational measured against IMPACT crime reduction constraints of:
  - (a) 5% reduction in two years, and
  - (b) 20% reduction in five years
3. Estimated cost of candidate project
  - (a) Cost of hiring qualified personnel
  - (b) Cost of training personnel
  - (c) Developmental costs
  - (d) Recurring costs
4. Flexibility of candidate approach
5. Expandability of project.

5. Performance Effectiveness (previously determined or presently measured) of the approach.

7. Risk factors—probability of success in terms of
  - (a) Legal—constitutional constraints
  - (b) Political impact on community
  - (c) Governmental
  - (d) Criminal Justice System interests

#### 5.2.3 Planning as an Ongoing Process

The integration of the program designs for each functional area into this plan, with concomitant development of requirements for project proposal format and review and project evaluation, constitute merely an initial step in the IMPACT planning process. As indicated previously, periodic revisions of this plan are contemplated at six month intervals.

Such revisions in program plan (and in implemented projects) should occur as projects are monitored through the performance management system and as the outlined data needs (see below) are filled. It is a dynamic planning system that allows for immediate digestion and analysis of new data and altered program and project design. To this extent evaluation through performance management is an integral part of the planning process and as crime related indicators and hypotheses are developed (see P.M.S., level 2 evaluation) and tested in the field through action projects, plans are revised and projects modified.

#### 5.2.4 Planning Data

In developing program plans the CAT has been forced to utilize a rather general picture of crime in Newark. At the writing of this first plan the data indicators — on the frequency of target crimes, place of occurrence, offender and victims — which are essential in assessing the dimensions of the target crime problem in Newark were collected and utilized in designing and evaluating each individual project. Only victim data remains incomplete; IMPACT is awaiting the results of a National Institute victim survey. As asserted by National Institute (LEAA) document "Data Needs for Crime Specific Planning" the generalized statistics ordinarily collected by the agency are not adequate for planning and implementation of crime-specific projects.

Target crime data needs in Newark are basically those suggested by the National Institute:

- the number of "stranger-to-stranger" crimes as defined by victim-offender relationships.
- the distribution of the criminal events (in terms of both time and space)
- locational characteristics of target crimes (commercial or residential area, population density)

- characteristics of the criminal events in such terms as number of offenders, age, sex, race, weapons used, the intended as well as the resulting offense, the dollar loss
- background characteristics of the target crime offender (age, sex, race, weapons used, the intended as well as the resulting offense, the dollar loss)
- background characteristics of the target crime offender (age, sex, race, educational and employment status, residence, drug involvement, or other prior crime), examined with specific reference to the offenses committed.

More specifically the following data have been gathered, reduced, and tallied for each of the IMPACT crimes. (See Part II, above.) The entire reduced target crime data section is included in an appendix to the plan.

1. Stranger-to-stranger
2. Time Dimension
  - Month
  - Day of offense
  - Hour
3. Season
  - Holiday
  - School Session
  - Summer
4. Geography
  - A. Specific Location
    - Police District
    - Residence
      - (i) single family
      - (ii) multiple family
      - (iii) housing project
      - (iv) unknown
    - Commercial Building
    - Retail Store
    - Public Establishment
    - Public Property
    - Banks
    - Medical Related & Establishment
    - Other
    - Unknown
  - B. Outdoors
    - On Main Thoroughfare
    - Side Street
    - Highways
    - Parking Lot
    - Parks/Playgrounds
    - Driveway/Alley
    - Other
    - Unknown

5. Property Stolen & Recovered
  - A. Type Property
    - Currency
    - Jewelry & Precious Metals
    - Furs
    - Clothing
    - Automobile
    - Auto Parts & Accessories
    - Bicycles
    - Motorcycles, Etc.
    - Purses, Wallets
    - Shoplifted Goods
    - Electronic & Household Equipment
    - Tools
    - Weapons
    - Construction Equipment
    - General Household Goods
    - Office Equipment & Supplies
    - Other
    - Unknown
6. Value of Property Stolen
  - In Dollars
  - Unknown
7. Value of Property Recovered
  - In Dollars
  - Not Recovered
  - Unknown
8. Cleared by Arrest
  - Cleared
  - Uncleared
9. Eyewitness
  - Yes
  - No
10. External Agency Assist
  - A. Yes
    - (i) by State Police
    - (ii) by F.B.I.
    - (iii) other
  - B. No
  - C. Unknown
11. Offender Profile
  - A. Age
  - B. Race
  - C. Sex
  - D. Resident
12. Recidivist Profile
  - A. First Offense
  - B. Prior Offense
13. Narcotics Information
  - Drug Abuser
  - User/under influence
  - Possession
  - Sale
  - User/seller

- Possession of Drug paraphernalia
- Other
- Unknown
- 14. Type Drugs
  - Opium
  - Marijuana
  - Synthetic Narcotics
  - Other-Non-Narcotic Drugs
  - Barbituates, Benzedrine, LSD
  - Unknown
- 15. Weapon
  - Handgun
  - Rifle
  - Shotgun
  - Razor
  - Other Cutting or Stabbing
  - Hands, Fist, Feet
  - Bombs
  - All Other, Unknown
- 16. Characteristics of Arrest
  - A. Most Serious Offense Charged
    - Murder
    - Rape
    - Robbery
    - Atrocious Assault and Battery
    - Break and Entry
  - B. Primary Offense Intended
    - (Same breakdown as A above)

The gathering process involved first identifying incident reports on specific offenses (or a randomized sample where too numerous) with the aid of an antiquated I.B.M. sorter in the police department. Law student researchers were then deployed to the police records bureau to cull the pre-determined list of incident reports on the target crimes. The researchers were given pre-coded uniform tally sheets on which to record the detailed statistics enumerated above.

Supplementing the target crime data is:

- court data
- correctional institution and agency data
- juvenile delinquency data
- narcotics abuse data

While not yet begun, the same procedures utilized in collecting the target crime data will be replicated in collecting the supplemental information. That is, researchers will be employed to cull basic records kept by the appropriate institutions.

Potential agencies and information which will be tapped include:

*The Public Schools*

- school attendance
- number of high school dropouts
- academic failure in grammar school

- geographic distribution of population
- Probation and Parole Departments*
- revocation statistics
  - client referrals
  - disposition of clients
  - success criteria statistics
  - other pertinent information as projects become established
- Jails, Detention Facilities*
- inmate population by reason for incarceration
  - total population by age and race
  - length of time in jail by type of offense
  - length of time awaiting trial
  - vocational and educational activity
- Prisons and Reformatories*
- inmate population by reason for incarceration
  - total population by age, race, geographic area
  - number of prior commitments by offense
  - vocational, medical, educational or psychiatric activities
- Non-Institutional Community Treatment*
- type of referral by agency
  - recidivist data by offense, age, race
  - employment and educational data
  - other project-oriented data
- Courts*
- caseload distribution
  - backlog
  - case-processing time
  - dispositions
- Socio-economic (environmental) data which are relevant to an understanding of the perpetrator, victim, crime occurrence, system and community response are being gathered as part of the planning process.
- The following data have been compiled from the 1970 Census Computer Summary Tapes on Newark.
- Sample Size: 100%
- (A) *Population Items*
    - Relationship to head of household
    - Color or race
    - Age
    - Sex
    - Marital Status
  - (B) *Housing Items*
    - Number of units at this address
    - Private entrance to living quarters
    - Complete kitchen facilities
    - Rooms
    - Basement
    - Tenure
    - Commercial establishment on property
    - Value

- Contract Rent
  - Vacancy Status
  - Months Vacant
- Sample Size: 20%
- (A) *Population Items*
    - State of birth
    - Years of school completed
    - Number of children ever born
    - Employment Status
    - Hours worked last week
    - Weeks worked in 1969
    - Last year in which worked
    - Occupation
      - (i) industry
      - (ii) class of worker
    - Activity 5 years ago
    - Income 1969
  - (B) *Housing Items*
    - Components of gross rent
    - Year structure built
    - Number of units in structure
- Sample Size: 15%
- (A) *Population Items*
    - Country of birth of parents
    - Year moved into this house
    - Place of residence 5 years ago
    - School or college enrollment (public or private)
    - Veteran Status
    - Place of work
    - Means of transportation to work
  - (B) *Housing Items*
    - Air-conditioning
    - Automobiles
    - Bathrooms
- Sample Size: 5%
- (A) *Population Items*
    - Citizenship
    - When married
    - Vocational training completed
    - Occupation—industry 5 years ago
  - (B) *Housing Items*
    - Stories, elevator in structure
    - Fuel-heating, cooking, water heating
    - Clothes washing machine
    - Dishwasher
    - Television
    - Radio
    - Second home
    - Clothes dryer
- Geographic Census Information
- This information is collected according to the Census Bureau geographic delineations.

- The geographic delineations are:
- (A) MCD—Minor Civil Division meaning Newark
  - (B) Census Tract—small homogeneous, relatively permanent area—population approximately 4,000
  - (C) Block Group or Enumeration District—(sub-division of census tracts)—population approximately 1,000 people
  - (D) Block Level—population approximately 100 people

Crime-related indicator data which will be developed as part of the level 2, component 2 evaluation of the performance management system (See below) will also be collected and collated, and will undoubtedly include data items described above.

**5.2.5 Impact Statistical and Management Information System**

**5.2.5.1 System Objectives**

The information and data processing system design for Newark Impact is presented on the flow chart below. That design embodies the following objectives:

*Accuracy Control*—Inaccurate data is worthless. (A design for monitoring and evaluating data quality is presented.)

*Minimization of Time*—Collection, reduction, storage and retrieval should be accomplished at a minimum of time and effort (subject to dollar and accuracy constraints).

*Non-redundancy*—Only that data will be collected which is dictated by system and environment planning needs. Such data as will allow:

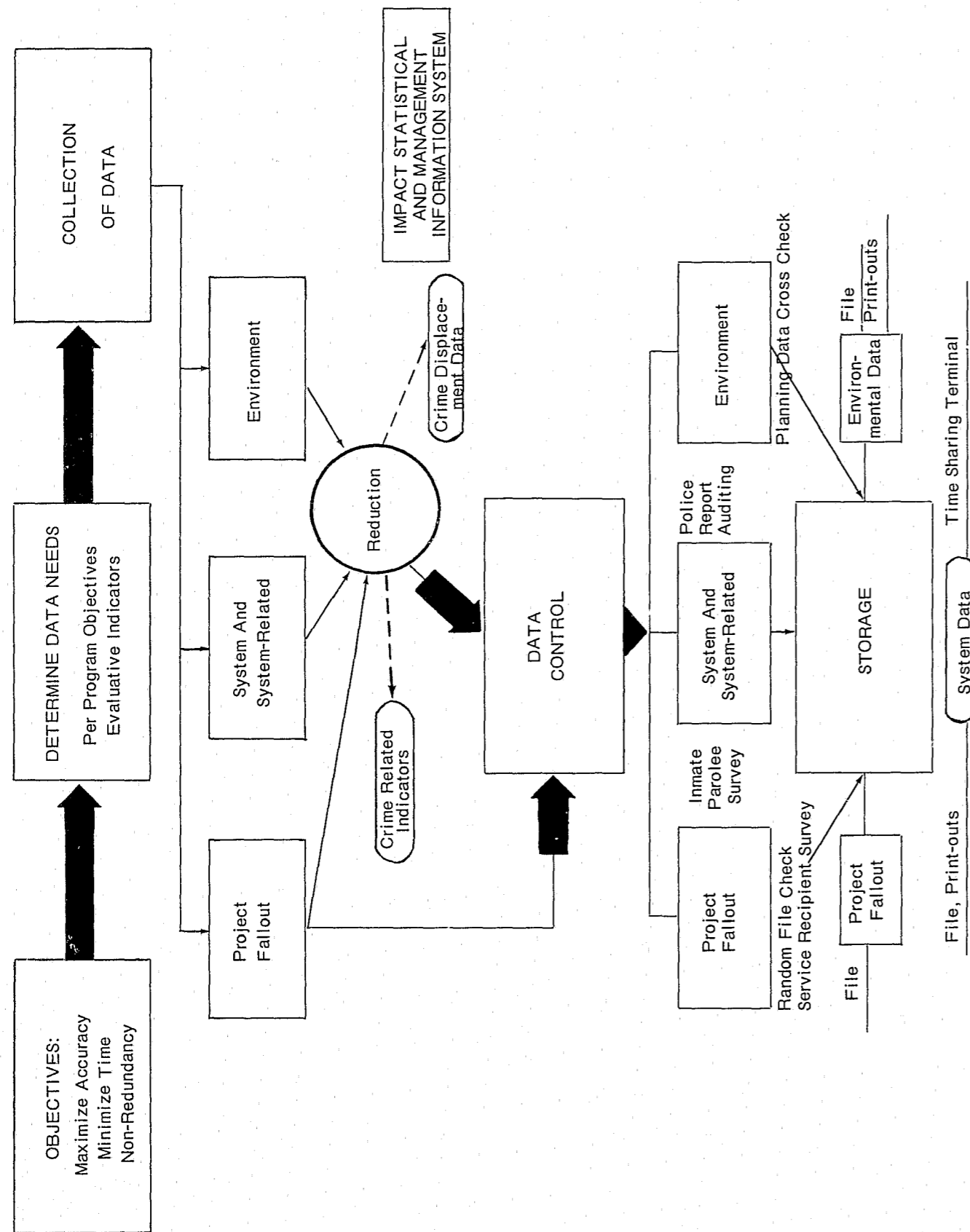
- target crime and developed surrogate measures (socio-economic, census and other) to be made.
- monitoring efforts of existing criminal justice systems
- evaluation of IMPACT program and project evaluation
- development of social indicators pursuant to the level 2 evaluation plan of the performance management system.

**5.2.5.2 Collection, Reduction, Storage and Control of Data**

1. *Data Collection*: will be gathered from three basic sources.

- IMPACT evaluation system (as a natural fallout from the monthly quantified and quarterly narrative statements completed pursuant to level 1 evaluation in the performance management system).

IMPACT STATISTICAL AND MANAGEMENT INFORMATION SYSTEM



- Criminal Justice Systems (and related systems) through deployment of researchers where necessary and (where possible) through output of existing information systems in the appropriate agencies.
- Environment data from census reports or planning surveys.
- 2. *Data Reduction*, or the process by which data are placed in a usable form will be accomplished:
  - in the case of data from project management, automatically through the design of the monitoring forms (see below, level 1 evaluation)
  - in the case of criminal justice systems and environment data—depending on whether it will be ultimately stored in a computer or a filing cabinet—through the efforts of IMPACT staff, aided where appropriate, by trained encoders and key punch operators, and such additional clerical staff as necessary.
- 3. *Data Control* or the methods by which to assure that data utilized is accurate or approaches maximum possible accuracy within standard limits of error, will be applied to the following sources: target crime data sources (mainly police); IMPACT project evaluation data; environment data.
 

The following procedures will be applied in the case of target crime data derived through the police department records to determine (and eliminate) inaccuracy from: unreported crime; under-reported or misreported (wrongly categorized) crime; reported but unrecorded crime; reported and recorded crime which is untallied or wrongly tallied for the Uniform Crime Reports.
- Unreported Crime:
  - a. A determination of unreported crime in Newark will be made when the present survey of crime victimization is completed. That survey is being conducted as part of the IMPACT evaluation by National Institute and the Bureau of the Census.
  - b. Additional estimates of the level of unreported crime may be made by determining the number of telephone calls that do not get through to the police from the public and the number of received calls that do not get answered. The former survey would be done by the telephone company with the aid of its computer. The latter survey may be done by the police department. (They have estimated 15,000 non-responses for 1971)
  - c. Self-report studies which survey the offender and potential offender population as to its association with crime may be utilized in assessing juvenile crime rates.

- Reported but unrecorded or underreported crime will be determined by such field audit procedures as are described by attachment 2 of the National Institute document "Data Needs for Crime Specific Planning." However, following the recommendations of National Institute representative Paul Sylvestre, an audit of twice the prescribed size (i.e. a sample of 500 rather than 250) will be undertaken by IMPACT. This audit is estimated as requiring 5 weeks for two audit teams of one civilian and one policeman. Subsequent audits will occur 2-3 times per year but will utilize a smaller sample size of 150 cases and require only two audit team weeks. These audits accomplished by a civilian working in conjunction with police personnel, involve reinvestigation of a sample of dispatch tickets and a comparison of original and re-investigated incident reports.
- In addition to the field audits, misreporting (mis-categorizing) of crimes may be checked on a routine basis by establishing a crime report unit to read, evaluate and revise all incident reports in preparation of a "crime slip" which may be used for U.C.R.'s and planning. Such a system is presently operable in the St. Louis Police Department and that model may be studied and followed in Newark. The determination for such an undertaking will be made in response to Police Department approval.
- Recorded but untallied crime will be determined by means of a stationhouse audit and will simply examine the accuracy of tallying or coding for Uniform Crime Report figures. (New Jersey State Police reported that only a year to year comparison of U.C.R. figures is made to determine whether exceptional variance exists. Should the State Police be contemplating a statewide audit we may offer Newark as a test base to avoid duplication of effort).
- In the case of IMPACT project evaluation, routine field audits will be made to compare files with the P.M.S. level 1 reporting forms submitted to the IMPACT office, (see Conformance with IMPACT P.M.S. below). A further check may be made by random interviewing of project clients to ascertain that services were received.
- Since most environmental data will be produced by agencies beyond the purview of IMPACT controls, that data's accuracy may be accepted as given. However, cross checking will be done to compare, for example, census report findings with those of local planning or Model Cities surveys.
- 4. *Data Storage*
- Target crime and related (police gathered) data

will be stored as part of a criminal justice information system presently being implemented in the Newark Police Department. The Police Department has granted permission for data storage on computer tape in the Department. In addition, by virtue of the cooperating arrangement between IMPACT and the Police, a time-shared terminal at IMPACT offices may be hooked into the police computer. The Newark CAT members who would be using the terminal will be trained in its use—both for retrieval and tabulation of the stored information.

IMPACT projects will submit 8½ x 11 monthly evaluation forms delineating the level of operations per the reporting month (see Performance Management System, Level 1, below) Information will be stored in separate files, one for each individual project, and will contain all pertinent information concerning the project. Certain information from monthly evaluations will be transposed to milestone charts and/or network flow diagrams for ease of interpretation. Also, where applicable, the PERT concept described in the Performance Management System, will be employed utilizing the data stored in this file.

#### **Criminal Justice System and Related Data**

This data, as procured by the IMPACT staff from relevant agencies and institutions, will be stored via the proposed time sharing terminal. Data will be reduced to the levels required for IMPACT purposes and fed into the central computer; clerical staff will be trained to aide the statistician in the storage and subsequent retrieval of the data. It is envisioned that any key punch storage will be performed by personnel outside of the office. Data measuring crime displacement emanates from this source.

#### **Environmental Data**

Consisting mostly of census, planning survey and model cities data, this information is most easily stored in book and computer print-out form. A library has been created in the IMPACT office to house, among other things, data. The data will be completely organized in the library to be accessible to staff in terms of IMPACT needs, e.g., employment levels of 16-19 year old black males.

#### **Crime Related Indicators**

The last data category, crime related indicators relates project output and IMPACT objectives (see P.M.S. level 2, below). This will be stored on file on charts kept by the statistician.

<b>V.</b>	<b>IMPACT EVALUATION</b>
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## **1.0 PMS — Overview**

The IMPACT performance management system (PMS) is an evaluative process employed by the IMPACT crime analysis team. The evaluation operates essentially on two levels.

Level 1 monitors the monthly and quarterly progress of each funded project in terms of its own stated objectives. The monthly assessment is quantified, the quarterly, narrative.

Level 2 evaluates the collective progress of all projects towards the IMPACT goal of target crime reduction of 5% in two years and 20% in five years.

Level 2 contains two components. Component 1 of level 2 monitors the levels of target crimes and other crime-related data over time by geographic area. One standard form is created to handle all cases. Component 2 proposes a system monitor to evaluate specific projects and program areas in terms of the IMPACT goals, the reduction of stranger-to-stranger crimes.

The Newark IMPACT Program has submitted a detailed evaluation plan requesting additional funds to implement its PMS approach.

## **2.0 PMS Operations**

### **2.1 Level 1: Project Monitors**

The first stage in project monitoring is the establishment of a hierarchy of project objectives and the division (and subdivision) of these objectives into their activities components. Performance and capability measures for each are next stated and related to project objectives. These measures (statistical indicators) are quantified and set up for each month of the project duration.

This stage is accomplished with the completion of an Impact project proposal, in accordance with the IMPACT grant application "guidelines."

#### **2.1.1 Reporting Format**

The next stage involves monthly data reporting in a form that:

- is general enough to be utilized
- permits ready transfer to filing and/or computer storage
- is amenable to graphing
- minimizes reporting time

The form designed by Newark's IMPACT staff was developed with these ends in mind. In addition to the easy transfer of data for filing or computer storage,

data collected can be graphed over time directly from the data sheets.

Using the street lighting project described in the IMPACT guide by way of illustration: to measure time progress in implementation one need only graph the monthly data submissions of planned against actual.

In addition, by making projects coextensive with the police sectors utilized in monthly uniform crime reporting the impact of the project on the crime rate may be assessed. (See level 2, graphical/tabular framework)

#### **2.1.2 Reporting Forms and Instructions**

Level 1 contains four evaluative forms, one strictly numerical, the other three narrative reference forms. They follow proposal guidelines for performance management as set forth in the Newark IMPACT Applicants' Guidelines. The two narrative forms *Explanation of Project Monitor-Quantified*, pages one and two, provide the IMPACT staff with reference sheets concerning the objectives, activities, and measurement units for each project (transferred from the proposal outline.) A file is maintained for each project; the beginning of the file contains the



EXPLANATION OF PROJECT MONITOR—QUANTIFIED (con't)

PROJECT OBJECTIVE		FIRST	SECOND	THIRD	FOURTH
2. Project Activities Described	A.				
	B.				
	C.				
	D.				
	E.				
	F.				
	G.				
	H.				
	I.				
	J.				
3. Achievement Data, Measurement Units (target values defined)	a.				
	b.				
	c.				
	d.				
	e.				
	f.				
	g.				
	h.				
	i.				
	j.				
PROJECT OBJ. (con't.)		FIFTH	SIXTH	SEVENTH	EIGHTH
(2. con't.) Project Activities Described	A.				
	B.				
	C.				
	D.				
	E.				
	F.				
	G.				
	H.				
	I.				
	J.				
(3. con't.) Achievement Data, Measurement Units (target values defined)	a.				
	b.				
	c.				
	d.				
	e.				
	f.				
	g.				
	h.				
	i.				
	j.				

IMPACT PERFORMANCE MANAGEMENT SYSTEM  
LEVEL 1: PROJECT MONITOR—QUANTIFIED

PROJECT:	MONTH:	YEAR:	COMPONENT:	GEO. AREA:	DATE COMPLETED:	CUMULATIVE TO DATE:																																																																					
						First			Second			Third			Fourth			Fifth			Sixth			Seventh			Eighth																																																
1. Project Objectives						A	B	C	D	E	F	G	H	I	J	A	B	C	D	E	F	G	H	I	J	A	B	C	D	E	F	G	H	I	J	A	B	C	D	E	F	G	H	I	J	A	B	C	D	E	F	G	H	I	J	A	B	C	D	E	F	G	H	I	J	A	B	C	D	E	F	G	H	I	J
2. Project Activities																																																																											
3. Planned Achievement (Target Values for Month)																																																																											
4. Actual Achievement																																																																											
5. Percentage Deviation																																																																											
6. Voluntary Narrative? (Check if Attached)																																																																											
1. Project Objectives						A	B	C	D	E	F	G	H	I	J	A	B	C	D	E	F	G	H	I	J	A	B	C	D	E	F	G	H	I	J	A	B	C	D	E	F	G	H	I	J	A	B	C	D	E	F	G	H	I	J	A	B	C	D	E	F	G	H	I	J										
2. Project Activities																																																																											
3. Planned Achievement (Target Values for Month)																																																																											
4. Actual Achievement																																																																											
5. Percentage Deviation																																																																											
6. Voluntary Narrative? (Check if Attached)																																																																											

IMPACT PERFORMANCE MANAGEMENT SYSTEM  
LEVEL 1: PROJECT MONITOR  
Item 6: Narrative Explanation of Deviations (Voluntary)

PROJECT:	COMPONENT:		GEOGRAPHIC AREA:		DATE COMPLETED:	CUMULATIVE TO DATE:	YEAR:	PROJECT OR COMPONENT OBJECTIVES	FIRST	SECOND	THIRD	FOURTH	FIFTH	SIXTH	SEVENTH	EIGHTH	
	MONTH:	YEAR:	DATE COMPLETED:	DATE COMPLETED:													
								Item 6 - If you wish, a narrative explanation of percentage deviations may be given here. Please indicate project activity letter. If the narrative extends beyond row, attachments may be added.									

related data by geographic area without regard to the effect of any given project.  
2. Component 2, which attempts to establish relationships between specific projects and program area, and target crime rates.

**2.2.1 Component 1 of Level 2**

To monitor the levels of target crime and related data by geographic area, a form entitled "Graphic Tabular Representation" (see below) is employed. That form was designed with the following objectives in mind:

- Simplicity of data collection
  - Ability to convert tabular data to other statistical tools e.g., milestone charts and network flow diagrams
  - Generality—one standard form can be employed for all types of performance indicators as well as geographic area (city-wide versus police patrol district)
  - Monitoring specific projects—the form can be utilized to monitor the impact of a target crime-specific project, e.g., target-hardening, in a particular geographic police patrol sector.
- In the explanation of Graphic Tabular Representation described below are the terms (and concepts) utilized in the graphical tabular representation.

- Performance Indicator:  
This item details the specific crime to be assessed. This could be one of the five target crimes or a qualified surrogate for each.
- Geographic Area Served:  
Self explanatory
- Number of Offenses:  
Actual FY 1972:  
The number of crimes reported for the base year, here 1972.  
Actual:  
The actual number of target crimes committed per month for the specific geographic area  
Projected:  
Projected levels of target crimes as per the overall Impact objective

- Cumulative:  
The three items computed under the cumulative section merely add the numbers of target crimes for the present month to the previous months total in a cumulative fashion.
- Graphical Analysis:  
The frequency distribution histogram establishes a pictorial view of actual versus projected levels of target crimes for each month for each geographic area. Its interpretation is self-explanatory

- Expanded Usage:
  - 1) Deviation Data
  - 2) Cumulative Deviation Data
  - 3) Cumulative Frequency Distribution
  - 4) Milestone Charts (Time x Performance Indicator)
  - 5) Network "Flow" Diagrams
- Project or Program Monitor (if necessary)  
In the event that the table is being utilized to monitor a specific project or program area in terms of a target crime, the project or program area name should be placed here.

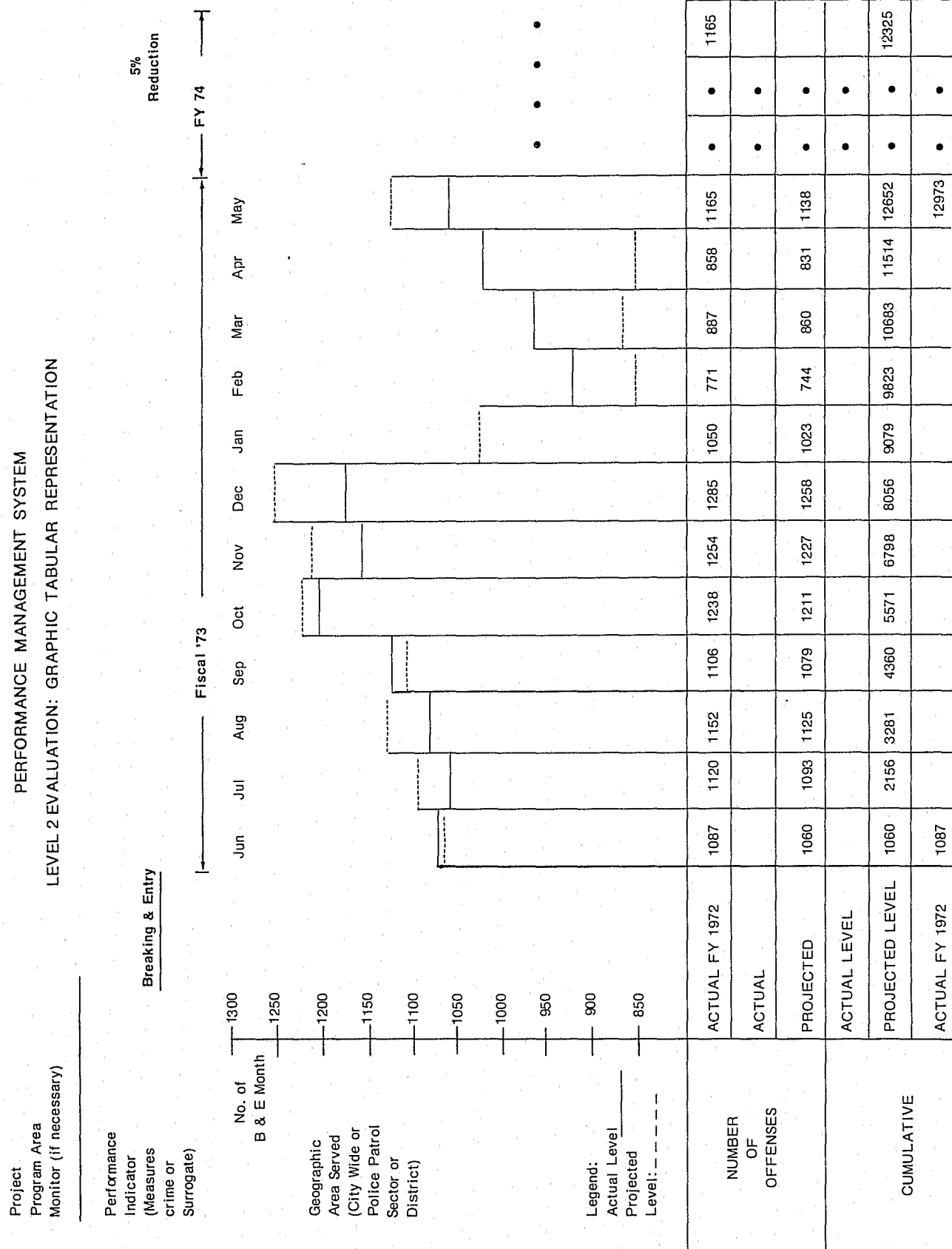
**2.2.2 Program Evaluation**

It is improbable that the effect of any individually funded crime-specific project can be related in a definitive way, (i.e., mathematical) to the overall progress of the IMPACT program towards its crime-reduction goals. Simply too many social, economic, political and psychological forces interrelate dynamically within the social system to permit easy identification of a project's effect on the target crime rates. This is especially true of projects whose objectives (like manpower training or school dropout projects) are only indirectly affecting the crime rate; it is less true of projects which (like target hardening) have a more direct effect on the crime rate.

In grappling with the problem of program evaluation the Newark CAT developed, then scrapped, detailed but unworkable mathematical models. A linear equation system attempted to relate each project's target crime reduction output  $P_i$  to each crime,  $X_j$  ( $j=1..5$ ) by means of linear  $a_{ij}$  coefficients ( $P_i = a_{i1} \times 1 + a_{i2} \times 2 + \dots + a_{i5} \times 5$ ) It was rejected because of the impossibility of empirically estimating the  $a_{ij}$  coefficients without gross over simplification of very complex social processes.

A computer simulation model of the entire Criminal Justice System was next considered (the Philadelphia Regional Planning Council) to test the effectiveness of various data and program changes on the entire Criminal Justice System in Philadelphia. It, too, was rejected because IMPACT is not primarily concerned with system improvement planning but rather, crime specific planning. IMPACT need not establish a hierarchy of objectives, describe the existing system (simulation) and by inference define the problem. That has already been established by LEAA. A computer simulation model which traces the existing Criminal Justice System and produces, as output, changes in the system (e.g., court backlog) when key outside indicators are altered, e.g., base year crime rates, furnishes little of

PERFORMANCE MANAGEMENT SYSTEM  
LEVEL 2 EVALUATION: GRAPHIC TABULAR REPRESENTATION



value to crime specific planners when compared with the cost of development.

**Component 2: Level 2 Evaluation**

At present Newark's CAT believes the most realistic (and significant) approach calls for developing a set of indicators for each project and program. These indicators — measures of crime related phenomenon — should possess a significant degree of correlation to IMPACT target crime data.

Then, if target crime x decreases with a change in the level of a crime related indicator (previously determined to be of significance) at least some part of that change in target crime x may be attributed, in turn, to a project which affects a change in the indicator.

For example, if a juvenile services bureau undertakes an educational employment training component and during the project year, 150 delinquents are educated, trained and placed into jobs, the following should have occurred:

- unemployment levels for that age group should have decreased (assuming economic conditions do not drastically change during that year)
- juvenile delinquency for the target group has decreased, if not disappeared
- overall arrest rate for juveniles should change
- education levels (years completed) should improve for that age group

In brief, a series of "relevant" crime related indicators has emerged to which a relationship can be developed with the target crimes; i.e., IMPACT

staff should be able to estimate the impact of the changes in those indicators on the five target crimes and cross reference that estimation with actual measurements of the target crimes over time by geographic area.

Critical to the process is the hypothesis of a series of crime related indicators (by project or program area) for each target crime or at least for groups of target crimes collectively. A two step procedure is contemplated:

1. The subjective advice from experts in the field—project directors, criminologists, lawyers, judges, statisticians, criminal justice planners — as well as mathematical and statistical relationships documented in reports and journals will be gathered and collated. A University of New Mexico study formulated a position paper on this subject. (Fred W. Koehne and William R. Partridge, *Criminal Justice Baseline Data Collection Plan — Preliminary Design* University of New Mexico, July 1971)

2. A multiple regression analysis will be run relating target crime rates to various levels of hypothesized crime related indicators (crime specific in addition to socio-economic) in order to establish correlation estimates between the target crimes and the particular crime-related indicators to be formulated.

In short, a series of indicators will be enumerated for each project such that if levels of these indicators change for the better, and crime rates also improve, the crime rate change can be attributed at least in part, to that particular project.

**3.0 Crime Displacement Analysis**

The evaluation of programs designed for the reduction of crimes revolves around the question, "are we in fact reducing crime or merely moving it around from one area to another?"

In an effort to respond to that question, IMPACT will initiate a crime displacement analysis to each funded project where applicable. This analysis will initially take the form of monitoring target crimes in areas directly contiguous (and second level con-

tiguous, if necessary) to geographic areas in which IMPACT funded projects are implemented.

With respect to the entire IMPACT program effect, the State Law Enforcement Planning Agency (SLEPA) has already initiated an effort to collect target crime data (without distinction as to "stranger-to-stranger") from over thirty surrounding communities. The National Institute of Law Enforcement and Criminal Justice will assist in the analysis of the data.



## Appendix

The following section is included as back up information to the IMPACT Action Plan.

The section is a target crime data survey conducted by the Newark CAT. It represents the most extensive collection of IMPACT target crime data.

## Data Appendix — Summary Statement and Tables

A survey assessing the incidence of IMPACT target crimes (stranger-to-stranger crime, breaking and entering) from June, 1971 through May, 1972 was undertaken by the Newark CAT. The survey was directed by the CAT Operations Research Analyst and assisted by five temporary assistant researchers and the Newark Police Department Record Bureau personnel. The analysis of the data, taking two and one-half months of intensive research, consisted of statistically sampling police incident and arrest reports.

The data gathered has been reduced into the data analysis part of the Action Plan for the purpose of aiding the planning process to decide which anti-crime projects would be most effective towards reducing the levels of target crime. The following summary tables reveal the levels of IMPACT target crimes for the period under study. More detailed breakdowns appear after the summary tables.

### IMPACT TARGET CRIMES Newark, New Jersey (June 1971 — May 1972)

Offense Classification	Number of incidents reported (including non stranger-to-stranger)	Stranger-to-Stranger Incidents	Percentage of Stranger-to-Stranger Incidence
1. Murder	148	28	19%
2. Rape (forcible)	250	145	58
3. Robbery	6,282	4,586	73
4. Atrocious Assault and Battery	2,787	864	31
Subtotal (Stranger-to-Stranger)	9,467	5,623	59.39
5. Breaking and Entry		12,973	
6. Total IMPACT Target Crime Incidents (June 1971 — May 1972)		18,596	

### IMPACT TARGET CRIMES Newark, New Jersey Relative Frequency Analysis

Offenses in Order of Frequency	Percentage of Total IMPACT crimes
1. B & E	69.76%
2. Robbery	24.66
3. Atrocious Assault and Battery	4.64
4. Rape	.78
5. Murder	.16
Total	100%

### STRANGER-TO-STRANGER MURDERS

Time Period: June 1971 thru May 1972  
 Number of Incident Reports for Time Period: 148  
 Sample Size: 100%  
 Percentage of Stranger-to-Stranger Murder in Sample: 19%

### REPORT ON STRANGER-TO-STRANGER Murder — Time Period June 1971-June 1972

1.0 Month	No.	Month	No.	6.0 Location	No.	Police Sector No.
Jun 71	2	Dec	2	6.1 Police Sector	5	517
Jul	5	Jan '72	3	414	3	514
Aug	1	Feb	5	416	3	513
Sept	2	Mar	3	411	2	516
Oct	2	Apr	1	415	1	512
Nov	1	May	1	413	1	511
		Total	28	412	1	
		Total Homicide for Period 148		313	1	
		% Stranger-to-Stranger 19%		214	1	
2.0 Day of Offense				6.2 Residence	No.	
Mon	5	Fri	5	Multiple Family	8	
Tue	4	Sat	6	Housing Project	3	
Wed	2	Sun	3	Medical & Related Establishment	1	
Thur	2	Unknown	1	Other	2	
3.0 Hour of Offense	No.	Hour	No.	6.3 Outdoors	No.	
4 a.m. - 9 a.m.	0	6 p.m. - 8 p.m.	0	On Main thoroughfare	5	
9 a.m. - 10 a.m.	1	8 p.m. - 9 p.m.	5	Side Street	4	
10 a.m. - 11 a.m.	0	9 p.m. - 10 p.m.	3	Unknown	5	
11 a.m. - 12 p.m.	2	10 p.m. - 11 p.m.	3	7.0 Cleared By Arrest	No.	
12 p.m. - 1 p.m.	0	11 p.m. - 12 a.m.	2	Cleared	16	
1 p.m. - 2 p.m.	1	12 a.m. - 1 a.m.	1	Uncleared	12	
2 p.m. - 3 p.m.	2	1 a.m. - 2 a.m.	1	8.0 External Agency Assist	No.	
3 p.m. - 4 p.m.	2	2 a.m. - 3 a.m.	1	No Outside Help	16	
4 p.m. - 5 p.m.	0	3 a.m. - 4 a.m.	1	Unknown	12	
5 p.m. - 6 p.m.	1	Unknown	2	9.0 Offender Data	No.	
4.0 Season				9.1 Age	No.	
Holiday		None		less than 16	0	
Summer		8		16 - 18	6	
Other		20		19 - 20	5	
5.0 Eyewitness	No.			21 - 24	2	
Yes	15			25 - 34	7	
No	9			35 - 54	3	
Unknown	4			55 +	0	

9.2 Race	No.	c. User/seller	2
White	2	d. Paraphernalia	3
Black	25	e. Unknown	4
9.3 Sex	No.	C. Type Drug	
Male	27	Opium	7
9.4 Address of Offender	No.	Marijuana, Hashish	2
Resident	23	Barbiturates, LSD	1
Non-resident	0	Unknown	3
Unknown	4		
10.0 Recidivist Data	No.	12.0 Type Weapon	
(a) First Offense	3	Handgun	20
(b) Prior Offense	20	Other cutting or stabbing	5
(c) Similar Charge	1	Hands, fist, feet	1
(d) Different Charge	19	All other	1
(e) Time Since Last Offense		Unknown	1
(i) less than 1 year	10	13.0 Primary Offense Intended	
(ii) 1 - 5 years	8	Rape	0
(iii) over 5 years	2	Murder	3
11.0 Narcotics	No.	Robbery	18
A. Drug Abuser	11	Assault	6
B. Drug Offense Category		Other	1
a. User/under influence	5		
b. Possession	5		

**SURVEY DATA**  
**Stranger-to-Stranger Target Crime**

Subject:	Robbery	2.0 Day of Offense			
Time Period:	June 1971 thru May 1972	a. Mon.	129	e. Fri.	159
Number of Incident Reports for Time Period:	6,282	b. Tue.	130	f. Sat.	136
Sample Size:	20%	c. Wed.	130	g. Sun.	106
Percentage of Stranger-to-Stranger Robbery in Sample:	73%	d. Thu.	126	Unknown	1
1.0 Month	No.	Month	No.	3.0 Hour of Offense	
a. June 1971	126	g. Dec.	100	Hour	No.
b. Jul.	130	h. Jan. 1972	69	8-9 a.m.	9
c. Aug.	86	i. Feb.	46	9-10 a.m.	14
d. Sept.	57	j. Mar.	46	10-11 a.m.	32
e. Oct.	67	k. Apr.	46	11-12 p.m.	23
f. Nov.	76	l. May	68	12-1 p.m.	23
				1-2 p.m.	35
				2-3 p.m.	46
				3-4 p.m.	45
				4-5 p.m.	52
				5-6 p.m.	53
				6-7 p.m.	61
				7-8 p.m.	65
				8-9 p.m.	68
				4-5 a.m.	10
				5-6 a.m.	18
				6-7 a.m.	4
				7-8 a.m.	7
				Unknown	1

4.0 Location		3. 16-18	252
4.1 Police Sector		4. 19-20	363
P.S. Number	No.	5. 21-24	315
211	53	6. 25-34	206
212	14	7. 35-54	22
213	23	8. 55+	2
214	39	6.2 Race	No.
215	36	White	52
216	29	Black	1,899
217	13	Other	36
Total	207	Unknown	10
411	58	6.3 Sex	
412	34	Male	1,935
413	44	Female	62
414	34	7.0 Address of Offender	
415	47	Resident	111
416	32	Non-resident	34
417	5	Unknown	24
Total	254	8.0 Recidivist Data	
4.2 Indoors		a. first offense	57
A. Residence	No.	b. prior offense	112
(i) Single Family	8	c. similar charge	65
(ii) Multiple Family	101	d. different charge	47
(iii) Housing Project	55	Time since last offense	
(iv) Unknown	18	(i) less than 1 year	85
B. Commercial Bldg.	20	(ii) 1-5 years	24
C. Retail Store	50	(iii) over 5 years	3
D. Public Establishment	20	9.0 Narcotics	
E. Public Property	0	A. Drug Abuser	46
F. Banks	3	B. Category of Abuse	
G. Medical Related Establishments	2	a. User/Under Influence	32
H. Other	15	b. Possession	26
I. Unknown	2	c. Sale	2
4.2.1 Outdoors		d. User/Seller	7
a. Main Thoroughfare	474	e. Possession of Drug Paraphernalia	28
b. Side Street	93	10.0 Type of Drug	
c. Highways	2	a. Opium	33
d. Parking lot	29	b. Marijuana	6
e. Parks/Playgrounds	3	c. Synthetic Narcotics	0
f. Driveway/Alley	10	d. Other Non-narcotic Drugs	0
g. Other	12	e. Barbiturates, Benzendrine, LSD and Hallucinogenics	0
h. Unknown	0	f. Unknown	15
5.0 Cleared by Arrest		11.0 Type of Weapon	
Cleared	56	Handgun	230
Uncleared	861	Rifle	0
6.0 Offender Data		Shotgun	10
6.1 Age			
1. less than 14	30		
2. 14-16	153		

Razor	9	<i>Items Stolen</i>	<i>No. of Thefts</i>
Other cutting or stabbing	219	2. Currency	801
Hands, Fist, Feet	385	3. Clothing	34
Bombs	1	4. Automobile	16
All Other	64	5. Auto parts & Accessories	8
Unknown	38	6. Bicycles	9
		7. Purses & Wallets	157
12.0 <i>Primary Offenses Intended</i>		8. Electronic & Household Equipment	21
Murder	0	9. Motorcycles, etc	1
Rape	1	10. Weapons	5
Robbery	912	11. Office Equipment and Supplies	3
Assault	0	12. General Household Goods	8
B. & E.	4	13. Other Items	21
13.0 <i>Items Stolen</i>	<i>No. of Thefts</i>		
1. Jewelry & Precious Metals	121		

**SURVEY DATA**

**Target Crime Stranger-to-Stranger**

<i>Subject:</i>	Atrocious Assault & Battery	<i>Hour</i>	<i>No.</i>	<i>Hour</i>	<i>No.</i>
<i>Time Period:</i>	June 1971 thru May 1972	10-11 p.m.	25	3-4 a.m.	10
<i>Number of A.A. &amp; B. Incident Reports for Time Period:</i>	2787	11-12 p.m.	21	4-5 a.m.	3
<i>Sample Size:</i>	30%	12-1 a.m.	32	5-6 a.m.	3
<i>Percentage of Stranger-to-Stranger A.A. &amp; B in Sample:</i>	31%	1-2 a.m.	24	6-7 a.m.	0
		2-3 a.m.	12	7-8 a.m.	0
		4.0 <i>Season</i>			
		Holiday	8		
		Summer	81		
		Other	172		
		5.0 <i>Location</i>			
		5.1 <i>Police Sector</i>			
		<i>P.S. Number</i>	<i>No.</i>	<i>P.S.</i>	<i>No.</i>
		211	20	311	5
		212	2	312	4
		213	11	313	16
		214	18	314	3
		215	9	315	6
		216	6	316	8
		217	4	317	4
		Total	70		46
		411	14	511	8
		412	13	512	14
		413	16	513	6
		414	13	514	8
		415	15	515	17
		416	6	516	8
		417	2	517	5
		Total	79		66

5.1 <i>Indoors</i>		8.3 <i>Sex</i>	
B. <i>Residence</i>	<i>No.</i>	Male	215
i) Single Family	3	Female	14
ii) Multiple Family	19	8.4 <i>Address of Offender</i>	
iii) Housing Project	13	Resident	46
iv) Unknown	2	Non-resident	2
C. Commercial Bldg.	6	Unknown	9
D. Retail Store	8	9.0 <i>Recidivist Data</i>	
E. Public Establishment	15	First Offense	9
F. Medical Retail	1	Prior Offense	48
G. Other	2	Similar Charge	32
Total	69	Different Charge	16
5.2 <i>Outdoors</i>		<i>Time Since Last Offense</i>	
A. On Main Thoroughfare	37	i) less than 1 year	38
B. Side Street	145	ii) 1-5 years	5
C. Highway	3	iii) over 5 years	5
D. Parking Lot	2	10.0 <i>Narcotic</i>	
E. Parks/Playground	2	10.1 Drug Abuser	9
F. Driveway/Alley	1	10.2 <i>Category of Abuse</i>	
G. Other & Unknown	2	a. User/Under Influence	3
Total	192	b. Possession	5
6.0 <i>Cleared by Arrest</i>		c. Paraphernalia	3
Cleared	48	10.3 <i>Type Drugs</i>	
Uncleared	213	a. Opium	7
		b. Marijuana	2
		c. Synthetic	1
7.0 <i>External Agency Assistance</i>		11.0 <i>The Weapon</i>	
No outside help	172	Handgun	60
Unknown	89	Shotgun	2
8.0 <i>Offender Data</i>		Razor	4
8.1 <i>Age</i>	<i>No.</i>	Other cutting and stabbing	100
less than 14	9	Hands, fist, feet	36
14-16	13	Bombs	1
16-18	15	Other	56
19-20	22	Unknown	2
21-24	22	12.0 <i>Primary Offense Intended</i>	
25-34	30	Murder	0
35-54	16	Rape	0
55+	2	Robbery	10
8.2 <i>Race</i>		Assault	251
Black	163	B & E	0
White	39	Other	0
Other	17		

**SURVEY DATA**  
**Breaking and Entry Target Crime**

Subject: Breaking and Entry  
 Time Period: June 1971 thru May 1972  
 Number of Incidents for Time Period: 12,973  
 Sample Size: 100%

1.0 Month	No.	Month	No.
June 1971	1,087	Dec.	1,285
Jul.	1,120	Jan. 1972	1,050
Aug.	1,152	Feb.	771
Sep.	1,106	Mar.	887
Oct.	1,238	Apr.	858
Nov.	1,254	May	1,165

2.0 Season	No.
Summer	3,359
Other	9,614

3.0 Location			
3.1 Police Sector			
P.S. Number	No.	P.S. Number	No.
211	599	311	441
212	348	312	317
213	528	313	302
214	494	314	347
215	442	315	360
216	569	316	312
217	266	317	88
Total	3,246	Total	2,167

P.S. Number	No.	P.S. Number	No.
411	335	511	702
412	510	512	1,096
413	529	513	473
414	600	514	562
415	594	515	598
416	552	516	518
417	255	517	236
Total	3,375	Total	4,185

4.0 Area of Occurrence		No.
4.1 Residential		
a. Night		2,092
b. Day		3,961
c. Unknown		1,456
4.2 Non-Residential (store, office, etc.)		
a. Night		3,300
b. Day		386
c. Unknown		1,778

5.0 Value of Property Stolen			
June	\$249,595.00	Dec.	\$328,788.00
July	\$265,396.00	Jan.	\$272,406.00
Aug.	\$333,516.00	Feb.	\$215,901.00
Sep.	\$279,648.00	Mar.	\$187,518.00
Oct.	\$303,124.00	Apr.	\$244,472.00
Nov.	\$302,137.00	May	\$336,399.00
Total	\$3,318,900.00		

6.0 Cleared By Arrest		No.
6.1 Cleared (including exceptional clearance)		1,711
6.2 Uncleared (pending, inactive closed, etc. cases)		11,262

7.0 Offender Data		No.
7.1 Age		
10 and under		48
11-12		93
13-14		212
15		154
16		118
17		155
18		145
19		97
20		91
21		107
22		94
23		68
24		72
25-29		147
30-34		67
35-39		40
40-44		32
45-49		12
50-54		11
55-59		—
60-64		2
65 & over		1

7.2 Race		No.
White		311
Black		1,454
Other		1

7.3 Sex		No.
Male		1,717
Female		49

For the Following Information  
 Sample Size: 65 Arrest Reports

8.0 Address of Offender		No.
Resident		55
Non-resident		2
Unknown		8

9.0 Recidivist Data		No.
(a) first offense		29
(b) prior offense		36
(c) similar charge		12
(d) different charge		24

Time since last charge		No.
(i) less than 1 year		32
(ii) 1-5 years		4
(iii) over 5 years		

10.0 Narcotics		
10.1 Drug Abuser		
		15
10.2 Category of Abuse		
a. user/under influence		0
b. possession		11
c. sale		1
d. user/seller		3
e. possession of drug paraphernalia		5
10.3 Type of Drug		
a. opium		13
b. marijuana		3

**SURVEY DATA**  
**Stranger-to-Stranger Target Crime**

Subject: RAPE (forcible)  
 Time Period: June 1971 thru May 1972  
 Number of Incident Reports for Time Period: 250  
 Sample Size: 100%  
 Percentage of Stranger-to-Stranger Rape in Sample: 58%

1.0 Month			
No.	Month	No.	Month
9	a. June 1971	16	g. Dec.
17	b. July	8	h. Jan. 1972
21	c. Aug.	7	i. Feb.
16	d. Sep.	14	j. Mar.
13	e. Oct.	1	k. Apr.
13	f. Nov.	9	l. May

2.0 Day of Offense			
25	a. Mon.		
17	b. Tue.		
17	c. Wed.		
21	d. Thu.		
22	e. Fri.		
24	f. Sat.		
18	g. Sun.		

3.0 Hour of Offense			
No.	Hour	No.	Hour
0	8-9 a.m.	0	12-1 p.m.
3	9-10 a.m.	3	1-2 p.m.
0	10-11 a.m.	5	2-3 p.m.
1	11-12 p.m.	3	3-4 p.m.

No.	Hour	No.	Hour
7	4-5 p.m.	14	1-2 a.m.
5	5-6 p.m.	16	2-3 a.m.
9	6-7 p.m.	8	3-4 a.m.
10	7-8 p.m.	5	4-5 a.m.
12	8-9 p.m.	0	5-6 a.m.
8	9-10 p.m.	0	6-7 a.m.
12	10-11 p.m.	0	7-8 a.m.
9	11-12 p.m.	5	Unknown
9	12-1 a.m.		

4.0 Season		No.
a. Holiday		5
b. Summer		48
c. Other Seasons		96

5.0 Location			
5.1 Police Sector			
P.S. Number	No.	P.S. Number	No.
211	7	311	4
212	3	312	0
213	4	313	2
214	6	314	4
215	2	315	1
216	1	316	0
217	1	317	1
Total	24	Total	12

411	13	511	8
412	5	512	11
413	16	513	9
414	9	514	2
415	8	515	7
416	6	516	9
417	2	517	3
Total	59	Total	49
5.2 <i>Indoors</i> No.			
a. <i>Residence</i>			
i. Single Family 9			
ii. Multiple Family 27			
iii. Housing Project 20			
iv. Unknown			
b. Commercial Bldg. 5			
c. Retail Store 0			
d. Public Establishment 3			
e. Public Property 3			
f. Unknown 2			
5.3 <i>Outdoors</i> No.			
a. On Main Thoroughfare 1			
b. Side Street 17			
c. Parking Lot 15			
d. Parks/Playgrounds 8			
e. Driveway/Alley 30			
f. Unknown 4			
6.0 <i>Cleared by Arrest</i> No.			
a. Cleared 41			
b. Uncleared 103			
7.0 <i>Value of Property Stolen</i>			
\$3,374.00			
7.1 <i>Type of Property</i> No. of Thefts			
a. currency 44			
b. jewelry & precious metals 16			
c. electronic & household equipment 5			
d. purses & wallets 1			
8.0 <i>Offender Data</i>			
8.1 <i>Age</i> No.			
a. less than 14 0			
b. 14-16 4			
c. 16-18 2			
d. 19-20 12			
e. 21-24 7			
f. 25-34 16			
g. 35-54 4			
h. 55+ 0			
8.2 <i>Race</i> No.			
a. White 8			
b. Black 125			
c. Other 5			

8.3 <i>Sex</i> No.	
a. Male 138	
b. Female 0	
9.0 <i>Address of Offender</i> No.	
a. Resident 5	
b. Non-resident 38	
c. Unknown 2	
10.0 <i>Recidivist Data</i> No.	
a. First Offense 15	
b. Prior Offense 30	
c. Similar Charge 13	
d. Different Charge 17	
e. Time Since Last Offense	
i. less than 1 year 20	
ii. 1-5 years 6	
iii. Over 5 years 4	
11.0 <i>Narcotics</i> No.	
11.1 <i>Drug Abuser</i> 3	
11.2 <i>Category of Abuse</i>	
a. User/Under Influence 0	
b. Possession 3	
c. Sale 1	
d. User/Seller 0	
e. Possession of drug Paraphernalia 1	
f. Other 0	
11.3 <i>Type of Drug</i> No.	
a. Opium 3	
b. Marijuana 2	
c. Synthetic Narcotics 0	
d. Other non-narcotic drugs 0	
e. Barbiturates, Benzendrine, LSD, & Hallucinogenics 0	
f. Other 0	
12.0 <i>Type of Weapon</i> No.	
a. Handgun 20	
b. Razor 3	
c. Other cutting or stabbing 55	
d. Hands, fist, feet 59	
e. Other 7	
13.0 <i>Primary Offenses Intended</i> No.	
a. Murder 0	
b. Rape 96	
c. Robbery 41	
d. Assault 2	
e. B & E 5	
14.0 <i>Eyewitness</i> No.	
a. Yes 8	
b. No 136	

**END**