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Criminal Justice Plan for New Jersey- Applicants Guide 1979

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State of New Jersey

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Governor

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State of New Jersey

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November 22, 1978

TO: The Honorable Brendan T. Byrne, Governor of New Jersey; The Honorable Richard J. Hughes, Chief Justice of the Supreme Court of New Jersey; The Honorable Joseph P. Merlino, President of the New Jersey Senate; The Honorable Christopher J. Jackman, Speaker of the New Jersey General Assembly; and the Honorable Chief Executives of New Jersey's 567 municipalities and 21 counties

This document represents the approved 1979 Criminal Justice Plan for New Jersey and the Applicants Guide. It is prepared as part of the application for federal funds under the Crime Control Act of 1976 (Public Law 94-503) as administered by the Law Enforcement Assistance Administration within the U.S. Department of Justice. Now in its eleventh year of publication, this plan, prepared in its entirety by Agency staff, reflects the input received by the Agency from State and local criminal justice agencies, as well as other sources.

The Plan outlines major criminal justice needs and problems in New Jersey and establishes future program directions.

This document is also presented to officials of the criminal justice system in New Jersey, as well as to citizens engaged in prevention, juvenile justice activity and other endeavors related to the broad field of criminal justice as defined by the Crime Control Act.

John J. Mullaney
Executive Director

NCJRS

FEB 16 1979

ACQUISITIONS

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Criminal Justice Plan For New Jersey 1979

INTRODUCTION

This publication combines selected sections of New Jersey's 1979 comprehensive criminal justice plan developed for funding under the Crime Control Act of 1976 and the Juvenile Justice and Delinquency Prevention Act of 1977. Sections of the Plan which have not changed significantly from 1978 or are written for compliance purposes under guidelines developed by the Law Enforcement Assistance Administration have not been printed this year. Similar to last year, the Applicants Guide has been incorporated into this combined document.

The complete Plan follows a planning process model, including an analysis of crime and criminal justice problems in the State; the examination of resources available to meet these crime and criminal justice problems; the identification of gaps between the problems and the resources; the setting of standards, goals and objectives for reducing crime and improving the performance of the criminal justice system (closing the gaps); and the development of programs to be implemented in order to bring about the desired improvements. The two major steps of the planning process not appearing in this published version of the Plan are the analysis of crime and the analysis of available resources. In addition, the statewide standards and goals set forth in the 1978 Plan have not changed and have not been reprinted. The document begins with identified major crime and criminal justice problems needing resolution, followed by descriptions of the action programs developed to attempt to solve some of these problems.

PROBLEM ANALYSIS

The objective of this part of the Plan is to conduct a comprehensive study of the criminal justice system problems in the State as perceived by the experts who administer the system.

Valuable insights into the myriad of complex problems and needs were provided by the many institutions and agencies which comprise the State's criminal justice system. At the forefront are the 23 local criminal justice planning units which were particularly helpful in identifying local level crime problems and patterns. Through their efforts, and with guidance from their criminal justice planning boards which are comprised of local experts in the local units' systems, this Plan is a reflection of their assessment of crime problems and needs. It should be mentioned that input into this section was gleaned from not only the local planning units but from other local communities and many State agencies which expressed concern for the state of criminal justice in New Jersey.

Through these combined efforts, and with the expertise of the Agency staff, this section identifies the gaps, where existing resources are not addressing the crime problem adequately and where system performance falls short of established standards. The Agency Governing Board participates in the analysis of problems and approves the goals, priority objectives and action programs, all of which follow

logically from the problem statements appearing below.

The problem statements are arranged in the same functional groupings as last year, from the enactment of legislation through the necessary support services, prevention, detection, deterrence, apprehension, diversion, adjudication and institutional and non-institutional rehabilitation. The first part of the Problem Analysis section describes the adult criminal justice system problems and the second part deals with juvenile justice problems. Listed at the end of each major problem, are the State agencies and units of local government that identified the existence of that problem as a priority. Immediately preceding each such citation is an indication of whether or not the particular problem is addressed by an action program in this Plan.

The solutions to many of the problems cited in this section involve the coordination of resources among the various components of the criminal justice system. Through careful analysis of the needs and resources by the Agency Governing Board and staff, the limited funds available have been allocated to meet priority objectives, whose attainment is expected to have the widest impact on the problems discussed. "The Annual Action Program" section of this document details the allocation of limited federal funds to supplement existing State and local resources.

A. LEGISLATION, SUPPORT SERVICES AND PREVENTION

LEGISLATION

The administration of criminal justice is dynamic-- continually striving to improve the quality of service delivered to the public. Indications for necessary change come from several sources, also on a continuous basis. In most cases the call for change comes from within, as a result of the constant monitoring of the operation of the many criminal justice agencies upon whose cooperation the delivery of justice depends. At other times public opinion and special study groups provide the impetus for change.

Legislation is just one of the ways to attempt to bring about improvement, albeit a very important way since so much of the criminal justice system is governed by statutory and case law. Court rules, executive and administrative orders and internal agency procedures are some of the other ways to bring about change.

The criminal justice system has been in a constant state of flux over the last decade. Some of the factors that have brought about very significant changes have been the increasing incidence of crime, the recognition that antiquated practices in many areas were insufficient to cope with the growing crime problem, Supreme Court decisions of wide impact, public opinion and the recent availability of federal funding support. Because of the fact that change is continuous and present in almost every facet of the criminal justice system, it is difficult to list and describe all areas that possibly need new legislation. The following are only a few examples of areas requiring legislative attention:

- Legislation is pending for the revision of both the New Jersey and federal criminal codes and each should have a wide impact. The impact on New Jersey of a changed federal code will probably require a task force study.
- In 1975, Governor Brendan Byrne appointed an advisory committee, comprising over 50 people knowledgeable in the area of criminal justice and representing State and local agencies and public and private interest groups, to draft criminal justice standards and goals. With the aid of special staff at the State Law Enforcement Planning Agency over 300 standards were recommended to the

Governor on June 24, 1977. It is estimated that over 30 standards will require some form of legislative action before they can be implemented.

- While "home rule" is a firmly entrenched tradition in New Jersey, it should not preclude consideration of proposals to consolidate local criminal justice services where significant economic and operating efficiencies can be realized. For example, the report of the National Advisory Commission on Criminal Justice Standards and Goals recommends that all police departments with less than ten officers should be consolidated with other departments. Similarly, a study by the National Center for State Courts in conjunction with the Administrative Office of the Courts recommends that municipal courts should be consolidated according to districts so they could operate on a full-time basis. Part-time adjudication coupled with high court caseloads has helped cause prolonged holding periods and overcrowding of some county detention facilities.
- It is increasingly difficult to locate citizens from every walk of life who are willing and able to serve as jurors, due to the economic hardships suffered through jury service. The current remuneration was established in 1953 and is not in line with the existing inflationary economy. There is a need to pass legislation to increase service pay for jurors.
- There is no State requirement for regular in-service training for police officers even though legislation has been passed establishing standards and minimum curriculum requirements. There is a pressing need to pass legislation that will mandate in-service training and enforce these standards.
- Legislation establishing the State Parole Board was enacted in 1948 in response to the New Jersey Constitution of 1947 which mandated that "a system for the granting of parole should be provided by law." While minor revisions to this legislation have been enacted since 1948, there are several aspects of the parole system which should be updated by legislative enactment. Under current law, for independent paroling authorities exist in New Jersey including the State Parole Board, the

Board of Trustees of the Youth Correctional Institutional Complex, the Board of Trustees of the Correctional Institution for Women and the Board of Trustees of the Training School for Boys and Girls. In many correctional institutions in New Jersey, inmates are housed together who are under different paroling authorities, and in some cases concurrent jurisdiction is shared among the different paroling authorities. This structure tends to encourage discrepancies and inconsistencies in the handling of parole cases and has created communication and record keeping problems. Recommendations for the creation of a unified paroling authority have been promulgated by the National Commission on Accreditation for Corrections, the New Jersey Correctional Master Plan and the New Jersey Governor's Advisory Committee on Criminal Justice Standards and Goals.

- Legislation is also required to eliminate inconsistencies with regard to the status of inmates in county workhouses and penitentiaries. Only four counties maintain such facilities and, as a

result, defendants in these counties may be sentenced to workhouses or penitentiaries while similar defendants in other counties must receive State prison terms.

- Another area in the parole process where legislation is necessary is to prevent the loss of time served on parole due to parole revocation. Under the provisions of N.J.S.A. 30:4-134, 24, parole violators who are convicted of an offense committed while on parole are not credited toward the original sentence with that portion of time served while on parole. This provision creates a circumstance whereby inmates may be under the State's custody for a period of time longer than the maximum penalty otherwise prescribed by law.

The need for legislation to aid in improving the criminal justice system in the above areas has been cited by the following local jurisdictions and State agencies: Morris County, Burlington County, the Administrative Office of the Courts and the State Parole Board.

PLANNING AND EVALUATION

The enactment of necessary legislation does not guarantee its successful implementation. It is often difficult to have change accepted and operationalized. Effective implementation requires a dedication toward attainable and meaningful goals and it is for this reason that planning is a critical phase prior to implementation.

Once the changes are operationalized, it is necessary to examine whether or not pre-determined goals have been reached and what the impact of changed procedure has been. Evaluation is the mechanism that provides the necessary feedback and indicates whether a redirection of procedures or objectives is needed.

Planning

The State Law Enforcement Planning Agency has been at the forefront in encouraging and supporting planning efforts at both the State and local levels. Local criminal justice planning units have been funded throughout most of the State.

In the 1976 Plan, in response to planning needs expressed by various State agencies, a program was created to establish, within the State agencies, staff to plan for long-term operational change unencumbered by the pressures of immediate crises decisions. Additional objectives of the program have included the incorporation within the State criminal justice agencies of reports necessary for main-

tenance of accountability and for program evaluation. To date, the Administrative Office of the Courts has received funding for the development and system design for a unified, State-financed judiciary and the Divisions of Criminal Justice, State Police and Systems and Communications have received funding for improvement of management capabilities.

With the assistance of LEAA discretionary funding, the Department of Corrections and the Department of Law and Public Safety have initiated projects to develop planning/management/evaluation capabilities. In the Department of Corrections, the unit has been established both to serve as the planning resource for the Department and to supervise the implementation of the State Correctional Master Plan. The unit coordinates the operations of the Correctional Information System and the Offender-Based State Correctional Information System in order to assure the availability of accurate and timely statistical data upon which to base planning and policy decisions.

Court Planning

The Crime Control Act of 1976, Public Law 94-503, contained numerous amendments designed to increase the participation of the Judiciary of the States in the LEAA program. The most significant of these amendments can be found in Section 203 (c) of the Act, which reads as follows:

The Court of last resort of each State . . . may establish or designate a judicial planning committee for the preparation, development, and revision of an annual State judicial plan . . .

Consistent with Section 203 (d) of the Crime Control Act and provisions of the N.J. Constitution, the Judicial Planning Committee (JPC) was formed and has three main functions: 1) makes recommendations to the Supreme Court concerning the improvement of courts in this State; 2) defines, develops and coordinates programs and projects for the improvement of courts in this State; 3) develops an annual State Judicial Plan for the improvement of the courts in this State which, after being approved by the Chief Justice and Supreme Court, is included in the Criminal Justice Plan for New Jersey. In many respects, the functions of the JPC vis-a-vis the courts are similar to those of the State planning agency vis-a-vis the entire criminal justice system. Accordingly, based upon the recent amendments, the Judiciary is developing a planning process whereby the newly formed JPC will assist the Chief Justice and the Supreme Court in identifying the needs of the judicial system, prioritizing those needs, and then developing programs to address those priorities, subsequently incorporating them into the annual Judicial Plan.

Parole Planning

Future attempts to improve upon the parole system must include an increased emphasis on research and planning which thus far has been lacking. In making the decision to parole an offender from an institution, accurate and thorough information must be provided to the paroling authority in significant characteristics of the offender's background, including the offender's education, employment, family ties, criminal background and adjustment in the correctional institution. Plans are currently underway to include data elements in the Offender Based State Correctional Information System (OBSCIS) which would make this type of information more readily available at the time a paroling decision is made. Further efforts are also necessary to develop an innovative classification and follow-up system which will assist the paroling authority's efforts to monitor and evaluate parole cases.

Evaluation

Because in recent years there have been significant changes in criminal justice, the need for determining the impact of these changes has received increasing attention. In addition to the evaluation components of the above mentioned planning/management/evaluation units within specific

State departments and agencies, the State Law Enforcement Planning Agency also received LEAA discretionary funding for the establishment of an Evaluation Unit. The Unit has conducted or is conducting the intensive evaluation of the following program areas: "Crime Specific-Rape," "Establishment of Public Housing Security Units," "Coordinated State and Countywide Police Legal Advisory Units," "Youth Service Bureaus," "Improvement of Police Services to Juveniles," "State Correctional Treatment of Special Offender Types," "Local Correctional Institution Rehabilitative System Management and Service Delivery," "Crime Specific-Robbery," "Victim Assistance Centers" and "Vocational Service Centers." The reports generated by the Unit are being disseminated to criminal justice system agencies as well as to the public and are also being used as feedback information to help manage the projects.

Parole Evaluation

During the period between July 1, 1976 and June 30, 1977, a total of 12,330 offenders were under parole supervision as a condition of release from an institution into the community. In order to improve the effectiveness of the criminal justice system more information must be obtained on the effectiveness of parole. Evaluations should be conducted to determine the relative strengths and weaknesses of work release and furlough programs and of halfway houses and pre-release centers which are utilized in conjunction with parole supervision. An evaluation tool of this nature would assist in determining which areas in parole need strengthening in order to provide for an effective network of services to parolees in the community.

A study conducted for the American Bar Association on a group of ex-prison inmates in Baltimore, Maryland between 1971 and 1974 revealed that the group of parolees who collected financial aid, akin to unemployment insurance, for 13 weeks exhibited significantly reduced re-arrest rates than a group of parolees who did not receive the aid. There is a continuing need to study these types of factors as they contribute to the success or failure of parole.

The need for planning and evaluation services continues to be a high priority of the State Law Enforcement Planning Agency and has been addressed in the Annual Action Program. The following local jurisdictions and State Agencies cited this as a need: Monmouth County, Middlesex County, Passaic County, Somerset County, Gloucester County, Cumberland County, Ocean County, Union County, Essex County, Morris County, Trenton, Jersey City, the Administrative Office of the Courts, the Department of Law and Public Safety, the Department of Corrections and the State Parole Board.

RESEARCH AND INFORMATION SYSTEMS

To make rational planning and program decisions, research and accurate information are required. Too often key personnel are required to make decisions which are based on inadequate information because data are not attainable with present resources or cannot be gathered in time to make informed decisions.

There is a need for the various system components to develop their own research units staffed by professionals and drawing on the advice and assistance of leading scholars and experts in relevant disciplines. Research programs in these agencies must be coordinated with each other and consolidated whenever feasible in order that comprehensive improvements can be made to the entire criminal justice system.

Unfortunately, efforts have been inadequate to date in New Jersey to provide these comprehensive system improvements. Uncoordinated data collection, retrieval and dissemination among the separate components of the criminal justice system hampers effective and efficient operations, particularly at the management and planning levels. Lack of effective methods of communication and information sharing between jurisdictional levels particularly plague the courts and correctional systems. Only recently has coordination among the components begun to take place.

The magnitude of the problem for information processing and research can be illustrated by reviewing some of the major activities of the criminal justice system in the State. In 1975, there were 396,448 Index offenses and 335,330 arrests were made for all offenses. The courts were asked to handle 555,371 new cases during the court year 1976-77 which were added to a backlog which has grown by 30% from the 1972-73 period. The current population of the county correctional facilities is approximately 4,500 and the State correctional institutions currently has a population of approximately 6,500.

Comprehensive Data System

The New Jersey Criminal Justice Information System Master Plan has been written to guide the development of State-level information systems. The Master Plan also recommends that each county develop its own plan to insure the compatibility of information systems at the local level and mesh with State systems.

The State's centralized Uniform Crime Reporting Unit of the Comprehensive Data System is mandated by law to collect crime data related to specific

offenses and arrests. A standardized method of internal crime reporting is offered to reporting agencies to assure that crime data are complete and accurate. The discretionary grant program of the Law Enforcement Assistance Administration has supported the modification and expansion of the existing unit. There still is a need, however, to provide an expanded feedback capability within the Uniform Crime Reporting Unit to analyze crime trends and return the information to the reporting agency.

Formalized information systems are lacking or need major improvements in many prosecutors' offices within the State as cited by several county criminal justice planning units. In the large city assembly line criminal courts, even conviction rate information has been largely unavailable and/or unreliable. The state is now addressing this problem through its participation in the Law Enforcement Assistance Administration-funded Offender Based Transaction Statistics and Computerized Criminal Histories (OBTS/CCH) component of the Comprehensive Data System. The OBTS/CCH is the tracking system which follows the offender as he passes through the phases of the State's criminal justice system. Agency funding has also initiated a correctional information system which makes available population reports, including population projections and reports of admissions, departures and parolees. In addition, Agency funds have provided for the development of county and statewide judicial management information systems to deal with the problems of generating reports and statistical information on cases being processed.

Information on the Comprehensive Data System was valuable in the development of this Plan. A major contribution of the Data Analysis Center, the analytical arm of the CDS, has been the preparation of flow charts depicting arrest dispositions by offense for selected jurisdictions. These system flow charts appear in the section of this Plan entitled "Resources, Manpower, Organizational Capabilities, and Systems Available to Meet Crime Problems." It is anticipated that CDS data will become even more valuable in the development of future State comprehensive Plans when the system will be able to provide case flow information by county and activity years for comparison.

The State Law Enforcement Planning Agency has been a major resource in providing solutions to some of the problems listed above. In New Jersey, rapid and accurate response to requests for information has been an important factor in attempting to increase the effectiveness of the criminal justice

system. Beginning in the early years of the Agency's existence and continuing to the present, steps have been taken with agency funding to remedy inadequate manual methods of information gathering, storage, retrieval and dissemination for the various segments of the criminal justice system.

For example, through the provision of more than \$2 million in funding to the Department of Law and Public Safety, Division of Systems and Communications, a Statewide Communications and Information System has been developed and extended to all areas of the State, thus providing statewide access to every law enforcement agency. A total of 79 terminals process an average of 195,808 patrol inquiries per month resulting in over 4,700 positive responses (hits) concerning outstanding warrants, stolen vehicles, or other property. Additional terminals are needed to augment the existing regional and large department access into the system. The ability of this system to respond in seconds has and will continue to help protect the lives and safety of

our police officers and to help apprehend wanted persons.

Although the efforts of SLEPA, LEAA and the Division of Systems and Communications have been very substantial over the past few years in establishing the CDS, much more remains to be accomplished. Information on recidivism will be developed in the near future; statistics on juvenile offenders are not part of the CDS; only the most serious charge is known via the OBTS/CCH system; only those fingerprinted can be put on the system—these are among some of the more serious gaps which need to be filled.

The problems and needs included in this section on Research and Information Systems were cited by the following local jurisdictions and State agencies: Passaic County, Somerset County, Morris County, Ocean County, Camden City/County, Hudson County, the Division of Youth and Family Services and the Administrative Office of the Courts.

MANPOWER DEVELOPMENT

POLICE TRAINING

Basic Training

New Jersey was one of the first states in the country to require basic training for police recruits in skills and knowledge necessary to perform police duties. Unfortunately, the basic training may take place up to 18 months after the recruit has already begun working as a police officer. There is a need for pre-appointment training as recommended by the Governor's Adult and Juvenile Justice Advisory Committee.

Through the New Jersey Police Training Commission, 15 training academies provide up to approximately 16 weeks of training in the technical aspects of police duties as well as in the dynamics of human behavior, social subcultures, inter-personal communication and community relations. To date, close to 17,000 police recruits have received training in these academies. Some of the additional SLEPA supported police training sessions have included police command seminars, supervision of police seminars, Operation Combine, legal workshops, labor management relations workshops, investigative training and organized crime seminars. There is a continuing need, however, to revise the curriculum to ensure the adequacy of its length, content and presentation.

In-Service Training

Basic police training and general police ex-

perience do not develop the levels of expertise which are required to investigate successfully sophisticated criminal activities, organized criminal conspiracies, and covert narcotics transactions. For this reason, the demand for in-service training continues to be very high. There is no State requirement for appropriate in-service training for the veteran police officer and in many areas this training is either non-existent or inadequate. Federal funds have, therefore, been used to support in-service training programs in many locations throughout the State. SLEPA funds have also supported the Instructor Training and In-Service Development program at the New Jersey Division of State Police.

The crime problem throughout the State continues to be serious and clearly dictates a need for a continually updated investigative program to give law enforcement at municipal, county and state levels the capability to cope with the ever-increasing trend in sophisticated, organized criminal activity. In this area, the New Jersey State Police organized crime and narcotics training programs continue to be a primary source of training for law enforcement officers throughout the State. These training programs include the Criminal Investigation Training Program, the Organized Crime Seminar, the Basic Narcotic Investigators School and the Advanced Narcotic Course. To date, over 10,000 police officers have been trained in one or more of these courses and of this total over 6,000 were municipal police. These classes have been well received by the personnel involved as well as their supervisors. As a result of one Organized Crime Seminar, information

was developed on a stock fraud scheme in which the Securities Exchange Commission took action. This one action alone recouped, through civil litigation, \$150,000 into the federal treasury.

The crime statistics reported both nationally and in New Jersey over the past several years have indicated an increase in sex crimes and especially rape, an area of significant concern. Police not only have the task of solving these crimes, but also that of reducing the trauma of the victim. Many crimes in this area fail to result in convictions because the victim either fails to report the crime or is reluctant to testify against the accused once he is apprehended and also because investigations are sometimes mishandled. A multi-discipline education with a strong psychological foundation is required for the investigator and analyst working in this area.

It is reasonable to assume that if some of the mishandled cases were investigated properly more arrests and convictions would result. Also, when the case is handled properly it is less traumatic for the victim and the psychological damage that results from these types of offenses can be reduced. Therefore, a trained cadre of police and analysts operating throughout the State would result not only in a reduction of the psychological trauma to sex crime victims but also in the number of persons victimized.

The formal training offered by the State Law Enforcement Planning Agency funded Sex Crimes Analysis and Investigation Training Program has been extremely well received. The Sex Crime Analysis training was mandatory for Agency funded sex crime analysis units and over 600 police officers have received this training. Feedback from agencies which have participated has showed that the expertise acquired as a result of attendance is adding to the degree of efficiency in sex crime investigations and significantly reducing trauma associated with victims of sexual assaults. This type of response is a clear indication of the necessity for continued training in sex crime analysis and investigation.

Several rape cases have been cleared by arrest as a direct result of the exchange of *modus operandi* information that took place in the classroom. Since graduation many students have been in contact with the various experts utilized in the instruction for further information to assist them with difficult investigations and in the development of analysis units. Another result of the program has been that a number of former students have set up mini-training programs of their own at local and county levels. This has resulted in the information reaching a much greater number of officers than was originally projected.

The State Law Enforcement Planning Agency has also funded training seminars for police chiefs for

improved management capabilities. There is a need for additional management expertise in police departments, which could be provided through additional training seminars in modern administrative techniques. The Police Training Commission provides administrative consultant services through its Police Administrative Services Bureau, but cannot meet all demands for these services.

Economic crime and official corruption have also become areas of major concern to the citizens and criminal justice personnel of the State of New Jersey. The public demands that corrupt officials, people engaged in welfare and Medicaid frauds as well as the controllers of illegitimate business enterprises and other "white-collar" criminals be brought to justice. This has placed a heavy burden on law enforcement personnel who are still, to a large extent, untrained in the techniques and tactics necessary to investigate and prosecute these types of crimes effectively.

Some of the other areas where in-service training has been made available include: criminal law; ethics; field reporting; community relations; crime prevention; arrest, search and seizure; investigative procedures; court presentations; crisis intervention and unusual events training (riots, floods, hostage and rescue situations, snipers).

The need for in-service training for police officers continues to be a high priority of the State Law Enforcement Planning Agency and has been addressed in the Annual Action Program. The Department of Law and Public Safety and the following local jurisdictions cited this as a need: Essex County, Burlington County, Camden County, Cumberland County, Gloucester County, Morris County, Middlesex County, Monmouth County, Ocean County, Passaic County, Somerset County, Union City, Jersey City, Trenton, and Elizabeth.

COURT PERSONNEL TRAINING

Training for the Judiciary

Education and training should serve to advance the administration of justice and to stimulate and effect substantial improvements in the court system. Initial efforts in the realm of judicial education have confirmed that there exists a need to continue the training of New Jersey's judicial and court support personnel. Furthermore, it has become apparent that this need is best met through the implementation of a consolidated training effort, administered by a centralized Judicial Training Coordinator located in the Administrative Office of the Courts. Prior to the training coordinator's existence, education programs came into operation through happenstance, without significant systemization and planning. The coordinator has enhanced the plan-

ning capability in the education process and the concern for short and long term planning has served to avoid duplication of effort and expenditures. The long range training plan emphasizes effective administrative techniques, changes in procedural and substantive law and specialized areas such as juvenile adjudication, pre and post trial dispositional alternatives and constitutional limitations.

Programs designed to improve professional competence and strengthen the judicial system must include advanced and specialized training as well as courses suited to the needs of the newly appointed judge. With respect to continuing judicial education, reference is made to the American Bar Association's "Standards Relating to Court Organization," ABA Standard 1.25 which reads as follows:

Continuing Judicial Education. Judges should maintain and improve their professional competence by regular continuing professional education. Court systems should operate or support judges' participation in training and education, including programs of orientation for new judges and refresher education in developments in the law and in technique in judicial and administrative functions for experienced judges. Where it will result in greater convenience or economy, such programs should be operated jointly by several court systems, or regionally or nationally. Provision should be made to give judges the opportunity to pursue advanced legal education and research.

Newly appointed judges need orientation to their role, which is novel even for lawyers with long experience as advocates. They also need training in the administrative and other responsibilities of judicial office, which are quite unlike the ordinary professional experience of lawyers. At the same time, experienced judges need refresher courses; the rate of legal change has become so rapid that few can stay abreast simply on the strength of their own efforts. Experienced judges also need training in new techniques in court administration and performance of judicial duties, thereby sharing advances and simplifications in these functions.

With respect to supporting personnel, ABA Standard 1.44 provides:

Continuing Education for Court Staff. All staff members of the court system should maintain and improve their professional competence by regular, continuing education. Court systems should operate or support programs of orientation for new court staff and refresher and developmental programs for experienced staff. Where greater convenience and economy can be achieved, such programs should be operated jointly by several court systems, or regionally or nationally.

The need for comprehensive and continued training of new and veteran staff personnel is often overlooked, but the fact is that staff officials serve as the immediate representatives of judges in positions of

administrative responsibility. With this in mind, the necessity for their proper orientation and ongoing development is a reality which cannot be ignored.

Special emphasis has been placed on the critical need for judicial training through the development in 1971 and the expansion in following years of a consolidated training program undertaken by the Administrative Office of the Courts with the assistance of Agency funds. Training areas have included judicial orientation, continuing judicial education, court support personnel orientation, court management institutes, juvenile justice management institutes, appellate seminars, the National College of the State Judiciary and various specialized topics.

In addition to continuing these programs, it is also anticipated that New Jersey will soon have a new Penal Code. Taking this into consideration, a series of seminars and educational programs will have to be held as a means of educating judges and judicial personnel to the provisions of the new law. Numerous legal questions will undoubtedly be raised and will have to be discussed prior to actual implementation of the Code. Judicial input and understanding is a necessity if the Code is to succeed.

Prosecutor Training

At the present time, there are approximately 450 attorneys involved in the prosecution of criminal matters in the State. This number includes county prosecutors and assistant prosecutors as well as deputy attorneys general in the State Division of Criminal Justice. During the past several years, the staffs of the offices of the County Prosecutor in the various counties have grown, some from part-time to full-time professional staffing, and there has also been a considerable turn-over of assistant prosecutors. Approximately 450 attorneys have attended the prosecutors training courses conducted in the past four years in such areas as sex crime analysis, organized crime investigation/prosecution, family violence matters and economic crime investigation/prosecution. There continues to be a need for prosecutor training.

Probation Training

Due to the fact that probation in New Jersey is locally funded, development of new innovative training programs which could benefit the system as a whole are too often frustrated by the realities of county budgetary constraints. Given the increasing number of staff personnel in probation services and the special needs of individual county departments, State level training programs in and of themselves are simply not enough. Mini seminars on the local level could serve as a valuable supplement to the statewide training program currently being offered

by the Administrative Office of the Courts (see "Related Court Problems" in the "Adjudication" section).

The need for specialized training of court professionals and supporting judicial personnel continues to be a high priority of the State Law Enforcement Planning Agency and has been addressed in the Annual Action Program. The following local jurisdictions and State agencies cited this as a need: Passaic County, Essex County, Morris County, Union County, Cumberland County, Atlantic County, the Department of the Public Advocate, the Department of Law and Public Safety and the Administrative Office of the Courts.

Training for Local Corrections

Although the State Law Enforcement Planning Agency has developed a program for the provision of basic as well as advanced training for local correctional personnel, there remains a problem of fulfilling the need for a wide range of standardized, ongoing training at the local level. Professional training is essential for efficient operation of the jails, including management of the inmates and programs within them. Sheriffs' officers must also deal with the inmate hostility and tension which accompanies crowding and sub-standard conditions in the correctional institutions.

This problem has been a high priority of the State Law Enforcement Planning Agency and has been addressed through a program which provided funds for the creation of the Correction Officer Training School under the aegis of the Department of Corrections. On July 1, 1974, the State assumed the cost of training State correctional personnel. To facilitate training for local corrections staff, the Training School program was decentralized in 1975 to provide classes at two regional training sites in Essex County and Glassboro as well as the central academy in Trenton. In addition to course offerings, emphasis was placed on developing the capability of local institutions to provide improved in-house staff training. This was accomplished through specialized training for the training officers and the provision of audio-visual equipment and instructional materials to local institutions.

Through December 31, 1977 the following numbers of local correctional personnel have completed the courses listed:

Standard Courses	
Advanced Cottage and Juvenile	37
County Basic	738
County Advanced	162
Middle Management	40
First Line Supervisory	72
Sub-Executive	73
Specialized Courses	
First Aid	199

Firearms (instructors)	17
Basic Spanish Language and Culture	35
Advanced Spanish Language and Culture	9
Legal Rights (staff and inmates)	228
Institutional Crime Scene	39
Instructing Techniques and Training	22
Special Spanish Language	23
	1,694

The need for provision of professional training and education to local correction officers continues and has been cited by the Department of Corrections and the following local jurisdictions: Camden City/County, Morris County and Atlantic County.

Parole Training

Because of the importance of parole as a component of the criminal justice system, it is important that recruitment and training efforts are sufficient to meet the many demands placed upon the parole system, such as the determination of parole eligibility requirements, actual selection of offenders for release on parole and parole supervision. Staff should be highly trained to meet all these functions and capabilities should also be developed in the areas of planning and legislative analyses. This need was cited by the State Parole Board.

Education Programs

In order to function most effectively, criminal justice personnel should have a broad background in vocational skills as well as knowledge of the humanities, communications skills and other college level disciplines. It is desirable for college educated professionals to fill a variety of important positions in the criminal justice system.

Although their duties may differ, personnel in all parts of the criminal justice system (police, courts, prosecution and corrections) must attain high levels of excellence in the performance of their respective activities. Because personnel in the criminal justice system can have such a tremendous impact on the lives of other people, it is essential that they receive education of the best quality. College level courses, seminars, institutes and conferences can improve one's understanding of his role in the criminal justice system. It is almost universally agreed that academic courses in the humanities can improve one's understanding of others, and nowhere is this more critical than in the interpersonal relationships and interactions between criminal justice personnel and the citizenry they serve.

State Law Enforcement Planning Agency funding assistance in this area was initiated in the 1971 Plan. Projects to support degree programs at Paterson State, Trenton State, Glassboro State, and Stockton State Colleges were among the first funded. These

projects represented a five year commitment which the State Law Enforcement Planning Agency has met. This area continues to be of importance to the criminal justice system and should be maintained by the colleges. Emphasis has also been given to supporting regionalized or statewide training activities, focused on areas of operations that require current knowledge and job-related skills. In recent Plans, funds were provided for criminal justice agencies or institutions of higher education to develop and implement in-service professional development programs, seminars, workshops or courses for criminal justice personnel. In addition, funds were allocated for the New Jersey Police Training Commission to improve the quality of basic training for law enforcement personnel in the State.

The need for educational and professional development of criminal justice personnel continues to be a high priority of the State Law Enforcement Planning Agency and has been addressed in the Annual Action Program. This need has been cited by the Department of the Public Advocate, the Department of Human Services, the Department of Law and Public Safety, the Department of Corrections, the Administrative Office of the Courts, the State Parole Board, the City of Elizabeth, Jersey City and the Counties of Morris, Camden, Cumberland and Atlantic.

Training Criminal Justice Personnel in Changes Required under the New Penal Code

The Criminal Justice Plans for New Jersey have for several years recommended the adoption of a new penal code for the State. In August of 1978, the New Jersey Legislature enacted a code of criminal laws which will become effective on September 1, 1979. Included in the new code is a reclassification of offenses as well as general sentencing guidelines.

Practitioners in the field of criminal justice, such as police and court personnel, as well as prosecutors and corrections officials, must be trained in order to become familiar with the changes mandated as a result of the new penal code. Police must be aware of what acts are criminal violations under the new law. Court clerks and other court personnel must be familiar with new statutes, while corrections officials must be made aware of new fines and sentences to be imposed under the code.

The need for retraining is seen as a priority by the State Law Enforcement Planning Agency and is addressed in the Annual Action Program under several of the areas dealing with in-service training.

Criminal Justice Personnel Recruitment

The improvement and expansion of recruitment

practices are of fundamental importance to the criminal system. It is the quality of recruits that determines the quality of criminal justice services over a period of time. A more systematic and integrated recruitment effort, including improved incentives, is required for those components of the system which have pressing personnel needs.

Recruitment Standards

One area which is experiencing recruitment difficulties is police, due in part to the large number of small police departments in the State. A statewide set of valid personnel standards needs to be developed in the police area. Current statutory requirements concerning age, citizenship, residency and freedom from conviction on any indictable offense or offense involving moral turpitude need to be reexamined to determine if they needlessly inhibit the recruitment of qualified persons.

Civil Service, which sets standards regarding education levels, height, weight, vision and medical qualifications, has attempted to ease requirements to facilitate recruitment of qualified police personnel. At present, candidates in Civil Service municipalities must possess a high school diploma or a high school equivalency certificate. A municipality, however, may obtain a waiver allowing candidates with a minimum of tenth grade education to apply for the entrance examination. The entrance examination includes a written test geared to high school graduates, a physical performance test and a qualifying medical examination. To be more certain that local police officers possess the qualities necessary for police work, it is essential that valid standards relating to education, mental, moral and physical fitness be examined.

As a specific example, the New Jersey Department of Civil Service has visual and auditory standards for police officers. The minimum standards are based on judgments of police consultants and Civil Service examiners. However, the level of visual and auditory ability required for adequate job performance has not been empirically established. This makes it difficult to justify current standards when they are challenged by rejected applicants. These types of problems need to be examined in the future and more scientific testing methods established to insure fairness in judging applicants for police work.

Minority Recruitment

The administration of criminal justice should not only be fair, but the public being served should perceive it as being fair. Expansion of minority participation in the system will advance this goal. An active minority recruitment program is one means of responding to this need. The State has attacked this problem by starting "walk-in" testing for police of-

ficer and corrections officer positions with the assistance of Agency funding.

For years, the New Jersey Department of Civil Service administered a Police Officer Performance Test consisting of various exercises (e.g. pushups, situps, etc.) which obviously were not actual samples of police officer activities. As part of its overall effort to increase the job relatedness of all its tests, the Department developed and implemented a "work-sample" physical performance test for police officers in 1974. In addition, the minimum height and weight requirements, which were considered by many to be artificial employment barriers, were abolished. Despite its efforts to develop a more job related physical performance test, the Department is still experiencing problems informing minorities and women of these efforts and encouraging them to take the test.

There are a substantial number of people in the State who do not speak or understand English. Many of these foreign language speaking people come to New Jersey to find jobs and make new lives. When these people have an encounter with the criminal justice system, whether as an offender, a victim, a witness, or a person in need of assistance, their situation is often frustrating, because they are unable to communicate in English. If there were more multi-lingual personnel attracted to the criminal justice system, this situation would be less likely to occur.

Testing

The individual oral examination is currently one of the criteria used to select criminal justice personnel. Because of the subjectivity inherent in this technique, measurement error necessarily exists. Further, it is clear that such a technique explores only a few areas of the critical administrative knowledge, skills, and abilities required by the jobs. Real work samples cannot be and are not evaluated. In summary, the oral examination simply does not measure numerous critical facets of the job.

While extensive studies have not been made on the current selection procedure, some court decisions have negated Civil Service test results because of the "unreliability" of the oral examining procedure. Further, it is obvious that a selection technique which is subjective and which measures a very limited percentage of the qualities of the applicant cannot hope to produce validities comparable to those gained through a selection process which measures a large percentage of the applicant's qualities (i.e. the assessment center method). An assessment center is a method, not a place. It involves multiple evaluation techniques, including

various forms of job-related simulations, and may sometimes include management games, group discussions, simulations of interviews with subordinates or clients, fact-finding exercises, oral presentation exercises and written-communications exercises. The exercises are selected to bring out behavior related to the dimensions identified by research as important to job success in the target-level positions for which the participants are being considered.

The assessment center method, while by no means a perfect predictor, appears to produce validities above those normally associated with tests or panel interviews. In addition, one study in this area, the Huch Study for Michigan Bell Telephone, concluded that an assessment center method is equally valid for all applicant groups, including minorities and women. And finally, the assessment center method provides for feedback on performance for candidates, thus making it an effective staff development tool.

There is also a problem of duplication of effect on the part of Civil Service municipalities in conducting background investigations and psychological examinations of eligible candidates for police positions. Often one person will be on eligible rosters for more than one police department. Because a single agency does not conduct these two screening steps, a candidate undergoes several background investigations and psychological examinations. This is, of course, a waste of municipal resources.

The Department of Civil Service develops and implements basic policy in the area of personnel administration. With SLEPA funding since 1972, the Department has developed walk-in examinations for State and county correction officers and has instituted a new physical performance test for police officer candidates. Other important developments in the recruitment process have included a reduction in the time period between application and issuance of eligible rosters and the designing of more job-related examinations. Additionally, efforts have been made to attract qualified female and minority candidates for criminal justice positions consistent with affirmative action plans. The Department considers the increase in minority and female representation in the recruitment and selection system as an ongoing responsibility.

The need for the recruitment, selection and upgrading of criminal justice personnel is one that is ongoing and continues to be a high priority of the State Law Enforcement Planning Agency and has been addressed in the Annual Action Program. The Department of Civil Service has cited this area of need.

PREVENTION

General crime prevention problems and activities, aimed at all potential offenders and all potential targets of crime, are discussed in the "Detection, Deterrence and Apprehension" section, because crime prevention units are generally housed within police departments. These units take the initiative to involve the community in learning and using methods which make the commission of crimes against persons and property more difficult.

The crime role has risen drastically during the last decade and recent opinion polls show this to be one of the most important national issues. As a result,

there has been an increasing desire by community groups to take the initiative in the area of crime prevention. The Law Enforcement Assistance Administration is addressing this need through direct funding under the "Community Anti-Crime Program" and several New Jersey communities have applied for grants to carry out activities similar to those encouraged by crime prevention units housed within the police departments.

Within the area of prevention, the State Law Enforcement Planning Agency has traditionally focused in on the area of juvenile prevention because it is with the youthful offender that there is the greatest possible impact for preventing initial or advanced system involvement.

B. DETECTION, DETERRENCE AND APPREHENSION

Police Patrol Effectiveness

The role of the police in controlling and reducing crime is basically a dual one, to deter crime and apprehend offenders. The traditional response to this responsibility is the random patrol concept for police omnipresence. This reaction has increasingly become less effective because of the current greater demand for police services that utilize the greater part of available patrol time.

During the fiscal crisis of the past several years, layoffs of police officers have brought to the forefront the problem of how to make the best use of existing manpower. Coupled with a drastically increasing police department workload and rising crime and urbanization rates, the need for efficient allocation of resources to satisfy increasing demands for police services has become crucial. Patrol time must be extended in spite of limited manpower, and methods must be devised to determine where the patrol time will be best spent.

The urban areas of the State have a demonstrated need for a crime analysis capability to aid in manpower allocation. In the smaller police departments this can be accomplished manually, while some of the larger departments can analyze crime occurrence more efficiently with the aid of computers. State Police statistics indicate that in 1976 there were 17,168 municipal police officers in New Jersey, with 32 local police departments having a larger than 100 uniformed member force.

The examination of crime patterns and trends permits the deployment (both prepositioning and

repositioning) of patrols according to projected need and also indicates the desirability of forming specialized tactical units to concentrate on specific crimes and/or specific geographic areas. Some of the factors that need to be studied are crime types, modes of operation, time and location of occurrence, target/suspect/victim characteristics and physical evidence at the scene. An added benefit of computer capability is direct access into the computerized Statewide Communications and Information System (SCIS), which provides rapid response to police inquiries in such areas as wanted persons and stolen vehicles and firearms.

In the past, the State Law Enforcement Planning Agency addressed the problem of optimizing existing police resources through the development of a number of projects. Funds made possible the civilianization of clerical and dispatching tasks, thus freeing sworn personnel for street duty. A few communities received funding to purchase field dictating and telephone recording equipment. The field dictating equipment also releases the patrol officer from desk duties, while the telephone recording equipment is used to play back calls to make sure patrols are sent to the right locations.

In addition, the Agency has made funding available for demonstration projects for the creation of special tactical enforcement units which are deployed according to computerized projections of crime occurrence prepared by crime analysts. Resulting benefits are police presence when and where needed, more rapid response to calls for assistance, increased opportunity for apprehension and convic-

tion and increased public confidence in police services.

The need for increasing police patrol effectiveness continues to be a high priority of the State Law Enforcement Planning Agency and has been addressed in the Annual Action Program. The following local jurisdictions cited this as a need: Middlesex County, Gloucester County, Monmouth County, Newark, Paterson, Trenton, Union City and Elizabeth.

Specific Crime Problem—Robbery

Beginning with the 1977 Plan, the target crime emphasis shifted from rape to the crime of robbery, which has been given priority by New Jersey criminal justice personnel. Even though robberies reported in 1977 have decreased 10% from 1976, there were still 13,218 robberies, representing a substantial problem, especially in the urban areas. Almost 60% of all robberies occurred in the six New Jersey cities of over 100,000 population, which contain only 15% of the State's inhabitants. The property loss due to robbery amounted to 6.1 million dollars in 1977.

It is impossible to measure the impact of robbery by analyzing only the numbers of crimes and property loss figures cited above. The fear and anxiety of being a robbery victim are intangibles which are very difficult to measure. Robberies occur on the street, in residences, in commercial establishments and in vehicles. The most common robberies are committed in commercial store-type establishments and on the street; oftentimes in public places. Even more significantly, robbery accounted for over half of the violent Index offenses (murder, forcible rape, robbery, atrocious assault) and was the motive for every fifth person's murder. For additional information on robbery, refer to the Crime Analysis section.

The police of New Jersey were successful in solving 26% of the robbery offenses reported to them in 1976. Various specialized units existing in areas outside New Jersey, however, have demonstrated clearance rates in excess of 40%. Because of the assaultive threat and exorbitant dollar loss caused by robbery there is a need to establish such specialized units. The program will be designed to impact on the target crime of robbery through the utilization of existing police crime analysis capabilities, special patrol techniques, intensive follow-up investigations, police legal advisors, crime prevention techniques and general public education.

The need to focus on specific target crimes remains a high priority of the State Law Enforcement Planning Agency and has been addressed in the Annual Action Program. The following local jurisdictions cited the area as a need: Jersey City, Monmouth County, Newark, Paterson, Trenton and Elizabeth.

Community Involvement in Crime Prevention

Law enforcement personnel are finding that traditional approaches to reducing crime (arrest, prosecution, punishment, rehabilitation) are not sufficient. Therefore, crime prevention techniques are being used more frequently and proving to be successful. Crime is the problem of every citizen, and it is incumbent upon all persons to have some knowledge of how to avoid becoming victims of crime. Success is dependent on coordinated and comprehensive efforts involving the police and the community.

Apathy on the part of citizens and indifference to the problems of the criminal justice system have an adverse effect on crime prevention. The most visible component of the system and the most frequently contacted is the police. Police become an effective preventive agent against crime to the extent that the public views their activities as a positive and beneficial part of the community. This role of prevention can be enhanced by improving the image of the police through greater understanding of their purposes and activities, and by encouraging general confidence by all citizens in the ability of the police to be a preventive community resource. Concomitant with improvement of public attitudes toward police is an increased commitment on the part of police departments and individual police officers to improve their crime prevention function.

Crime analysis indicates that many property crimes can be prevented through "target hardening," (e.g. better locks, neighborhood block associations and other activities). There is a continued need to raise public awareness concerning crime prevention efforts by the police, to enlist the public's cooperation and to educate citizens in ways to protect themselves and their property. It is also understood that a concentrated effort is required for senior citizens who are more vulnerable to crime. Recent national surveys indicate that although senior citizens are victimized at rates proportionate to the general population, the impact of crime on senior citizens is more traumatic. Physical injuries are slower to heal and the financial loss is frequently more severe for those victims of fixed incomes. It has also been demonstrated that a substantial number of crimes and incidents of vandalism were occurring in public housing projects.

In 1973, the Agency funded the first formally structured crime prevention units under that target hardening program area. In 1975, this program area was restructured into a crime prevention program that utilizes combined police-community efforts. The program was continued in each Plan through 1978. To date approximately 40 crime prevention projects have been implemented. In 1979, it is anticipated

that 10 additional projects will be implemented. Approximately 45% of the State's population will have been reached through this effort.

Presently, in New Jersey, there are a multitude of crime prevention techniques being used to lessen the burden on an already overworked criminal justice system. Some of these efforts, funded by the State Law Enforcement Planning Agency, have included specialized crime prevention units in high crime areas, public education projects on how to avoid becoming crime victims, hardening of crime "targets" to make them less susceptible to criminals and public housing projects to reduce crime incidences through the presence of security forces. However, since recent statistics have reflected an increase in criminal activity, expanded efforts are needed to bring about a reduction in that criminal activity. Crime targets should be hardened in order to increase the difficulty of committing criminal acts. The lack of public awareness and physical security make the commission of various crimes too easy. Motor vehicle theft can be made more difficult with the installation of security alarm devices as well as by the removing of the key from the car and locking the doors when leaving. Larcenies sometimes can be prevented by securing personal items and making entry into residences more difficult. It is also important that citizens participate in events sponsored by local police departments for identification of valuables and for learning various crime prevention techniques. Crimes such as rape, robbery, breaking and entering, larceny-theft and motor vehicle theft can be reduced through effective crime prevention techniques.

The New Jersey Governor's Adult and Juvenile Justice Advisory Committee has developed standards aimed at providing a comprehensive approach to crime prevention. Standards have been developed for: establishing a uniform statewide building and community security code; developing crime prevention efforts through the use of mass media; improving methods for identification and recovery of stolen property; reducing property insurance rates for people who participate in "Operation Identification" and security survey programs; establishing regional crime prevention bureaus and activities; developing, training and technical assistance for crime prevention; and establishing a clearinghouse for crime prevention materials and information.

Through support by the State Law Enforcement Planning Agency, as of March, 1978, there are about 40 crime prevention units operating in local police departments. These units provide community education, security surveys, block watcher programs and personal property identification programs. It is estimated that approximately two million

people have received services in jurisdictions which have these crime prevention units. There is need for the continued statewide coordination of these efforts.

The need for community involvement in crime prevention activities continues to be a high priority of the State Law Enforcement Planning Agency and has been addressed in the Annual Action Program. The following local jurisdictions and State agencies cited this as a need: Atlantic County, Burlington County, Camden County, Gloucester County, Middlesex County, Monmouth County, Ocean County, Passaic County, Elizabeth, Newark, Trenton, Union City, the Department of Community Affairs, Division of Aging and the Department of Law and Public Safety.

Police Communications

A common communication tie among all police is essential for the apprehension of criminals and the protection of public and police officer safety. Adequate communication between citizens and the police and between the police and other criminal justice agencies is also essential. Where communication is limited, response time to emergencies becomes protracted, which decreases the opportunity for apprehension and increases the peril to the life and property of citizens. Under the present, at times inadequate method, a radio alarm conveyed from one jurisdiction to another might travel at a slower rate than the fleeing suspect. A need exists to establish a statewide frequency allocation plan whereby mobile to mobile, mobile to base, or base to base transmissions can be established among nearby municipalities.

The development of radio communications for law enforcement agencies has in the past been the result of coping with individual agency needs rather than proceeding according to a statewide plan. As a result, several types of communication problems are evident throughout the State. First, there is no statewide police emergency radio communications network to form a common tie among all police departments. Second, there is no systematic allocation of frequencies. Ideally, neighboring departments should have equipment operating on compatible (nearby on the spectrum) frequencies to allow communication without overloading channels. Overloaded channels force departments to compete with each other for air time by increasing wattage. At present, many neighboring municipalities are either on incompatible or overloaded frequencies.

A third problem is the use of inadequate equipment, causing patrol officers to lose communication contact with the department dispatcher in certain geographic spots or while the officer leaves his automobile.

The State Law Enforcement Planning Agency has provided funding support in several ways to solve the above described problems in many jurisdictions. Better communication between the citizens and the police has been made possible with the 911 emergency telephone systems. Mobile and portable radios have been purchased to provide a constant mode of communication between patrols and the dispatch room. Compatibility with nearby municipalities and systematic frequency allocation have become important considerations.

Many improvements have come about in the dispatching functions as well. In some instances a central dispatch center was set up to serve a designated region. This has been found to be cost effective and has maximized frequency utilization in some areas. Civilian dispatchers have been hired and trained in order to free officers for patrol duty. Dispatch rooms have been modernized with new equipment including call play-back capability and response time monitoring.

A major problem that communities in the State of New Jersey encounter is that in the event of a disaster, man-made or natural, it is impossible to communicate with units from other jurisdictions responding to render assistance because of incompatibilities in radio channels and equipment. A committee representing State and local police administrators has been established to provide planning for common radio channels and procedures to be followed at the scene of a disaster or disorder.

During 1979, priority consideration will be given for implementation of the Statewide Police Emergency Network.

The need for Police Communications continues to be a high priority of the State Law Enforcement Planning Agency and has been addressed in the Annual Action Program. The following local and State Agencies cited this as a need: Edison, Camden County, Cumberland County, Elizabeth, Hudson County, Mercer County, Middlesex County, Monmouth County, Somerset County, Newark, Ocean County, Passaic County, Trenton, Jersey City, Paterson and the Department of Law and Public Safety.

Organized Crime

The nature and magnitude of organized crime activities requires the development and implementation of a statewide concentrated effort, utilizing local, county and State resources in order to abate organized crime inroads into society and commercial interests. Preventing the further incursion and expansion of organized criminal activities is inherently difficult because organized criminal groups offer goods and services that many people desire even though declared illegal. It is crucially important that

all citizens be aware how the costs of organized crime are passed on to them through higher taxes and larger bills for goods and services. For this reason, efforts to familiarize the citizenry with the adverse effects of organized crime are an integral part of public education programs.

Major efforts to control organized crime have been undertaken and continue to be a high priority. Previous State Law Enforcement Planning Agency funding has provided general intelligence, investigative and prosecution capabilities. An organized crime task force was funded for the Division of State Police resulting to date in over 1500 raids with 4,800 arrests made and confiscation of over \$8.5 million in property and contraband. It has become increasingly apparent that specialized resources must be utilized in order to impact on several of the more sophisticated areas of organized crime involvement.

One such specialized area of concern is arson. The crime of arson is estimated to cost the U.S. taxpayers in excess of one billion dollars each year and most cases goes undetected. In New Jersey, approximately 35% of the fires are listed as being of undetermined origin or suspicious in nature and 7% are found to be arson. During 1977, the State Police Arson Unit investigated 675 cases, resulting in the arrest of 126 individuals for a total of 308 charges. Although the percentage of arson offenses cleared by arrest is not yet available for 1977, the clearance rate did experience a very substantial increase to 25% in 1976 from 13% in 1975.

The State Law Enforcement Planning Agency funded Statewide Arson Network has become a definite asset in the investigation of arsons. The system continues to be called upon by an increasing number of agencies and has proven that members of organized crime are often involved in the act of arson either for direct monetary gain or to put competition out of business. There is an increasing demand from counties for investigation units on a regionalized basis.

Labor racketeering has also been a priority organized criminal activity focused on by the Agency. A labor racketeering unit was funded by SLEPA and has conducted over 250 investigations. State Police officials believe that organized crime infiltration has occurred and continues to occur in labor unions and labor consultant agencies. Once in such influential positions, racketeers are able to gain favors from public officials in regard to public contractors from whom they buy their construction materials and subcontractors they hire. When in control of a union, criminals are free to extort money from welfare and pension funds for illegal purposes. Also, the State Police believe that some of the larger refuse companies and many of the piers in New Jersey are under control of racketeers.

New Jersey's intelligence network for investigation, detection and prosecution of organized crime and white collar crime is not sufficient to meet the demand for its services. Also, communication among federal, State and local law enforcement agencies which is vital to the overall effectiveness of the intelligence and operational functions of these agencies needs to be improved. A comprehensive statewide system permits the collection and analysis of data on State and national figures engaged in organized criminal activities. The State Law Enforcement Planning Agency has supported white collar and corruption investigation units statewide which have helped New Jersey make these activities high priority targets for the State.

Gambling

On November 2, 1976, the citizens of New Jersey adopted a referendum permitting the Legislature to authorize the introduction of casino gambling within the geographical boundaries of Atlantic City and providing that all net revenues be dedicated to the reduction of property taxes for senior citizens and those who are disabled. Casino gambling will bring with it law enforcement and criminal justice problems previously not experienced in New Jersey.

The Governor must protect the welfare of the citizens of the State, monitoring the broad impact and detecting negative influences which casino gambling may have in order to undertake promptly corrective measures. It is essential to identify the extent to which organized crime elements have the potential to become involved in the casino industry. There will be a need to detect, at the earliest possible time, the presence of organized crime and devise strategies to reduce and/or eliminate its control and influence in both casino gambling and related ancillary industries.

The Law Enforcement Assistance Administration awarded a grant to the Governor's Office for an ad hoc Office of Casino Gambling, headed by a director who reported to the Governor and acted on his behalf in coordinating the State's efforts to regulate casino gambling. The Office assisted the Governor in devising strategies that were to identify organized crime, corruptive and other influences detrimental to the public welfare. The ongoing functions have been assumed by the New Jersey Casino Commission, in coordination with the Division of Gambling Enforcement.

Anti-Fencing Units

As the rate of breaking and entering, larceny/theft and robbery offenses rise there is a greater amount of stolen property that is re-sold or fenced. During the period of 1972-1977 the number of breaking and entering offenses rose 16.36% and larceny/theft

rose 62.54%. Once the offense is committed, the criminal quickly seeks to dispose of the stolen merchandise by selling it. This objective is generally achieved by selling the property to the local fencing operators who then resell the property. Anti-fencing operations should be established in strategic locations easily accessible to those with stolen property; thus allowing law enforcement officials to increase the number of arrests, recover stolen property and aid in the gathering of criminal intelligence concerning possible future criminal operation.

White Collar Crime

White collar crime can be committed by, and perpetrated against, corporations, partnerships, professional firms, non-profit organizations, governmental units and/or their executives, principals and employees as well as such individuals as customers, clients and suppliers.

Employee Theft

Crime against business has become a major concern of law enforcement officials in recent years. Businesses probably have the most to fear, from a financial viewpoint, from their own employees who steal far more than do the customers. Employees at all levels have been found stealing on the job, sometimes in collusion with others, for their own use and/or sale. Authorities have indicated that employees are responsible for anywhere from 50% to 90% of losses by retailers.

Computer Fraud

Computer capability can be misused and is, with increasing frequency, utilized as a powerful partner in crime. Dollar loss of a single incident has been as high as \$5 million.

Computer-related crimes may cut across a broad spectrum of company activity, because data bases often contain information encompassing the full scope of business operations. As a result, computer abuse can take the form of embezzlement, misappropriation of computer time, program theft and illegal acquisition of confidential information.

Consumer Fraud

There are several hundred different schemes that have been utilized to prey on Consumers. Among the many schemes which have defrauded consumers are: phony charities, unnecessary home or auto repairs, false advertising, fake contest and price-fixing conspiracies.

The emergence of frauds can often be anticipated by a review of national problems or crises. For example, the energy crisis is expected to be accom-

panied by possible promotion and sale of worthless fuel-saving devices, diluted gasoline or inferior insulation.

Welfare Fraud

The increasing incidence of welfare fraud has prompted intensive scrutiny and investigation by law enforcement and regulatory agencies. This crime represents a theft of the taxpayers' public monies as well as theft from those individuals entitled to government assistance. The administration of government funds is a public trust which must be protected by law enforcement.

Organized Crime Involvement

In New Jersey, the Attorney General, through the State Enforcement Bureau of the Division of Criminal Justice, has observed changes in the more traditional organized crime activities which indicate that a point has been reached where white collar crime has become a primary field of activity. For example, there is increasing evidence that principals of corporations, as a result of extortion by organized crime figures, have resorted to such offenses as tax fraud, consumer fraud, securities fraud or Medicaid fraud in order to comply with organized crime pressure.

Governor Byrne has stressed the importance of dealing with the white collar criminal, noting that this type of offender is particularly destructive to the economy and to tax collections and must be dealt with harshly. The Governor has established a Supervisory Council on White Collar Crime to assist New Jersey's prosecutors in combatting the latest techniques used for shoplifting, embezzlement, infiltration of computer operations, Medicaid fraud and insurance company fraud.

In addition, the Law Enforcement Assistance Administration has awarded funds to the State Department of Law and Public Safety to mount an aggressive attack against white collar criminals with the goal of reducing the incidence of these crimes and weakening organized crime's influence in legitimate businesses. Through the efforts of the Statewide Official Corruption Bureau in the Division of Criminal Justice funded by an LEAA discretionary grant, a major campaign is being conducted in the State to control official corruption. Eradication of official corruption has been one of the priorities of the current State administration in order to restore confidence in our public institutions. Official corruption also costs the taxpayers a substantial dollar loss and a concerted effort needs to be continued by all law enforcement personnel in the State to alleviate this loss.

The need for specialized investigation of organized crime continues to be a high priority of the

State Law Enforcement Planning Agency and has been addressed in the Annual Action Program. The following State agency and local jurisdictions cited one or more of the above problems: The Department of Law and Public Safety, Passaic County, Trenton, Hudson County, Camden City/County, Monmouth County, Atlantic County, Burlington County, Ocean County and Somerset County.

Police Laboratory Services

The precision with which the police detective conducts field investigations is facilitated by access to scientific methods for collection, preservation and analysis of evidence. A need for lab services was demonstrated by the fact that over the last seven years New Jersey has experienced over a 300% increase in cases investigated utilizing forensic techniques. Agency funds have supported the establishment of regional forensic laboratories but there remains a need for additional services to accommodate the demands of all the municipal police departments within the State.

The following chart illustrates the demand for lab services and shows the increase in laboratory caseloads:

LABORATORY CASELOAD VOLUMES

Fiscal Year	State Police	Other Agencies	Total Cases
1968	1,181	3,651	4,832
1969	1,713	4,217	5,930
1970	2,764	6,888	9,652
1971	4,035	9,359	13,394
1972	4,970	10,394	15,364
1973	4,758	14,822	19,580
1974	4,240	18,836	23,076
1975	3,628	19,641	23,269
1976	3,574	17,293	20,867*
1977	3,949	17,731	21,680*

*The caseload figures for 1976 and 1977 do not reflect accurately the growing backlog of cases which resulted, in part, from the requirement that a greater number of tests be performed on certain types of evidence.

PERCENTAGE OF DISTRIBUTION

Fiscal Year	State Police	Other Agencies
1968	24.9	75.1
1969	28.9	71.1
1970	28.6	71.4
1971	30.1	69.9
1972	32.3	67.7
1973	24.3	75.7
1974	18.3	81.6
1975	15.6	84.4
1976	17.1	82.9
1977	18.2	81.8

In 1969, the State Police began an ambitious program of expanding laboratory services to serve law enforcement needs throughout the State. The program was designed to meet the present and future needs of the law enforcement community in the scientific field calling for the expansion of the Central Laboratory and the establishment of three regional laboratories. The purpose of the program was to see that services of the forensic science laboratory were made more accessible to the agencies it serves with the placement of such laboratories at strategic locations throughout the State. With the completion of this program no police agency in New Jersey will be more than 30 miles from an adequately staffed and equipped laboratory. The immediacy of scientific services is now vital to effective and efficient day-to-day police operation due to the ever increasing importance placed on scientific evidence by the judiciary. The presence of the laboratories also enhances the training of police who are now able to discuss crime scene examinations with trained forensic chemists and police officers.

To date, the Central Laboratory and Regional North and South Laboratories have been completed. Gross under-evaluation of the demand for laboratory services was made at the outset of the program. Workload demand has caused large backlogs which, in turn, cause substantial delays in the judicial process. Complaints which have been received do not concern technical assistance received, but the time it takes to provide service.

Many things are being done by the State Police to bring this problem under control. Overtime programs are being utilized, but are very costly. Research is being done to try to perfect more efficient methods of analysis. These efforts, however, are not meeting the demands of the cases requiring judicial processing. The decision was made to add a fourth laboratory by establishing the Regional East lab at Sea Girt, New Jersey. This laboratory will serve one of the fastest growing areas within the State which includes Monmouth, Ocean and Middlesex Counties. These three counties have an estimated 180 contributors to the laboratory system. The total crime Index for these three counties for 1975 was 69,658 index offenses (Monmouth 23,953, Ocean 14,488 and Middlesex 31,217). Monmouth was up 32% over 1973, Ocean was up 40% over 1973 and Middlesex was up 37% over 1973. All three counties again experienced increases the following year (Monmouth 20.6%, Ocean 16.3% and Middlesex 19%). As the Index increases, so does the demand for laboratory services. If all indications are correct, this area will have more than doubled in workload by the end of 1979.

In the 1978 Plan, funds were allocated for the construction and staffing of the State Police Labora-

tory at Sea Girt. It is anticipated that in this year's Plan, funding will be available to provide salaries for administrative personnel, chemists and support personnel at a level similar to 1978.

The need for police laboratory services continues to be a high priority of the State Law Enforcement Planning Agency and has been addressed in the Annual Action Program. The Department of Law and Public Safety has cited the need for additional crime laboratories.

Fugitive Search

In order for the criminal justice system to function effectively, fugitives charged with or convicted of criminal offenses cannot be allowed to remain free and possibly commit repeat offenses. The number of reported crimes in New Jersey continue to increase each year, and the burdens of the State law enforcement agencies increase accordingly. As a result of the ever growing demand for increased and diversified police services, very little is done to detect and apprehend fugitives from justice. Apprehensions which occur are usually a result of police-fugitive contacts that are unrelated to fugitive investigation.

Due to the geographic location of New Jersey, the State has the uniqueness of being the crossroad between the major metropolitan centers of the East Coast. Fugitives are among those transients who utilize the State's highway systems. The fact that fugitives from all over the country are apprehended each year on the New Jersey Turnpike as a result of fugitive-trooper contacts supports this statement.

Until recently, there was no established procedure for the collection and dissemination of intelligence information concerning fugitives. In many instances, police-fugitive contacts still go undetected. In extreme cases, fugitives are arrested for crimes and released on bail or personal recognizance while on fugitive status. Contact between an unsuspecting police officer and a fugitive constitutes a danger to the life and safety of the officer and the danger to citizens is ever present when fugitives remain at large.

The few operational facilities designed to detect and apprehend fugitives in the State of New Jersey were limited in scope and operated on a part-time basis. These organizations were usually multi-functional, and their primary functions were unrelated to fugitive investigation. When fugitive searches were conducted by these organizations, progress was often retarded by problems created by jurisdictional boundaries.

The following chart gives the number of fugitives wanted by the 21 counties in New Jersey and other appropriate agencies as of December 31, 1976:

FUGITIVES SOUGHT FOR CRIMES

Atlantic County	30
Bergen County	184
Burlington County	135
Camden County	400
Cape May County	30
Cumberland County	24
Essex County	562
Gloucester County	14
Hudson County	170
Hunterdon County	27
Mercer County	518
Middlesex County	277
Monmouth County	218
Morris County	121
Ocean County	90
Passaic County	74
Salem County	19
Somerset County	63
Sussex County	2
Union County	194
Warren County	2

Note: These figures include wanted persons in the NCIC system and include 529 persons wanted for obstruction of justice.

Recognizing the fact that prison escapes and flights from prosecution represent a clear and present danger to society, it is apparent why the establishment of a statewide centralized fugitive data center and a Major Crime Fugitive Squad was considered a priority by the State Police in order to ameliorate these conditions. This need is addressed in the Annual Action Program. The State Department of Law and Public Safety cited this as a need.

Disposal of Firearms and Explosives

Loss of life and property is increasing from the

unlawful use of explosives. Currently there is no central agency other than the military that can respond to the need to remove, deactivate or destroy an explosive device that, left unattended, could cause loss of life and destruction of property. An explosive ordinance disposal unit to provide a response capability on a statewide basis could be established in an agency such as the State Police.

Inquiries to the Office of the Attorney General have resulted in the opinion that independent of expressed State Police authorization, no power of disposition of firearms exists with local or county officials. Support for this opinion is found in the conditions for disposal, and in the requirement for inventory control. Since only the Division of State Police maintains statewide firearms records, it is that body which must be held responsible for maintaining records of inventory and disposition. If disposition were permitted indiscriminately at the county or municipal level, it would be virtually impossible for State Police to maintain such records.

In the past, the ballistics laboratory of the Division of State Police has provided a firearm disposition service for State Police stations and other agencies who have requested it. Even on a part-time basis, the destruction of firearms has involved considerable time which had to be taken away from normal laboratory duties, while the demand for lab work has also been escalating steadily. During 1976, approximately 6,500 firearms were disposed of by ballistics personnel and the current trend indicates a steady increase.

The problem of disposing of firearms and explosives was cited as a need by the Department of Law and Public Safety

C. DIVERSION AND ADJUDICATION

DIVERSION

Expanded and improved efforts in detection and apprehension by police agencies will result in greatly increased court work loads and ultimately increased populations at the State's correctional institutions.

There are individual offenders whom it may be unnecessary to process completely through the criminal justice system. Many times the offer of dismissal of charges goes a long way towards encouraging an individual's active participation in a rehabilitative program. There is, therefore, an urgency to develop diversionary projects in New Jersey which remove from processing through the criminal justice system those for whom alternative programs

would be more beneficial. For the purpose of this Plan, diversion includes those activities designed to divert persons from further processing within the criminal justice system at various stages.

Diversion occurs most frequently between the time a person is detected as a possible criminal law violator (prior to arrest) and the time that person is sentenced (following adjudication). Although diversion from the criminal justice process is commonly understood as a system alternative between arrest and incarceration, the first opportunity for diversion actually rests in the decision-making power of the police officer. Two general areas where the discretion of the police officer is vital to the concept of diversion are substance abuse and juvenile delin-

quency problems. Closer working relationships should be developed between municipal police and treatment agencies that will encourage police referral of potential offenders, on a voluntary basis, to treatment as an alternative to arrest and system processing.

Drug-related offenses continue to weigh heavily on increased court case loads and corrections populations. For many of the individuals involved, the criminal justice system is ill-equipped to provide effective drug-use treatment programs or referrals for those in need of medical and mental health care which might more effectively relieve these anti-social problems.

PRE-TRIAL ALTERNATIVES

Pre-Trial Intervention

In New Jersey, the term "pre-trial intervention" is used to describe a formalized program for selecting adult defendants from the criminal process, after filing of a complaint but before trial or entry of a plea for enrollment into a program of supervision, counseling and referral services. The defendant is enrolled in accordance with New Jersey Court Rule 3:28 by which the court and the prosecutor must: 1) agree that the defendant in question is not likely to commit criminal or disorderly acts in the future; 2) remove the defendant from the ordinary course of prosecution by postponing further criminal proceedings for periods of three months to one year; and 3) dismiss charges against the defendant upon his or her successful completion of the program. Pre-trial intervention (PTI) is considered a vital part in the criminal justice process by providing those selected offenders, who have not irreversibly committed themselves to criminality, a more humane opportunity for reintegration into society. The Administrative Office of the Courts has staff to coordinate pre-trial programs throughout the State and is also implementing an information system to monitor PTI programs.

While the primary focus of PTI is on defendant rehabilitation, the secondary effect of reducing the workload of the courts and directly related agencies is crucially important. It can be estimated that ten percent of defendants received for prosecution who would otherwise be indicted will instead be enrolled in PTI. This helps to relieve the presently overburdened criminal calendars and overcrowded correctional institutions, by focusing expenditures of criminal justice resources on matters involving serious criminality and severe correctional problems.

The State Law Enforcement Planning Agency has recognized this problem as one demanding priority consideration and has provided funding since 1970 for the development of the PTI concept in 19 coun-

ties. In 1975, the Supreme Court found the existing PTI programs successful and decided that they should become an integral part of the State criminal justice system.

Restitution

An additional diversion alternative, restitution, has received increasing attention in recent years. The concept of restitution is viewed as advantageous both for its rehabilitative value and for the relief/benefit it provides the victim or society. In addition to being a diversion alternative, restitution can also be a sentencing alternative following adjudication and is also compatible with the Modified Probation Principles and contract parole concepts discussed elsewhere in this section.

Pre-Trial Services

Funds have also provided for unified pre-trial services programs to address the problems associated with lack of uniformity in bail and release on recognizance (ROR) systems. For example, the Mercer County project combined bail processing, ROR and ten percent cash bail with conditional bail release under Rule 3:26-1 and pre-trial intervention under Rule 3:28. This type of project provides for centralized screening and interviewing, recordkeeping and client counseling, referral and follow-up.

The concepts of release on recognizance or bail reduction are encouraged by the Administrative Office of the Courts for statewide use. These systems should demonstrate that by recommending a defendant for release pending trial based on the extent of his "ties to the community" the following aims can be accomplished: (a) the rate of failure to appear for hearing or trial should not increase; (b) access to pre-trial release for indigents should become more equitable; and (c) the degree of unnecessary social and financial hardship for the families of defendants should diminish as a result of fewer and shorter incarcerations during the pre-trial period.

The need for pre-trial diversion continues to be a high priority need of the State Law Enforcement Planning Agency and has been addressed in the Annual Action Program. The following local jurisdictions and State Agencies cited this as a need: Essex County, Union County, Gloucester County, Somerset County, Morris County, Monmouth County, Atlantic County, Ocean County and the Administrative Office of the Courts.

COMMUNITY TREATMENT SERVICES FOR DIVERTED OFFENDERS

Alcohol Abuse

New Jersey has adopted legislation, which went

into effect in May, 1977, to decriminalize public intoxication and to divert individuals committing alcohol-related offenses to treatment where feasible. This legislation will have a dramatic impact upon both the criminal justice and health service delivery systems. Unless there are adequate detoxification, treatment and rehabilitation programs and facilities there can be no viable court diversion or civil commitment procedure in this area.

The State Law Enforcement Planning Agency has addressed the problem of diverting alcohol abusers through the development of alcohol detoxification and short-term treatment projects in a number of counties and municipalities. Initial efforts were directed toward supplying such operational costs as staff, facility rentals, upkeep and medical services. Referrals were received from social as well as criminal justice agencies and included self-referrals. A programmatic exception was a project implemented by the Hackensack Municipal Court which allowed alcoholic defendants the choice of a jail term or the acceptance of a probationary period of participation in the supervised program of counseling and referral to detoxification and treatment agencies.

In later years, the Agency limited the client group served to include only those offenders referred by the courts under N.J. Rule 3:26-1, which allows the release of the alcoholic defendant on bail or release on recognizance (ROR) pending admission to a detoxification program; Rule 3:28, which provides for postponement of court proceedings and possible dismissal of charges; and from probation.

Notwithstanding the newly adopted legislation decriminalizing alcohol abuse, there continues to be a need to address problems of alcohol abusers arrested for other offenses.

Under the 1978 Plan, final funding was provided for development of non-medical social detoxification programs. Costs for this program are to be assumed by those agencies whose major responsibility is health care and by those governmental agencies utilizing these services.

Drug Abuse

Statistics have indicated that there is an ever-increasing involvement of drug abusers with the criminal justice system. In Morris County, for example, statistics of the County Narcotics Task Force

show that, since 1970, there has been an approximately 75% increase in the number of persons arrested on drug charges.

The State Law Enforcement Planning Agency has, since 1970, addressed the problems created by the dramatic increase in the use of narcotics and dangerous substances and also addressed the need to develop an alternative to heroin use for severely addicted adults that would provide an acceptable synthetic drug, such as methadone, and a program for treatment and detoxification. Methadone has been administered through a statewide network of clinics. Other drug treatment programs initiated with Agency support make available multi-modality treatment services, drug free residential communities, and daycare and outreach centers.

Funding of central intake units has provided the courts and criminal justice agencies with an evaluation mechanism to identify and divert the drug offender from the criminal justice system.

The vocational adjustment unit program was developed to evaluate and treat young adult abusers having a poor vocational orientation. The 1978 Plan provided the last year of funding for vocational adjustment units.

Mental Health Problems

Many offenders released from State and county correctional institutions have been found to be in need of improved mental health treatment services. For example, in Mercer County, approximately 100 of a total of 500 county parolees were identified by district parole staff as "mentally or emotionally unstable or in need of guidance and counseling beyond the capability of a parole officer." Mercer County received a grant to provide comprehensive mental health care services on an out-patient basis annually to approximately 100 offenders released to the community.

The need for mental health and community resource systems to treat drug and alcohol offenders has been cited by the following local jurisdictions: Union County, Essex County, Gloucester County, Somerset County, Monmouth County, Atlantic County, Middlesex County, Ocean County, Morris County, and the City of Trenton.

ADJUDICATION

In instances where diversion of criminal offenders is not possible, the next step within the criminal justice system is the continuation of the adjudication process.

Municipal Court Administration and Management

The New Jersey municipal courts are the busiest

courts in the State. For many residents, they are the point of first contact with the judiciary; and, in most instances, the only contact they may have during their lifetime. The 527 municipal courts in New Jersey represent the outer periphery of the State court system. Because these courts are generally the court of first impression, they are the subject of increasing concern. The concerns are many and varied, but the crux of the problem is the enormous and diverse caseload volume to be handled with inadequate and fragmented resources. Modern court management techniques are difficult to implement without adequate resources, causing continuing inefficiencies in terms of time, cost and quality of service in case processing. Some possible results of inadequate resources include delays in the return of court transcripts and an inability to determine how often a case has been brought to court and why. The lack of resources to provide more training for judges contributes to administrative problems.

In the past 27 years, the total work of the municipal court has increased over 700 per cent from 559,497 cases in 1950 to the present total of nearly four million. In 1976-1977, municipal courts handled some 3,829,715 complaints and collected \$44,355,980 in fines, costs and forfeitures. Notwithstanding the great volume of cases processed through municipal courts, and the resultant enormous presence of that court in our society, they are generally understaffed, lack sufficient number of court administrators, are inadequately housed and function without sufficient equipment to handle the caseload properly and professionally.

A new approach to alleviating municipal court administration problems might be to support municipal court field representatives at the county level, housed within the Office of the Court Administrator. This would enable smaller municipal courts which cannot afford or do not need full-time court administrators to receive the needed technical assistance.

Other problems, which are also felt at the county level, are caused by the present inadequate method of producing transcripts in municipal courts. These problems include inadequate attention concerning the privacy, security and confidentiality of records, the lack of control in reducing delay occasioned by late transcript filing and improper depositions.

In recent years, there has been much interest and activity from municipal courts for implementation of modern technological advancements in such areas as automated records retention and retrieval systems, and improved office equipment. There is a need to identify and implement statewide standards in these areas to address such questions as what size courts require such technology and what type of equipment is best suited for individual courts. This study should also survey the present use of com-

puter systems in the various courts and develop standards for use in all other courts or combinations thereof.

The original project funded under the municipal court program area was introduced in the 1972 Plan for the purpose of providing Newark with a professional court administrator, attorney services to handle cases not assigned to the prosecutor, defense counsel for indigents, pre-trial bail and diversion screening and a family and neighborhood dispute service. A similar project, replicating the Newark experience for the Jersey City Municipal Court, also provided funds for badly needed renovations to the facility.

In the 1975 through 1978 Plans, components of the projects implemented in Newark and Jersey City were introduced to other municipal courts. Also included were funds for court records management improvements. Grants funded since 1975 have provided for the sharing of equipment and the regionalizing of defender services among several communities of a county. The State Law Enforcement Planning Agency has traditionally encouraged the concept of shared services in many areas.

Recent Plans have placed particular emphasis on alleviating court congestion and providing better service to disputants through the establishment of family and neighborhood dispute centers on the municipal level. The 1979 Plan will provide a new approach in this area by establishing centers at the county level, within the probation department, for the benefit of all municipal courts of the county.

The need for municipal court improvements continues to be a high priority of the State Law Enforcement Planning Agency and has been addressed in the Annual Action Program in two separate program areas. The following local jurisdictions and State agency cited this as a need: Middlesex County, Atlantic County, Cumberland County, Burlington County, Ocean County, the City of Trenton, the City of Newark, Union City and the Administrative Office of the Courts.

Family and Domestic Violence

Family violence is a problem for both law enforcement and social services agencies. Few of the many incidents of spouse battering, family fights, or child abuse result in either arrest or prosecution. While statewide statistics on spouse battering are not collected and published, it has been estimated that 100,000 incidents of such violence occur annually. In Mercer County, some relevant data have been collected which bear on the frequency of these incidents. In Hamilton Township (population 83,000), a survey of police assignments showed that, of 1,344 family fights known to police, there were 250 cases in

which a woman was physically abused or her life was threatened by a weapon or plotted accident. The Mercer County Legal Services Agency receives over 1,500 calls per year and over 150 walk-in requests for assistance in domestic violence. In Trenton (population 107,000), a municipal judge reports that 1,700 cases involving battered women have been processed through his court in a 16 month period. A municipal court judge in Ewing Township (population 33,000) observed that a session rarely goes by without hearing a case of assault and battery between a husband and wife.

The common response of law enforcement is to control the immediate crisis without arrest or prosecution. Most communities are unable to provide for the needs of the victims who are forced to return to the same situation that precipitated the abuse. More shelters for temporary housing of the victims and an effective service program to change the abusive conditions are needed. Law enforcement personnel need additional training to respond more effectively to domestic violence.

The need for providing services in cases of family and domestic violence is addressed by the Annual Action Program and has been cited by the following local jurisdictions and State agency: Union County, Mercer County, Passaic County, Atlantic County, Middlesex County, Camden City/County, Somerset County, Burlington County, the City of Newark and the Department of Human Services.

Victims, Witnesses and Jurors

"Victimization" does not necessarily end with the commission of an offense against the particular victim. The impact of a court proceeding upon a particular victim who is also a witness with the attendant delays, loss of wages and transportation problems is often greater than the impact of the offense itself. The functioning of the criminal justice system, if it appears insensitive and inequitable, can result in a diminution in the trust and confidence of the very persons who seek relief.

The victim is often the most neglected party in the criminal justice process following the victimization. On the other hand, the cooperation of the victim is critical to the success of that process and the lack of proper services and attention can cause the victim to lose respect for the various institutions of criminal justice and lose the desire to cooperate.

Victims often do not report the crime because they view the event as a "private matter," especially in the case of such crimes as rape or serious assault. Some of the other factors that bear on whether a crime is reported are victim-offender relationship, insurance coverage, fear of reprisal, attitude toward the police and courts and a general feeling of help-

lessness (e.g. "even if they catch the criminal, he will get off"). Some of these factors can and should be alleviated. For those victims who do report a crime and testify against the offender, the court process is often a frustrating one. When plea bargaining occurs, victims sometimes become frustrated. While offender rights are being protected, the victim feels left out of the criminal justice process. The victim often has no knowledge of the state of his case, in many instances receives no timely notification of the disposition of the case and has no opportunity to participate in the process.

Three related but separable needs emerge from the above cited problem—emergency services to victims, dissemination of information, and treatment equitable and sensitive to the needs of victims, witnesses and jurors.

The State Law Enforcement Planning Agency has supported the establishment of victim assistance centers. The centers provide both direct emergency services, such as crisis counseling, transportation and aid in filing for benefits and insurance, as well as referral and transportation to other agencies providing such services as emergency medical care and senior citizen aid.

The victim assistance center also partially addresses the informational need by contacting victims in connection with court cases in which they are involved as victims/witnesses regarding case status and the location and time of hearing and trial. An area of informational need shared by jurors as well as victims and witnesses is the explanation of the various steps of the court process and the rights and responsibilities of the parties involved in the proceedings. The State Law Enforcement Planning Agency has addressed this need by providing juror films and orientation lectures to keep the participants well informed.

In addition to items already mentioned in connection with emergency services and the provision of information, the need to make juror, victim, witness participation more convenient and equitable involves better scheduling techniques to reduce waiting time, postponements, unnecessary appearances and the consequent financial hardship and personal inconvenience. Jurors quite often spend unproductive time waiting to be assigned to a case.

The need for providing improved services to victims, witnesses and jurors was cited by the following local jurisdictions and State agencies: Union County, Mercer County, Hudson County, Camden City/County, Atlantic County, Middlesex County, Somerset County, Morris County, Passaic County, Gloucester County, Ocean County, the City of Newark, Union City, the New Jersey Division on Aging and the Administrative Office of the Courts.

Prosecutor's Office Management Improvement

In New Jersey the primary duties of the prosecutor are stated in *N.J.S.A. 2A:158-5, to wit:* . . . "he shall use all reasonable and lawful diligence for the detection, arrest, indictment and conviction of the offenders against the laws." The prosecutor wields much discretionary power. He decides whether to conduct investigations and how thoroughly they are to be conducted; he decides whether to bring an alleged offender before a grand jury; he controls what evidence a grand jury hears; he may decide to reduce the charge to a lesser offense in return for a plea of guilty. None of these discretionary powers were conceived as shortcuts to expedite workload at the expense of justice, but the quality of county law enforcement in New Jersey is, nonetheless, affected by both the quality and workload of the prosecutor's office. (See chart for summary of 1976 workload.)

Workload Management

Along with the steady increase in crime, the workload within prosecutors' offices has increased substantially in recent years and some of the offices lack adequate resources to cope with this situation.

All of the varied operations of a prosecutor's office are complex and necessitate sound management practices. Special precautions must be taken to insure that accuracy and completeness are preserved. To help improve management, funding was provided for full-time administrators to serve as professional office managers in the Camden, Mercer, Passaic and Union County prosecutors' offices. Prosecutors in these counties are relieved of non-prosecutorial tasks (budget preparation, supervision of clerical staff, etc.) so that their efforts can be directed solely to the prosecution of cases.

A well-designed prosecutor's statistical system can also help achieve more efficient resource allocation, improve operation processing and professionalize management control. Such a system can help solve the problems of cases never prose-

cuted due to misfiling, prolonged delays and mismanagement. The Department of Law and Public Safety, several local planners and the County Prosecutor's Association have identified the need for county prosecutors to have improved data systems and case tracking systems. The SLEPA-supported pilot prosecutor/court information systems and the Offender Based Transaction Statistics/Criminal Case Histories System supported with discretionary funds should address these pressing needs. The current approach of the Agency is the inclusion of the prosecutor's management information component within a larger information system that can address the data needs of other agencies in addition to those of the prosecutor's office.

Case Screening/Evaluation

The National District Attorneys' Association defines "screening" as "the process whereby a prosecuting attorney examines the facts of a situation presented to him, and then exercises his discretion to determine what further action, if any, should be taken." Further, ". . . while fewer than 10% of all criminal offenders continue to be disposed of by way of a trial, their cases lay upon the trial dockets glutting the system for months and even years prior to disposition. This is because most offenders are processed as if their case would be disposed of by a trial. These cases, therefore, pass through unimportant or unnecessary steps before disposition. As a result, the time and effort of judges, district attorneys, defense counsel, and police are wasted. Each case which is mistakenly introduced into the system drains the resources which could be better applied to those cases which require the criminal justice process."

Screening, particularly at the prosecution level, is essential in order to realize the more efficient utilization of the limited resources presently available to the criminal justice system. The need for such an exercise of discretion is clear. Screening serves as a necessary mechanism in disposing of those offenders who should be dealt with outside the criminal justice system rather than prosecuted.

	1977 Total Number of Complaints*	1977 Total Number of Cases Tried**	Number of Full-Time Assistant Prosecutors	Number of Part-Time Assistant Prosecutors
Aggregate Statewide Total	70,846	3,842	358	34
Percentage of Statewide total in high law enforcement activity areas (Camden Co., Essex Co., Hudson Co., Mercer Co., Passaic Co., and Union Co.)	48%	58%	65%	0%
* Total number of complaints received from the Municipal Courts during 1976 (regardless of their disposition)				
** Total number of cases tried during 1976 (count trials started - regardless of whether they went to a verdict)				

In 1976, the Hudson County Prosecutor's Office implemented such a system of prosecutorial case screening at the municipal court level with Agency funds. Subsequent to its implementation, many of the problems of the previous inefficient system have been addressed and overcome. Definite policies and guidelines are being implemented so that the public interest and justice is better served by the early use of the Prosecutor's discretionary authority. During the first year of project operation, 2,167 cases were presented to the Grand Jury. Of these cases 1,370 were indicted. This showed a greater percentage of indictments by the Grand Jury than in the past.

Other jurisdictions have also received case screener/evaluator projects. Recently, case screening projects have been modified to provide local police departments with such legal services as reviewing arrests and search warrants for legal sufficiency and explaining charges in law which impact on police procedures. It is hoped that this legal advice will result in a higher percentage of arrests leading to conviction and less thrown out for legal insufficiency or procedural error. Since this area has already proven itself, SLEPA no longer funds case screener/evaluator projects.

Career Criminal Prosecution Units

Due to an ever-increasing volume of criminal case pending disposition by the criminal justice system, there is great pressure to accept pleas and impose sentences which in a number of cases, are not commensurate with the danger imposed on the community by the habitual offender. A most serious problem facing law enforcement officials is the fact that the resources available to alleviate the strain of such a criminal case volume have not increased at a concomitant rate. One management strategy for effective use of limited resources is to give priority to prosecution and adjudication on the merits of serious charges against those who habitually commit dangerous and violent crimes. The rationale of this strategy is that a limited number of persons account for a disproportionate number of serious crimes because of their recidivist behavior. The Passaic and Hudson County Prosecutor's Offices, for example, in a study of high misdemeanor caseloads, have concluded that an estimated 50% of the defendants formally charged with homicide, forcible rape, aggravated assault, robbery or burglary had two or more previous arrests and one or more previous conviction for high misdemeanor. LEAA supported projects in this area have shown good success in terms of high conviction rates and longer than average prison sentences.

The need for providing prosecutor's office management improvement continues to be a high priori-

ty for the State Law Enforcement Planning Agency and has been addressed in the Annual Action Program. The following local jurisdictions and State agency cited this as a need: Somerset County, Morris County, Passaic County, Atlantic County, Cumberland County, Middlesex County, Union County, Essex County, Mercer County, Hudson County, Gloucester County, Burlington County, Jersey City, and the Department of Law and Public Safety.

Utilization of Technological Resources Within the State Court System

Nowhere is the administration of justice more on display than in the processing of criminal cases. Delay in the processing of criminal cases is certainly one of the most serious law enforcement problems today. For the defendant, delay sometimes means months and even years of uncertainty, while charges hang unresolved over his head. For society, delay means wrongdoers are not brought to justice promptly and that the correction process is not put into operation when it counts. For law enforcement agencies, delay means possible loss of evidence and loss of drive. Conversely, as stated by the Administrative Office of the Courts, the best way to deter crime is to assure potential criminals that they face arrest, prompt prosecution and commensurate punishment. When criminals no longer fear effective law enforcement, crime rates go up and criminals find more victims.

Some of the principal causes of delay are the lack of manpower, funds, and modern management tools to handle the crushing volume of cases. There is a current need for a central source to which courts can turn for accurate and reliable information upon which administrative decisions can be made to improve the processing of cases at each level of the judiciary. Increased availability and use of computerized court information systems in recent years has led the Administrative Office of the Courts to re-examine the types of information it collects and reports, and the data collection, processing, and reporting techniques it employs. Much of the current statistical output is produced in highly summarized form which is not necessarily the most relevant to the informational needs of judicial and non-judicial users of judicial information. Additional effort must be taken to define the informational requirements of the State judiciary, as well as the content, depth, method and frequency of reporting judicial data in the county and municipal courts.

Few courts have the capacity to collect and store all of the statistical data necessary for current management and future planning. As a result, court administrators are forced to rely on other less reliable sources. Consequently, in the opinion of the

Administrative Office of the Courts, inadequate planning contributes to and even perpetuates delay and congestion in our courts. More "hard case data" is needed, if the causes of delay are to be identified and eliminated.

Recognizing this need, the Judicial Management Information System (JMIS) is in the process of developing a network of computerized data systems which will enable the Judiciary to track more swiftly and accurately the progress of cases through various stages of the judicial process in order to reduce delays in the disposition of cases and allocate cases on the most rational and efficient basis possible. Several of the systems such as the Appellate Division Case Management and Automatic Docketing System, have already produced valuable information, but more definitive information is needed to evaluate the organization, practices and procedures of the courts.

The JMIS program began with a 1969 pilot project in one county. It was continued in 1971 and 1972. In 1973 funds were made available to nine counties to develop county judicial management information systems. Funds were also made available to the Administrative Office of the Courts for a statewide judicial management information system. Planning year 1974 funds were provided for further development of the original nine counties, a tenth county and an Appellate Court Management Information System under the supervision of the Administrative Office of the Courts.

In 1975 through 1978, funds were made available to the Administrative Office of the Courts to develop a Supreme Court Management Information System, to continue to supervise the development of county judicial management information systems and to participate in the System for Electronic Analysis and Retrieval of Criminal Histories (SEARCH) Judicial Information Systems Project (described below).

Nine counties have operational court management information systems. With State Law Enforcement Planning Agency funding, self-sufficiency was attained and a capability for in-house modification has been attained in most instances. The Administrative Office of the Courts continues its statewide system and has developed an Appellate System. Although much progress has been made, the need for the Administrative Office of the Courts to collect more data continues to be a priority. The JMIS needs to be expanded to include all courts in the State, so that the ultimate goal of unification can be achieved administratively as well as jurisdictionally.

Similarly, there is need to develop a viable Probation Management Information System (PMIS) in New Jersey. The availability of data concerning program operations and personnel information is a prere-

quisite to effective and efficient program management. Reporting methods also have to be revolutionized in order to ensure the availability of the type of data that is conducive to research and that can serve as the basis for management decision-making at both the State and local levels. The PMIS requires further development and needs to be expanded to all the counties.

Additionally, the Administrative Office of the Courts is committed to making computer-aided transcription a reality in New Jersey. In excess of 2.5 million pages of original transcript are processed annually through the judicial system by both official and free-lance reporters. The cost to the public in terms of both money and unreasonable delay is staggering. It is estimated that more than 1.2 million original pages of transcript are processed each year in the Appellate Division alone, at a total cost to litigants and taxpayers of more than \$5 million. The need to continue and expand computer-aided transcription is readily justified.

Some other technical improvements which have been funded include experimental microfilm projects, compatible with county judicial management information system projects, automatic filing equipment related to court improvement and videotape equipment to be utilized in conjunction with court videotape projects.

Finally, there is a need to improve methods by which legal research is conducted. The law library is a laboratory of the legal profession. As such, it offers the basic resources for the conduct of any serious inquiry into the law and is an essential feature of the system for the administration of justice. Our system of jurisprudence requires access to a very wide range of legal materials, including the most recent enactments, decisions and promulgations and requires access to those material over an extended period of time. Because law in the United States is largely a "common-law system" which depends upon utilization of past precedent in deciding current cases, the research function of the attorney is paramount. But as the volume of case law grows, the ability of the individual to produce a thoroughly-researched, comprehensive analysis declines, simply because time itself is limited.

In the Appellate Division of the Superior Court, just over 800 appeals were filed in 1950. Since that time, there has been a tremendous growth, with 4,819 appeals filed during the 1975-76 court year. A recent survey done among Appellate Court judges revealed that legal research represents a substantial expenditure of time. Sixty-six percent of the judges indicated that legal research consumes 11-30% of their time. Nevertheless, judges as well as attorneys tend to sacrifice research time when their caseloads increase, as in the case in New Jersey.

A serious handicap to successful legal research is inadequate access to an ever more bloated information base. The Harvard Law Library, for example, one hundred years ago had less than 15,000 volumes; it now has over one million volumes and adds over 20,000 yearly. Recognizing these problems, computerized systems such as Lexis, Juris and Westlaw have been perfected and are now being utilized by major law firms and governmental agencies nationwide. New Jersey, and seven other states, have already participated in a pilot program sponsored by SEARCH Group, Inc. in an attempt to evaluate the relative merits of the various systems. To date, this limited experiment in New Jersey has been fairly successful, but there continues to be a need to be alert to all technological advances that may have utility in the judicial process. The State Law Enforcement Planning Agency continues its support of automated legal research.

The need for the utilization of technological resources within the State court system continues to be a high priority of the State Law Enforcement Planning Agency and has been addressed in the Annual Action Program. The following local jurisdictions and State agency cited this as a need: Middlesex County, Union County, Essex County, Gloucester County, Camden City/County, Morris County, Ocean County and the Administrative Office of the Courts.

Public Advocate

Case assignments for the Office of the Public Defender in the Department of the Public Advocate have continued to increase. The case backlog is approximately 9.9 months at the trial court level and 12.8 months at the appellate court level. To combat this problem, the Agency awarded funds to increase the staff of the Office of the Public Defender in an effort to reduce the case backlog which threatened to limit the effectiveness of the criminal justice system. Because of an increasing demand for services, efforts must be continued if the backlog is to be eventually reduced to a satisfactory level.

An additional problem is apparent with respect to municipal court representation. The Public Defender's Office in New Jersey is mandated by statute to provide legal representation to any person charged with a violation of any law, ordinance or regulation of a penal nature, where there is a likelihood that if convicted, that individual would be subject to imprisonment. However, due to limited State resources, no funding is specifically provided to allow for adequate municipal court coverage by the County Public Defender. There is a need to provide adequate staff to assure the availability of defense counsel to municipal court defendants charged with offenses which may result in incarceration

and other severe penalties. State Law Enforcement Planning Agency support was provided for a pilot project in Atlantic County, serving the municipal courts of the county.

Special support staff within the Public Advocate's Office is also needed to assist in resolving specific issues. The Office of the Public Advocate has responsibilities to several other criminal justice agencies; these responsibilities involve research and recommendations on a variety of policy matters. For example, concerns raised by the Correctional Master Plan Policy Council required the development of position statements by the Office of the Public Defender. The Public Advocate's responsibilities in dealing with inmate advocacy are discussed in the Problem Analysis section under State Correctional Support Programs. A similar situation existed by virtue of the assignment of liaison personnel to the New Jersey Adult and Juvenile Justice Advisory Committee. Additionally, present limited staff capability inhibits the study of substantive issues over and beyond the defense of indigents. The Public Advocate needs research and support staff to take a proactive position to help resolve major criminal issues and to formulate on-going advocacy projects.

Child Advocacy

The defender's activities should go beyond defending a juvenile on specific charges through the usual court process. An effort should be made to represent children brought into the process, as a class. The Public Advocate has undertaken a program to insure more adequate, systematic concern for children being processed within the criminal justice system. The provision of basic rights to children in custody, the provision of opportunities similar to those of adult offenders in custody and the right of youngsters with deep psychological problems to receive appropriate treatment are some examples of the areas of representation. The Agency funded Child Advocacy Project is currently addressing this continuing need.

The need for improving the services provided by the Office of the Public Advocate continues to be a high priority of the State Law Enforcement Planning Agency and has been addressed in the Annual Action Program. Passaic County and the Department of the Public Advocate have cited this as a need.

RELATED COURT PROBLEMS

Speedy Trials

Court congestion and delays in processing cases continue to plague the administration of justice even though the number of criminal cases filed during

1976-77 decreased by 6.9% over the previous year, from 27,663 to 25,748 cases. Much of the decrease can be attributed to the use of pre-trial intervention. The total number of cases disposed of during the year was 24,648, as compared with 25,495 in 1975-1976. As a result, criminal cases pending increased by 1,085 to 29,824, 24% of which were one year old.

Criminal cases continue to consume a larger share of the time and energies of the court system (see Chart A) both because of a higher crime rate and because of the privileges and protections afforded by recent decisions of the United States Supreme Court. On the civil side, the frequency of resort to courts to adjudicate disputes has been accompanied by more cases involving new and complex legal issues in environmental protection, consumer protection and other fields—issues which frequently require protracted litigation.

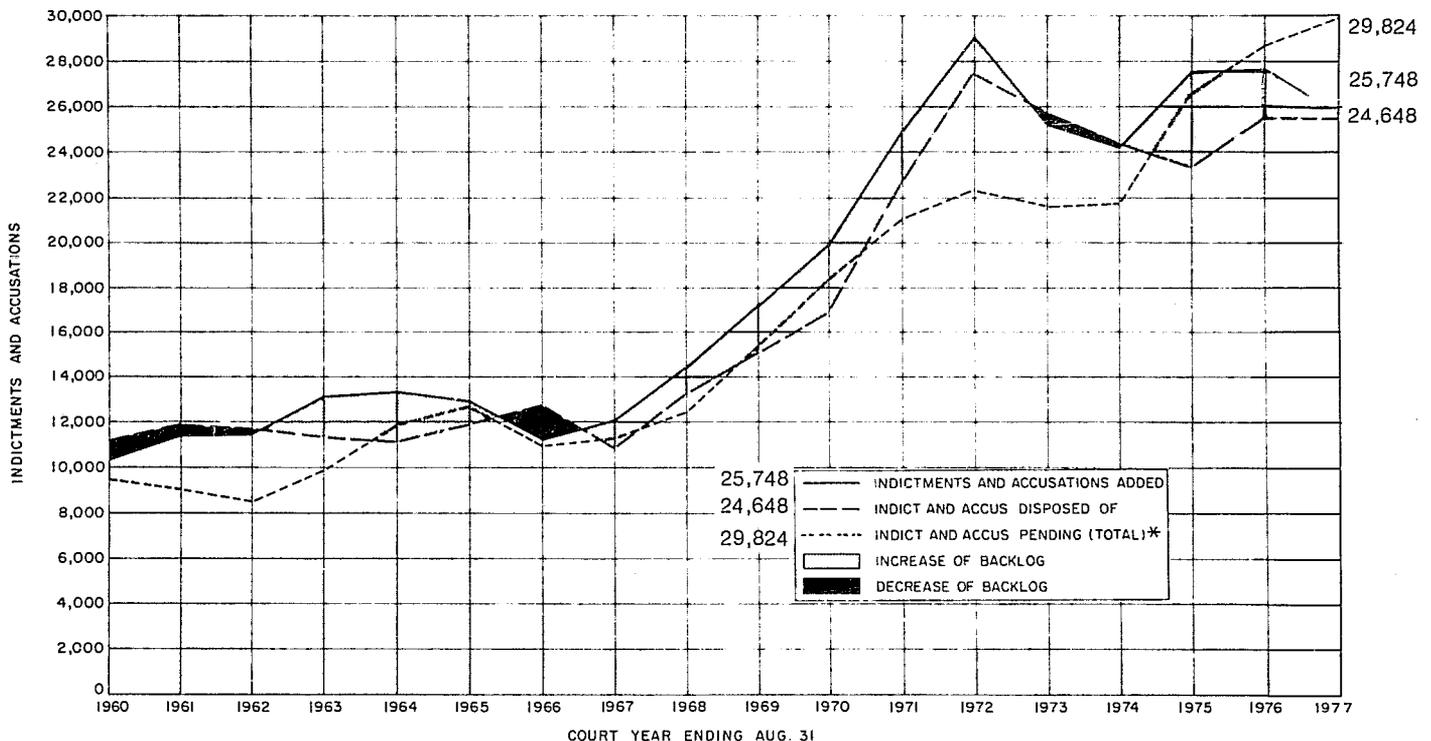
Delay in the processing of criminal cases raises serious questions regarding a defendant's constitutional right to a speedy trial. Although delay is at

times used as a defense tactic that provides an opportunity for such pre-trial maneuvers as plea negotiation, lengthy pre-trial delay can be prejudicial against a defendant, especially if he is unable to preserve his defense. Society also has an interest in seeking prompt case disposition, since delay between the commission of a crime and punishment may reduce the desired deterrent effect.

The sixth amendment to the U.S. Constitution guarantees that defendants have a right to a speedy trial, although precise limits which define that right are not clear. If the speedy trial right is defined in terms of a specific time interval, it is important to identify the point at which counting time for trial begins. It is equally important to determine what periods, if any, should be excluded. It is generally accepted that allowing time extensions solely in response to trial docket pressure is undesirable and should not be practiced. Continuances should, of necessity, be restricted.

Notwithstanding a predetermined time interval, many states, including New Jersey, have traditionally

CHART A
LAW DIVISIONS OF THE SUPERIOR AND COUNTY COURTS CRIMINAL CASES
(INDICTMENTS AND ACCUSATIONS)



* AS REPORTED IN ANNUAL REPORTS FOR EACH COURT YEAR. NOT CHANGED FOR "RECOUNTS" AS A RESULT OF PHYSICAL INVENTORIES IN THE COUNTIES.
NOTE: COMPARABLE DATA FOR PRIOR YEARS NOT AVAILABLE.
NOTE: EFFECTIVE APRIL 1967, AN INDICTMENT OR ACCUSATION IS REPORTED AS DISPOSED OF EVEN THROUGH SENTENCE IS PENDING.

required a defendant to demand his right to a speedy trial. The American Bar Association has rejected the requirement of demand for a variety of reasons, one being that it is inconsistent with the public interest in prompt dispositions. There may also be situations where it is unfair to require a demand. According to the American Bar Association, delay prior to trial should not be tolerated merely because a defendant does not consider it in his best interest to seek a speedy trial.

The necessity for specified time limits and the demand requirement in defining one's right to a speedy trial have become questionable in light of recent court rulings. The U.S. Supreme Court, in *Barker v Wingo* 407 U.S. 514 (1972) rejected inflexible approaches such as fixed time periods in defining one's right to a speedy trial. It also rejected the necessity for a defendant to demand speedy trial. The court concluded in its decision:

"A defendant's constitutional right to a speedy trial cannot be established by any inflexible rule but can be determined only on an ad hoc balancing basis, in which the conduct of the prosecution and that of the defendant are weighed."

The U.S. Supreme Court, in *Barker*, listed four factors which should be considered in determining if the right to a speedy trial has been denied: length of delay, reason for delay, defendant's assertion of his right and prejudice to the defendant. Thus, the court placed the primary burden to assure that cases are promptly brought to trial upon courts and prosecutors. It prescribed a balancing test in which the conduct of both the prosecutor and the defendant are weighed.

The controversial issue of appropriate consequences for the denial of speedy trial remains largely unsettled. Most states which designate acceptable time periods for bringing a case to trial provide for the release of the defendant upon expiration of such a time limit. The American Bar Association takes the position that "the only effective remedy for denial of speedy trial is absolute and complete discharge." The ABA explains that the right to speedy trial would be meaningless if the prosecution were free to commence prosecution again for the same offense.

Solutions for the court's criminal case backlog problems are by no means simple. At the end of the 1974-1975 court year, over 4,000 cases were pending ranging in age from six months to one year; over 1,200 were 12-18 months old; 493 were 18-24 months old and 576 had been pending for two years or longer. Working within the present manpower and facility constraints faced by the courts, part of the solution to reducing court backlog and, in turn, assuring speedy trials lies in reducing the number of cases requiring trial through methods such as screening, diversion, negotiated guilty pleas or

decriminalization of certain acts. Removing cases by these means would allow more time to be devoted to dealing with defendants charged with violent crimes.

In spite of all the difficulties in establishing a speedy trial requirement, prompt disposition of criminal matters remains a worthwhile goal to achieve. The setting of a time limit, such as 90 days from indictment to trial as was recommended by the Governor, would enable the system to measure its success in providing prompt trials, although time limits are unnecessary in defining a defendant's constitutional right to speedy trial. An interim measure aimed at satisfying the public's interest could be the scheduling of cases involving violent crimes on a priority basis in addition to jail cases, which is the present practice. Regardless of what immediate steps are taken, policy decisions and standards are needed to provide a framework for speedy trial considerations.

Improvement of Judicial Facilities

Courthouses and courtrooms which will meet the future needs of the judicial system are essential to create the proper physical environment for the prompt administration of justice. The unique space requirements of such facilities include proper arrangements for jurors, traffic to and between courtrooms and offices, control of prisoners and so forth.

As part of its overall plan to develop a system and design for a unified and state financed judicial system, the Administrative Office of the Courts is presently surveying all judicial facilities through-out New Jersey. Preliminary reports point out the fact that many of the existing facilities are rapidly deteriorating and can no longer accommodate the growing number of judicial personnel.

In order to prevent future problems in this area, a set of guidelines has to be developed for the benefit of criminal justice and architectural personnel alike, so that the basic needs for court facilities can be documented for future courthouse construction. The National Clearinghouse for Criminal Justice Planning and Architecture has already developed an entire series of monographs on this subject, but further analysis is needed in order to compare those guidelines with presently existing facilities in New Jersey.

Sentence Disparity

Uncertainty and disparity in sentencing is another serious problem facing the Judiciary today. Its effects can be felt throughout the entire criminal justice system. In the courts, appeals based on excessive sentences appeared in 23.52% of all cases filed with the Appellate Division during the

1975-1976 court year. In the correctional community, the task of offender rehabilitation is made more difficult because of negative attitudes and resentment toward sometimes widely disparate sentences. The public also loses confidence in a system which does not deliver even-handed justice.

The Administrative Office of the Courts has developed a program to offer judges assistance in this area. The development of "norms" is the primary goal of the program by developing and implementing a set of criteria and guidelines to assist judges in determining sentences, thereby eliminating undue sentence disparity. A basic assumption of the program is that the essential elements of information available to the sentencing judge can be isolated and weighted. With this information, past sentencing determinants can be observed and average sentencing parameters established. Toward this end, 70 law students were trained to code more than a full year's work of New Jersey's criminal courts (approximately 25,000 cases) and to examine the resultant sentences in the light of 824 selected variables. Consideration should also be given to expanding this concept to juvenile cases in order to assist judges in making discretionary decisions at that level as well.

Courtroom Procedures

In recent years the courts of New Jersey and perhaps every other state in the country have experienced a sizeable increase in the volume and complexity of litigation before them. As a consequence of this increase, there is greater need than ever before that trial judges be competent, fair and knowledgeable in the performance of their duties. They must be knowledgeable about the substantive law of their jurisdiction and of courtroom procedure and technique. Not only must litigants be treated fairly and perceive themselves to have been so treated, but the courts must conduct their business in the most efficient manner possible within the framework of the law in order to avoid undue public expense.

The business of the New Jersey Superior Court is heavy and complex. As the State's trial court of general jurisdiction, its authority encompasses a wide variety of civil and criminal trial matters. At the same time, the personnel of the Superior Court change as a result of judicial retirements, unfilled vacancies and part-time assignments. Many of the judges of the Superior Court have recognized the need to develop means for transmitting the knowledge and experience of the more seasoned trial judges to those with less experience. Despite the wealth of literature available to the legal profession generally, much of what is necessary for competence on the trial bench has often been left unrecorded.

As a means to address the situation described above, the preparation of a trial benchbook is one solution for the New Jersey Superior Court. Such a work is not envisioned as a panacea, resolving all problems, but it can serve as a ready reference for the trial judge sitting on the bench, as a tool for orienting new judges to their duties, and as an additional forum for change of ideas among judges about trial techniques. Another purpose for a benchbook would be to promote uniformity of procedure in trial practice. Each trial judge must be allowed considerable discretion and freedom to respond effectively to the unique circumstances of each case. But the basic principles by which our system of justice is administered require that equivalent circumstances be treated fairly and in equivalent fashion. This is especially so in view of the large number of part-time and relatively new judges hearing cases on the Superior Court bench.

Judicial Information Services

In an effort to facilitate the exchange of information among the various components of the criminal justice system, the Bar and the public, the Administrative Office of the Courts has utilized SLEPA funds to establish a centralized Judicial Information Services Unit. The principal responsibility of this Unit is to assist the Judicial Branch of Government in its effort to promote public understanding of court policy and problems confronting the court system at large.

Specific activities of Judicial Information Services include: assisting the Administrative Director in the preparation and publication of his Annual Report to the Supreme Court; offering assistance on other reports and publications issued to advance the work of the Judiciary; providing internal counseling on matters relating to public impact on operations of the judicial system; coordinating the preparation and issuance of information from the Judicial Branch to the press and ultimately the general public; and serving as staff coordinator to the Supreme Court Committee on Relations with the Media. The need for these activities continues.

Consolidated Pre-trial Services

During 1976, the Administrative Office of the Courts requested and received funding for a Consolidated Pre-trial Services Unit. Under the direction of a Chief of Pre-trial Services, pre-adjudicatory service systems have now been consolidated under a single umbrella-type organizational model. Structurally, the supervisory scope of Pre-trial Services includes: (1) Pre-trial Intervention; (2) Juvenile Intake and Municipal Court Family Dispute Centers; (3) Bail Services; (4) Volunteers in Probation; and (5) Ancillary Probation Legal Assistance.

By the end of the 1978 Plan implementation cycle, there should be Pre-trial Services and Juvenile Intake Units in each of New Jersey's 21 counties but the need to coordinate diversionary programs continues.

Probation Training

Through the Office of Probation Training, a variety of on-the-job training courses are available to probation personnel throughout the State. From September 1, 1976 to August 31, 1977, a total of 257 staff members completed orientation courses for newly appointed probation officers and investigators. An additional 86 officers completed the advanced course in Skills and Methods. Thirty-eight officers completed the Group Counseling Course.

As innovative ideas develop and new people are brought into the system, the need to orient, train and educate highly motivated professionals in the field of probation continues to be essential.

Standards and Goals Analysis

New Jersey began its comparative analysis effort in 1972, when Professor Robert E. Knowlton of the Rutgers Law School completed a comparison of the then-published 16 volumes of the American Bar Association (ABA) Criminal Justice Standards with New Jersey law. In 1975, he updated the comparison, and included reference to the National Advisory Commission (NAC) Criminal Justice Standards and Goals where a comparable ABA Criminal Justice Standard existed. Since then, the Administrative Office of the Courts has expanded the compilation to include New Jersey law in areas covered only by the NAC. Ohio is the only other state in the country to have developed such a comprehensive comparison.

Nevertheless, comparisons such as the Knowlton Study quickly become outdated, and must be supplemented periodically to take into account new rules and procedures. For instance, recently developed guidelines in the area of Pre-trial Intervention, Juvenile Intake and the like were non-existent in 1975. Furthermore, as court unification becomes a reality, new comparisons will have to be developed.

Central Appellate Bank

The Appellate Division of the Superior Court in New Jersey is an intermediate appellate court with statewide jurisdiction. It consists of 21 judges organized into seven three-judge Parts; the membership of each Part is rotated on an annual basis. During the past decade, the number of appeals filed with the Appellate Division has almost quadrupled from 1,400 in 1965-1966 to 5,198 in 1976-1977, an increase of 364%. Compounding the situation

further is the ever increasing number of motions which must also be disposed of by our appellate judges. In 1976-1977, the Appellate Division was faced with 4,054 new motions, an average of 580 per Part. Moreover, these numbers do not include consent orders, which are processed by presiding judges of a Part, or motions *sua sponte* to dismiss for deficiencies or other reasons.

Each court year, the Appellate Division decides thousands of cases by written disposition. Only about 12% of these written decisions are published. The three judges on one Part of the Appellate Division do not see the unpublished opinions from the other six Parts. In addition, every case decided by the Appellate Division is worked up in one or more memos prepared either by research attorneys, law clerks or the judge themselves. Again, these memos are used only by that part of the Appellate Division deciding the case and are not seen by the other Appellate Division judges, or the trial judges. With certain variations analogous situations exist in the Supreme Court and at the trial level. These memos, and to a lesser extent the unpublished opinions, frequently contain excellent summaries of the law in a given area. If they could be collected, excerpted and distributed upon request to judges, law clerks and research attorneys, the time spent in searching for the relevant authorities could be reduced significantly.

Jury Management and Control

Each year in New Jersey thousands of citizens are called for jury duty. Most have little prior knowledge of their prospective duties and, unfortunately, many of them return home dissatisfied with the whole experience. One of the chief complaints is that a great deal of juror time is wasted waiting to be called for duty in a particular case. Other areas of dissatisfaction range from total confusion to inadequate juror facilities.

Recognizing this problem, the Law Enforcement Assistance Administration has recently funded a series of projects relative to juror utilization and management. One of these demonstration projects is currently being developed in Middlesex County in order to analyze the needs and shortcomings of the New Jersey system. It is anticipated that, based on this program, model forms will be developed and recommendations made, many of which will have to be carefully studied and evaluated by the Administrative Office of the Courts. Some of the recommendations such as a one-day-one-trial system, will undoubtedly require rule or statutory amendments if they are to be implemented on a statewide basis.

One means of conveying this information to the other vicinages in the State would be through the revision of the "Manual for the Selection of Grand

and Petit Jurors" and through a series of workshops run by a central coordinator. The currently existing manual will be made obsolete by whatever changes are recommended.

The need for support of statewide court activities

continues to be a high priority of the State Law Enforcement Planning Agency and has been addressed in the Annual Action Program. The following local jurisdictions along with the Administrative Office of the Courts cited this as a need: Atlantic County and Gloucester County.

D. INSTITUTIONAL AND NON-INSTITUTIONAL REHABILITATION

INSTITUTIONAL REHABILITATION

Following adjudication, efforts to rehabilitate constitute the next step in the processing of a convicted offender. One alternative type of criminal rehabilitation presently used within our society is "institutional rehabilitation."

As a result of poor conditions, out-dated operational procedures and facilities and inmate violence in correctional institutions, an increasing amount of attention has been paid in recent years to establishing and meeting standards in the institutions. Only in recent years has the viewpoint become widely accepted, that restrictions placed on inmates must be fair, humane and promote responsible use of rights under the law while providing a nonviolent and corrective atmosphere.

There are still few effective treatment projects for offenders within correctional institutions. Many of these offenders spend time in correctional institutions and are released with the same problems that caused them to enter the institution in the first place.

Within detention and correctional institutions, a process of contamination sometimes occurs, through which first offenders become more knowledgeable about the specifics of criminal activity and may be further drawn toward developing a criminal mentality by association with habitual offenders.

Local Corrections Programming

The local jails face critical problems of overcrowding and inadequate physical facilities. In addition, the jails operate with staffs that are too small and without sufficient professional training.

The local correctional facilities face a number of unique problems; many of which stem from the special character of the inmate population. There is a diversity in the seriousness of the offenses committed as well as the age and sex of the population.

Both those individuals who are awaiting trial and those who have been convicted are housed in the same facilities. Since space in the jails is often in short supply, it is impossible to separate the various offenders.

Because of its diversity, the inmate population in local jails requires a wide range of services. These services are lacking in a number of the jails, although the average daily population in most of the jails has risen significantly during the last two decades, making the need for such services more acute. It is also important to provide vocational and academic needs assessment for the inmate population to support the attempted reintegration of the inmate into the community upon release. With the aid of social and vocational evaluation and counseling, the inmate has a better idea of the way in which he may benefit from his various occupational skills or educational background upon release.

The State Law Enforcement Planning Agency, in addressing the above described problems of the local correctional facilities, has focused on the need for modernization of management philosophy and techniques and improvement of the decision-making process through classification of inmates. It became evident that there was a great necessity for assessment of existing programs to meet these needs and for a screening/selection process to ensure that the inmates' identifiable needs would be met either through service programs available within the institution or external programs operated by community agencies. Two additional elements included the development of service delivery programs and an evaluation design to provide data for administrative decision-making and building model jail programs.

Further Agency efforts increased planning in local corrections through the funding of applications which also included a capacity to develop a jail population management program. This activity is an initial step toward "total system planning" and provides the jail administrators and criminal justice

planners with information needed for designing jail projects. Agency attention has also been given to the initiation of a family counseling program as a component of total jail programs.

The cumulative effect of the Agency's planning in this area from 1972 through 1977 has been the establishment of programs for the improved handling of defendants and sentenced inmates in 16 of the State's 21 counties. Agency efforts will continue to be focused on the development of the jail administrator's capacity to manage effectively the services and programs in the local institutions. Classification systems must be developed as a first step toward initiating other programs throughout the State.

The New Jersey Correctional Master Plan reaffirmed the importance of local correctional facilities and programs and recommended a more active role for the local correctional system vis-a-vis the State correctional system. As the recommendations become implemented, other areas of need should surface in the local corrections area.

The need for local corrections programming continues to be a high priority of the State Law Enforcement Planning Agency and is being addressed in the Annual Action Program. The following local jurisdictions cited this as a need: Monmouth County, Middlesex County, Essex County, Somerset County, Gloucester County, Cumberland County, Atlantic County and Mercer County.

Renovation and Construction of Jail Facilities

A serious hindrance to the successful operation of rehabilitation efforts in the county jail is the potentially dangerous problem of overcrowding. As the inmate population increases, relations between inmates and security officers become strained and feelings of tension increase. Because of the overcrowding and the structural constraints of the facilities, often there is very little space for visits, interviews, educational pursuits and recreation.

Renovation of existing facilities as well as new construction is needed to increase jail capacity and alleviate problems associated with insufficient space in the facilities.

This problem was cited by the following local jurisdictions: Newark, Ocean County, Passaic County and Morris County. In addition, Burlington County and Middlesex County requested architectural survey services.

State Correctional Support Programs

The rapidly changing nature of modern corrections has created a myriad of problems for correctional administrators and a need for projects de-

signed to develop and test new procedures, provide compliance with court mandates and establish planning and evaluation capabilities.

The State Law Enforcement Planning Agency has utilized the concept of pilot project funding as a method of reaching problems as they arise in the institutions. There is a continuing need to test projects which may be assimilated as part of an overall program to improve the quality of support services in the institutional facilities.

Disciplinary Hearings for Inmates

Recent court decisions, *Wolff v. McDonnell* in 1974, which indicated that inmates charged with serious misconduct require certain due process protections, and *Avant v. Clifford*, which mandates that the inmate must be guaranteed a hearing before an impartial committee or hearing officer, brought to the forefront the problem of creating a viable disciplinary hearing mechanism that would ensure the constitutional and statutory rights of inmates. Recent U.S. Supreme Court rulings in the cases of *Baxter vs. Palmigiano*, *Enomoto vs. Clutchette* has served to indicate the Court's interest in disciplinary hearings is abiding and not transitory and confined to isolated incidents. The State Law Enforcement Planning Agency initiated a disciplinary hearing project in response to the problem. To date, during a two year span of the project, 4,420 charges have been adjudicated at the three prisons which have established disciplinary committees.

Inmate Advocacy

There are presently approximately 4,500 inmates in county facilities with sentences ranging up to a year, while 3,500 inmates in municipal facilities have been incarcerated for a period of one day to one month. Conditions in these facilities are generally poor. The State Office of Inmate Advocacy has determined the following areas to be the more serious in terms of percentage of complaints received and their uniformity throughout the State in county facilities: medical care, First Amendment rights, physical conditions, discipline, brutality and psychiatric treatment. As a follow-up to the complaint, an investigation takes place and a report is issued to the appropriate county officials.

The State Law Enforcement Planning Agency provided the funding to establish the pilot program which has and will continue to determine the magnitude of the need of county and municipal inmates for legal aid and, where possible, aid in bringing about settlement regarding harmful practices. The project maintains a liaison with the jail inspection team of the Department of Corrections.

Youthful Offender Parole Revocation

In 1972, in the case of *Morrissey v. Brewer*, the Supreme Court mandated the right of due process for State prison parolees. Prior to this mandate, alleged parole violators were not afforded counsel at their final parole revocation hearings. As a result of representation on an experimental basis by public defenders at the youth correctional complex, it was found that the hearings at the reformatories are more than twice as numerous as those held at the State Prisons. Thus, youthful parole violators are seen by the Public Defender's Office to be in need of these services as much as the State Prison inmates.

In order to insure that every youthful alleged parole violator would have proper counsel and could present a competent defense, the State Law Enforcement Planning Agency initiated a project for the development of statewide youthful offender parole revocation representation. In Fiscal Year 1977, representation services were provided at revocation hearings for 100% of the indigent alleged parole violators (approximately 480 parolees) who were not convicted of indictable offenses while on parole.

The development of state correctional support programs continues to be a high priority of the State Law Enforcement Planning Agency and is being addressed in the Annual Action Program. The Department of Corrections and the Department of the Public Advocate cited this as a need.

State Correctional Education Programs

The majority of inmates in the State correctional system have been identified through recent surveys as lacking the requisite academic and vocational educational levels that would enable them to compete effectively for jobs upon release. This is exemplified by the following chart which outlines the average reading skills for each of the correctional institutions:

Institution	Average Reading Level	Age Range of Population
Training School — Skillman	4.8	9-13
Training School — Jamesburg	4.8	12-18
Correctional Institution — Annandale	4.2	15-30
Correctional Institution — Bordentown	5.2	15-30
Correctional Institution — Clinton	5.6	16+
Yardville Youth Reception Center	6.0	15-30
Rahway State Prison	6.5	18+
Trenton State Prison	4.2	18+
Leesburg State Farm	7.0	18+
Adult Diagnostic Treatment Center	4.6	18+

Data obtained from the Evening Vocational Counseling Program study, funded by the Department of Health, Education and Welfare, indicate that the vast majority of the inmate population is either unskilled or semi-skilled. Most inmates have held one job for an average of less than six months and have been transient employees. The factors of academic under-achievement, vocational skill deficiencies and poor motivation for employment interact and contribute to this transitory pattern of employment.

In order to combat this problem, it is necessary to devise and implement programs in academic and vocational education that are relevant to each inmate, that are not limited to traditional methods or materials, that develop mental processes and that are taught in a highly specialized manner.

Since 1972, the Garden State School District has developed, with the support of the State Law Enforcement Planning Agency, programs with the major goal of returning offenders to the community with sufficient skills to enable them to survive economically and socially. Efforts have been made to improve institutional education programs in the following general areas:

1. Testing, evaluation and prescriptive capabilities;
2. Adult Basic Education Programs, via learning centers;
3. Vocational education programs in all institutions;
4. Support service programs in counseling, evaluation and appraisal;
5. Development of a higher education master plan and guidelines;
6. Development of inmate placement systems.

The School District has established programs reflecting all six areas in each of the State Correctional Institutions.

During the 1976-77 school year, 718 inmates were enrolled in adult basic education programs. During the year, 355 of them achieved an increase of at least one academic grade level. In the area of General Educational Development (G.E.D.), 1,317 inmates enrolled in classes during the year. Of this group, 785 were tested and 413 passed the high school equivalency examination.

State Law Enforcement Planning Agency funds have been utilized to train inmates in eleven areas of vocational education. In addition, two mobile trailers have made it possible to provide training in small engine repair and auto mechanics. Medical-surgical technicians training has been implemented within the three State prisons. The vocational careers program offers a total vocational training series for inmates at the Bordentown Reformatory. The program also has a management component to assess realistic work opportunities in State Use, institutional maintenance and industry, both during the institu-

tional stay and as job placement upon release. Counseling, assessing vocational aptitude, training and placement are the primary components of the program.

In all of the vocational training series, the School District trained more than 971 inmates during the 1976-77 school year in at least entry level skills. Sixty-seven percent of the inmates enrolled in these programs have received certificates of completion.

An evaluation and assessment program has been implemented in the reformatories and prisons, for the purpose of providing program placement assessment and follow-up counseling sessions in both the academic and vocational areas.

The paraprofessional program, developed on the premise that many inmates have specific skills and talents which can be utilized both for their own personal benefit and for the benefit of other inmates, has proven to be successful. Selected inmates, graduates of the various training programs, are placed in positions of doctor's aide, institutional maintenance and repair worker, teacher aide, library aide, clerical aide, job developer and research assistant in the institutions.

Library services have been provided to all State correctional institutions through Agency funding. A coordinator position was established to organize and develop a more comprehensive program enabling the School District to utilize existing audio-visual equipment to its fullest potential and assist librarians, teachers and other institutional staff in developing needed audio-visual programs.

The Learning Evaluation and Remediation Negates Educational Disabilities project (Project LEARNED) provides a program of diagnosis/prognosis for over two-thirds of the inmate population of the reformatories and training schools who have learning disabilities. The program also provides training for the teachers in the institutions who lack competence in techniques of individualized instruction. Over 2,000 inmates are included in the client population for program services.

The School District was evaluated by its Research and Evaluation Unit in 1976 for its overall effectiveness during its first three years of operation. This evaluation addressed specific program areas in terms of impact on inmates. School District Central Office program management, communications, and administrative organization were examined fiscally and programmatically. In general, the evaluation revealed that the School District has made a considerable impact on institutional education programs. The same results were again indicated by a follow-up evaluation in mid 1977.

Nevertheless, there is a necessity to continue efforts to address the educational and skill deficiencies of inmates and to continue to research and

evaluate all Garden State School District programs to determine effectiveness. The projects need to be evaluated in terms of impact on the inmates, appropriateness of objectives and need for project continuation or improvement.

The need for correctional education programs continues to be a high priority of the State Law Enforcement Planning Agency and has been addressed in the Annual Action Program. The following State Agencies cited this as a need: the Department of Corrections and the Department of Education (Garden State School District).

State Correctional Treatment Programs

A survey of the approximately 6,500 inmates in the Prison Complex, the Youth Correctional Institutions and the Correctional Institution for Women determined that 39% had a history of heroin use, eight percent had a history of other drug use and 21% had an alcohol problem. In the prisons, 38% had a history of heroin use, nine percent had a history of other drug use and 23% had an alcohol problem. In the Youth Correctional Institutions, 41% had a history of heroin use, five percent had a history of other drug use and 19% had an alcohol problem. In the Correctional Institution for Women, 28% had a history of heroin use, 28% had a history of other drug use and 16% had an alcohol problem. Many other types of situations (involving parole status, classification status, family matters, legal matters, business office matters, and so forth) can become serious institutional problems if left unresolved. Finally, there is a need to address the problems of both male and female inmates associated with reentering the community upon release.

Special Offender Treatment Teams

The initial response to this problem by the State Law Enforcement Planning Agency was, in a program developed in 1974, the creation of special offender treatment teams to provide a wider range of services to inmates, including the drug and alcohol abusing, recalcitrant and emotionally disturbed inmate population. Later Plans increased the scope of services provided to the entire inmate population of the institution.

As of June 30, 1975, special offender treatment teams were functioning in each of the three State prisons and at Clinton. During the period from January 1975 to January 1976, a total of 36,000 client contacts for all forms of treatment were made. Since then, client contacts have averaged 21,066 per quarter year. Inclusive of the 1978 Plan, the treatment teams continued to be the primary approach to this problem area.

Community Treatment Services

In the 1975 Plan, the State Law Enforcement Planning Agency placed further emphasis on treatment team pre-release referral of offenders to community treatment programs. Initially, there were problems with developing a smooth process of referral. A project entitled "Community Treatment Services" (CTS) was funded to improve the quality of diagnostic release planning and assessment services and follow-up information available to releasing authorities. For the period from July 1, 1976 through December 31, 1976, 294 assessments were submitted to the State Parole Board. During this same period, 83 inmates for whom CTS recommended treatment were released. Approximately 83% of these individuals actually entered a community-based drug treatment program. Data available for 1977 indicate that more assessments are being made and the percentage actually entering treatment is being maintained at just under 80%.

As an expansion of the State correctional treatment program, the 1977 Plan included a program specifically designed for inmates assigned to administrative segregation units. The program contains elements of education, treatment and social work applicable to inmates who must be handled on a one-to-one basis.

The Vroom Readjustment Unit (VRU) houses inmates with special problems who require a high level of custodial supervision. Three groups are served by this facility: voluntary protective custody cases; inmates who are being isolated for their own protection; and administrative segregation cases.

Of the 80 individuals last surveyed in the VRU, 66% were incarcerated for charges of assault and battery or murder, 19% for charges of armed robbery,

nine percent for property and drug offenses and six percent for sexual offenses. In reviewing special problem areas, it had been determined that 83% had assaultive history prior to incarceration, 46% had a history of heroin use, five percent had a history of alcohol abuse and 43% had a history of psychiatric hospitalizations.

The nature of the problems of these inmates as well as the physical restrictions of the building seriously impede the provision of services to the population, thus making the need for further development of specialized treatment services crucial.

Classification Systems

Classification systems to use as a basis for determining the psychological state, the degree of supervision required and the type of housing and program participation best suited for the inmate are not adequate in the adult correctional institutions. With an average caseload of 110 inmates per social worker, the social worker spends approximately 40% of work-time in direct contact with inmates and 60% of work-time in follow-up and other administrative activities. The 40% of time spent in direct contact reflects 15% of time in counseling activities and 25% of time in responding to regular institutional problems experienced by inmates. These demands on the social workers' time prevent them from adequately providing services in the area of classification counseling.

The need for correctional treatment programs continues to be a high priority of the State Law Enforcement Planning Agency and is being addressed in the Annual Action Program. The Department of Corrections cited this as a need.

NON-INSTITUTIONAL REHABILITATION

In spite of the increasing awareness of the failure of large, centralized institutional corrections facilities to, in and of themselves, rehabilitate offenders, insufficient resources have been committed to strengthening present non-institutional programs or to developing new and more effective programs as alternatives to incarceration. Non-institutional rehabilitation should encompass (1) programming which provides alternatives to the use of present large institutions, including residential and non-residential community based projects, (2) programs to facilitate re-entry into the community from institutions which give guidance and support during this difficult adjustment period and, finally, (3) programs

which support and enhance rehabilitative efforts begun in other phases of the criminal justice system.

Too little attention has been given to the immediate needs of the individual entering into post-adjudicatory supervision or in the difficult adjustment period of re-entering the community from incarceration. Because of lack of planning for these periods and the paucity of appropriate resources, as well as the lack of coordination with such community resources as are available, such factors as suitable residence, reconciliation with family and treatment of such basic problems as drug abuse and alcoholism are often neglected.

Post-Adjudicatory and Post-Release Community Services

The most effective form of adult, non-institutional rehabilitation has been the offering of comprehensive vocational services, accompanied by necessary counseling, treatment and other supportive social services, both to post-adjudicatory and post-institutional offenders. In the past, however, these efforts on the local community level have been fragmented, not coordinated with the few community resources available and poorly funded in both the private and public sectors. For example, job development attempts have often been repetitive or competitive, rather than coordinated throughout the entire system. When blocked from earning legitimate money, and ex-offender is more likely to return to crime as a source of income. In Newark, for example, each year the State correctional institutions release approximately 800 ex-offenders back to the city. Sixty percent are unskilled or semi-skilled and 90% are recidivists. The average number of Newark parolees is 1,400 per year and the Newark District Parole Office estimates that over 300 are unemployed, serious offenders. The Essex County Corrections Center returns over 600 offenders to Newark each year; of these, at least 25% are unable to obtain employment. There are over 2,312 adult probationers in Newark, with a recidivism rate of 1.04 arrests per year per person, accompanied by a high unemployment rate.

In Passaic County, statistics reveal that over the last four years an average of 1,400 adults were placed under probation supervision by the courts, while county jail commitments have been in excess of 8,000 during the four year period. State institutional commitments have averaged 430 per year. In Burlington County, approximately 1,200 to 1,300 adult offenders are under active community supervision of probation and parole agencies at any given time. This situation persists throughout the State. Of the total parole population (8,397 at the time of the December 31, 1976 survey) approximately 45% were employed, 25% were unemployed and 30% were unemployable. As mechanisms that permit pre-trial release are increasingly utilized, as well as placement on probation and institutional pre-release for work, study, or family care, the number of potential clients needing assistance has increased to nearly 40,000.

In response to the need for identifying those jobs and vocational counseling and evaluative activities which have proven impact and providing this information to the socially and economically disadvantaged offender, the State Law Enforcement Planning Agency has established a comprehensive program to improve assistance to this population.

Manpower Service Centers

This program has assisted in the rehabilitation of the ex-offender through the improvement of the adequacy and functioning of manpower service delivery programs. The goals have been to: provide access to vocational/ educational programs for the offender, ex-offender and ex-drug addict; identify those factors which have an impact on the special needs of the client group; provide the machinery for a comprehensive, coordinated manpower program; and increase the level of community involvement in assisting the ex-offender. The vocational service center was implemented to maximize employment assistance to offenders and reduce duplication of effort and costs. A direct benefit of the vocational service center program for the local jurisdiction is an improved capability to manage its ex-offender service delivery program. The State Law Enforcement Planning Agency encourages the participation of the various governmental and private agencies providing offender assistance within a county or local jurisdiction in the development of a comprehensive service delivery program.

In 1976, the Agency developed a new manpower service center program design in which a MSC unit would be established within selected district parole offices as an expansion of the activities conducted by the parole resource specialist. The Parole Manpower Vocational Service Center program is an alternative attempt to avoid the common problems associated with prior attempts to establish manpower services as an integral part of the criminal justice system. For example, establishing credibility within the system as a "brother" agency has been at times an insurmountable obstacle to project development. Most local projects have been unable to obtain funding on their level and to develop cooperative agreements among the various service agencies. In addition, local-based programs often result in duplicity of effort because of client mobility (geographically as well as within the segments of the criminal justice system). The Parole Manpower Vocational Service Center program makes use of the district parole offices which presently have the responsibility of ensuring the provision of manpower services to parolees. These offices have in their favor the benefits of an existing statewide administrative structure and established lines of communication within as well as with other agencies.

One local project which has been able to overcome the above described obstacles is located in Atlantic County, an area of high unemployment. During the first nine months, the vocational service center exceeded its objectives and provided services to 595 offenders, releasees and ex-offenders, referred from criminal justice agencies, drug rehabilitation programs and employment programs as well as to self referrals.

There are currently ten community manpower programs receiving Agency funding support; five of these are vocational service centers.

Community Resource Specialists

This program was designed to place community resource specialists in all nine district parole offices to assist parole officers by acting as liaison with community resource agencies, administering the emergency mini-grant program and locating (and providing if necessary) academic and vocational training slots for parolees. In Fiscal Year 1976, the total amount of funds made available for the issuance of mini-grants (up to \$25 per grant) for such purposes as emergency food, shelter and transportation for inmates having served their maximum sentences was \$15,000. A total of \$24,000 was made available to purchase vocational and educational training for parole clients.

The need for community programs to assist adult offenders and releasees continues to be a high priority of the State Law Enforcement Planning Agency and is being addressed in the Annual Action Program. The following local jurisdictions and State Agency cited this as a need: Monmouth County, Passaic County, Somerset County, Gloucester County, Cumberland County, Atlantic County, Union County, Burlington County, Middlesex County, Essex County, Newark and the Department of Corrections.

COMMUNITY-BASED FACILITIES AND PROGRAMS AS ALTERNATIVES TO INCARCERATION

Post-Adjudicatory

The problem of severe over-crowding in the State's correctional institutions, coupled with the failure of these institutions to rehabilitate the offender successfully, has made the development of community-based correctional facilities a crucial need. The community-based center provides the court with an alternative to incarceration for those non-dangerous offenders who are better served by remaining in the community, where family ties may remain unbroken and the opportunity for offender re-integration into the community is increased.

Funding support from the State Law Enforcement Planning Agency has made possible the establishment of residential juvenile treatment facilities, under the direction of the Department of Corrections, which provide the court with an alternative to sentencing the 14-16 year old male juvenile delinquent to the Training School for Boys. Three juvenile treatment centers reached operational status

through the utilization of Agency funds. Located in Camden, Paterson and Plainfield, the centers serve Camden, Passaic, Union, Middlesex and Somerset Counties. The centers offer guided group interaction, individual counseling and casework services, vocational guidance, family counseling and remedial education programs.

Centers for adjudicated adults have recently been started at the county level to serve as alternatives to incarceration at the county correctional facility, both for inmates on early release status (e.g. work/study release) as well as for offenders who would otherwise serve their entire sentences at the correctional institution.

A survey of female offenders in the State sentenced to the Correctional Institution for Women, Clinton during the 1975 Fiscal Year, revealed that 77% were charged with less serious offenses against persons or violations of laws governing narcotics, public policy or property. Of the 229 inmates received at Clinton, 25% were from the City of Newark. Educationally, 56% achieved less than a ninth grade level and another 40% attained a twelfth grade level or less. Drug or alcohol abuse problems were reported for 72% of the sample. Minimum custody status was assigned to 56% of these women. Of the 229 women released from Clinton during the year, 79% had no prior record of incarceration and 45% had no record of supervised probation. Seventy-nine percent had served less than one year at the institution.

The above data would seem to indicate, according to the Department of Corrections, two things. First, that sentencing alternatives with more emphasis on rehabilitation are indicated and second, that a community based residential center, preferably in Newark, would pose no significant threat to community safety.

Probation is still the most widely used sentencing alternative in New Jersey, but high caseload levels prevent the accomplishment of much more than mere supervision during a specified period of probation for each offender. There seems to be a need to establish probation programs based on the "Modification of Probation Principles" (MOPP) contract probation approach, which stresses rehabilitation rather than supervision. The basic motion of MOPP is that, rather than stipulating that an individual remain on probation for a specific length of time, it is wiser to give that person some self-determination regarding that length of time through the accomplishment of beneficial and mutually agreed upon objectives.

Post-Institutional

Studies indicate that one of the major aggravating

factors in the problem of recidivism is the initial release period of an ex-offender. Financial insolvency, educational/skill deficits and family or peer identity problems precipitate severe tensions and make adjustment to a socially acceptable, productive life style difficult. The State Law Enforcement Planning Agency has responded to this problem through the creation of the adult pre-release service center, which attempts to bridge the gap between the structured prison experience and the problems of life on the streets. Center activities include "half-way out" pre-release testing for inmates who need a more highly structured program than routine parole supervision; a residential setting for work release, academic and vocational training release, furlough release and release for referral to community agencies for out-patient medical, dental, psychological and other treatment services; individual and group counseling; maintenance of a job bank; and client follow-up.

New Jersey P.L. 1969, c.22, as amended by State Assembly bills No. 3239 and No. 3291, recognized the need for providing pre-parole rehabilitative work opportunities for inmates of State correctional institutions and authorized the Commissioner of Corrections to designate as a place of confinement any suitable community-based residential treatment facility providing for the care, custody, subsistence, education, training and welfare of inmates. The authorization specifically included placement within private, non-profit community-based centers. This provision was primarily intended to afford the female offender the opportunity for graduated re-entry into the community. Residential resources currently available house only males which means that none of the over 200 females on minimum custody could be placed in existing facilities. This type of activity also is a possible solution to the over-crowding in the correctional institutions. The Correctional Master Plan determined the 1977 standard bed space capacity of the State's correctional institutions to be 5,500. It estimated that by continuing existing sentencing patterns, an additional 3,000 bed spaces would be needed by 1985. As of January, 1977 there were 6,465 inmates housed in correctional institutions administered by the N.J. Department of Corrections. Of this population, 4,122 were on maximum or medium custody. When compared to a previous count taken in May, 1976 (5,630), an increase in population of 835 in an eight month period is evident. Several hundred inmates sentenced to State institutions are being held in county facilities awaiting placement. At any one time, approximately 700 State Correctional Institution inmates are close enough to their release date to qualify for community placement. The State Law Enforcement Planning Agency is making provisions for purchasing the services of such residential community resource programs.

The need for community-based facilities and programs as alternatives to incarceration continues to be a high priority of the State Law Enforcement Planning Agency and is being addressed in the Annual Action Program. The following local jurisdictions and State Agency cited this as a need: Passaic County, Cumberland County, Camden County, Hudson County, Salem County, Atlantic County, Middlesex County, Union County, Essex County, Gloucester County, Somerset County, Monmouth County, Burlington County, the City of Newark and the Department of Corrections.

PAROLE

Decision-Making

The New Jersey State Parole Board is composed of a chairman and two associate members who are responsible for deciding individual cases and formulating paroling policy. The Board has jurisdiction over inmates in the State Prison Complex, and also over persons serving sentences of one year or more in the county correctional facilities of Essex, Hudson, Middlesex and Mercer Counties.

The Board considers, on the average, 2,500 cases per year. There are three decision options in the paroling process: an inmate may be granted parole, scheduled for a rehearing or required to serve the maximum sentence, less commutation time, without further parole consideration.

In August, 1975, the State Office of Fiscal Affairs, in a "Program Analysis of the New Jersey Parole System", stated that an examination of the State Parole Board's decision-making process reveals that the Board does not have specific criteria or standards for parole decision-making, resulting in a process which is neither objective nor accountable. The Office recommended that, in order to ensure rational, equitable parole decisions, the Board must establish criteria to provide standards for the Board and the potential parolee and serve as a more adequate means for evaluating parole decisions against the objectives of the State Parole System.

The State Parole Board recognizes as essential that steps are taken to provide for more consistency and certainty in the parole hearing process. These steps should include improvements of the institutional classification material upon which the Board must base its decisions as well as the establishment of guidelines to govern parole release decisions.

The Board is working toward development of an operational guideline for parole decision-making. The proposed tentative guidelines will articulate a rational and equitable parole decision-making process. The guidelines are based on research conducted by the Criminal Justice Research Center, Inc. regarding the State Parole Board. The work com-

pleted outlines how the proposed guidelines should be implemented and suggests a course of action for completion of final guidelines. There is a need for the State Parole Board to continue work on the guidelines with a view toward implementation.

Sentencing

Sentencing policy usually implies parole policy. At one extreme, indeterminate sentences rely heavily on release decisions while, at the other extreme, uniform, determinate sentencing requires no decision-making at the time of release. New Jersey has traditionally taken an intermediate position in which a sentence is usually expressed as a range of time, the judge is required to justify the sentencing decision and the discretion of the Parole Board is relied upon for an early release decision. This position renders the need for an objective, legally defensible parole decision-making process even more critical.

In recent years, there has been much dialogue concerning sentencing philosophies and the importance of parole. The federal government is considering the elimination of parole. In New Jersey, the Special Study Committee on Parole Reform of the New Jersey Association on Correction would limit the discretion of the Parole Board by presuming offenders who are eligible for parole are releasable unless shown otherwise (presumptive parole), thus putting the burden of proof on the Parole Board. The Correctional Master Plan Policy Council also recommended reducing discretion in parole release by the adoption of presumptive parole at first eligibility, thus emphasizing the reintegration of the offender into society. The Council also recommended that least restrictive sentencing be used, with incarceration seen as the last resort when no other alternative will suffice.

Supervision

The Bureau of Parole employs approximately 300 people, of whom about two-thirds are professionals and the remaining third are paraprofessional and

clerical employees. There are nine district parole offices to which parolee assignments are made on a strict geographical basis. This system does not take into consideration the need to achieve the best match of parolee needs with parole officer skills and qualifications. In an attempt to ameliorate this problem, a team approach, including three to four officers per team, is utilized in some districts.

The workload of parole staff is generally defined in terms of caseload ratios. The average parole officer's caseload falls within the range of 45-75. In addition to case supervision, parole officers must complete many reports. In an average year, an overburdening 60,000 written reports are completed by parole officers. This workload constitutes a severe strain on Bureau of Parole resources (The National Council on Crime and Delinquency, for example, recommends a caseload of 35 parolees per officer).

The Agency has funded a number of projects to support the parole service function in the State. Specialized caseloads were funded dealing with narcotics users and inmates released at the expiration of their maximum term. Although the latter were not part of the parole population, they were deemed to need special assistance in re-orienting to community life. Later, a staff person, specializing in community resources and not directly responsible for a caseload, was added to each district office to help all parole officers in each district secure community services for clients.

In addition, a volunteer legal assistance program (VIPP) was funded to serve the legal needs of parolees. The Agency-funded manpower service centers also provide services to parolees. These programs are described above in more detail under "Post-Adjudicatory and Post-Release Community Services."

The problems associated with improvement of parole decision-making and services were cited by the State Parole Board and the Department of Corrections.

PROBLEM ANALYSIS—JUVENILE

LEGISLATION—JUVENILE

Legislative provisions which affect juveniles who come into contact with the juvenile justice system have been written into several chapters of the New Jersey Statutes. Some of them were adopted recently to correspond with changing concepts in the juvenile justice system. Other statutory provisions do not coincide with current practices within the system or are ambiguous and have been applied differently. Some of them may be considered to be no longer applicable.

Existing Juvenile Justice Statutory Provisions

A revised Juvenile and Domestic Relations Court Law went into effect March 1, 1974. It significantly altered the way juveniles charged with and adjudicated for the commission of illegal acts are handled. Its primary impact was on juveniles who engage in behavior which would not be subject to legal action if committed by an adult. The commission of such status offenses—"incorrigibility", "running away", "truancy"—had formerly exposed juveniles to the possibility of confinement in county detention and State correctional facilities.

Under the revised statute this possibility has been eliminated. Juveniles in need of supervision (JINS) when held in a facility prior to disposition must be in open shelters and cannot be institutionalized on a post-dispositional basis in secured facilities maintained for the care of delinquents. The law prohibits the predispositional holding of juveniles with adults. It also limits the time a juvenile can spend in a correctional institution to up to three years unless the offense committed is some form of homicide. In any case the disposition can be for no longer than the term an adult would serve for the same offense.

Shelters and Detention Centers

Legislation defining the purposes and procedures for the creation of facilities which now house juveniles awaiting trial long preceded the 1974 Juvenile Code. These statutory provisions provide for both county youth houses and county shelters. Neither coincides precisely with the roles detention and shelter care facilities now fulfill, although the county shelter programs more closely meet the requirements of the statutes. Most of the detention facilities were actually created under the county shelter authorization and are in some instances confusingly called shelters although their purpose is to detain

juveniles charged with the commission of delinquency offenses. There are also other facilities such as county homes and county schools, the creation of which is authorized by statute, but which may no longer meet the needs of juveniles involved in or on the periphery of the juvenile justice system.

Post Adjudication Responsibility for Temporary Custody

A large percentage of juveniles in many juveniles detention and shelter care facilities are not awaiting court adjudication or a dispositional hearing. They are waiting for the State's Division of Youth and Family Services, under whose supervision they have been ordered by the Juvenile and Domestic Relations Court Judge, to place them in a residential facility or other appropriate alternative. Morris County surveyed its JINS shelter population and found that during 1976, 58% of the total care days were on a post-dispositional basis. The law clearly provides that detention and shelter are for the temporary care of juveniles *pending* court disposition.

Separate statutory provisions also require that the State maintain shelters, for the temporary care and supervision of children who are placed in its care, custody or guardianship, during the interim between that placement and the time a suitable alternative is found. N.J.S.A. 30:4C-26.1-3. Morris, Union and Hudson Counties have initiated litigation against the Department of Human Services to compel the State to remove those juveniles under its care who are in shelters on a post-dispositional basis. The Governor's Adult and Juvenile Justice Advisory Committee has recommended that the State be responsible for providing care in this situation. A new law, the Child Placement Review Act, calls for judicial review of all placements within 15 days of disposition. This hopefully will result in a reduction in the number of children in JINS shelters for long periods of time. In addition it will provide additional safeguards in the placement of children. This Act is discussed in more detail later in the section on Residential and Day Treatment under the heading "Non-Institutional Rehabilitation."

Programming in Detention and Shelter Facilities

The Department of Human Services has compiled a Manual of Standards for Shelter Care and one for detention practices is currently being printed. Other than these standards, there is little else to insure the uniformity and quality of programming within the

facilities. The statutory provisions creating them are outdated in their recommendations or are so broad as to be meaningless.

The purpose of a youth house is "to provide for the education and the moral and intellectual improvement of persons committed thereto. The board of trustees *may*, (emphasis added), subject to the approval of the board of chosen freeholders, prescribe a course of education and manual instruction and training for persons committed to the youth house, giving special attention to courses in industrial training and agriculture." N.J.S.A. 9:11-4.

The legislation establishing children's shelters says simply that, "The board of chosen freeholders... may establish... a home... for the purposes of caring for the children of the county whose cases are pending before the Juvenile and Domestic Relations Court..." N.J.S.A. 9:12A-1. There is no clear statement in either of the statutes as to where precisely the responsibility lies for funding an education program for juveniles in temporary custody.

A lower court decision in 1972 (*Board of Education, Passaic v. Board of Education, Wayne*, 120 N.J. Super. 155 (1972), held that if the county had an education program, then it, not the sending districts, was responsible for supporting it. State law does provide: "Every parent, guardian or other persons having custody and control of a child between six and sixteen shall cause such child regularly to attend the public school... or to receive equivalent instruction elsewhere than at school." N.J.S.A. 18A:38-25. Until quite recently not all detention facilities had education programs. State Law Enforcement Planning Agency funds have provided a staff person within the Department of Corrections to work with detention and shelter educators to raise the quality of educational programming in these facilities. There is still a substantial gap, in some instances, between the education which would be available in public school and what a child can receive in a detention or shelter care facility. Federal law 94:1-42 provides financial assistance to the States for handicapped children by mandating "a free appropriate public education in an appropriate setting." It is presently unclear as to whether the population within JINS and detention facilities is covered under Public Law 94:1-42. In the event that these facilities are covered under the federal legislation, it is still unclear as to which agency must assume responsibility for providing educational programming in these facilities. The Department of Education's Adolescent Study Commission, in dealing with the problems of inadequate educational programming in these facilities, recommended that the State "establish a fund within the Department of Education... preferably the Garden State School District... to finance the costs of educating those

students not assignable to local districts. These students include those juveniles in need of supervision in shelter care, children in detention homes, in private and out of home placements, in drug and alcohol facilities and in State residential facilities."

There needs to be, however, more frequent involvement in other aspects of detention programming as well, to insure that it is suitable. Disparity among facilities extends to recreation, social services and disciplinary measures as well. Detention facilities are inspected annually by staff of the Department of Corrections. Such on site visits focus substantially on the facilities' compliance with building and health codes. There is also general statistical information included on the present and past year's population and some discussion of programming. In the past, the size of the inspection unit was inadequate and, consequently, no more than an annual visit was conducted. As a result of the annual site visits, recommendations were made and forwarded to the facility and a follow-up visit by staff may have occurred. By law, legal action may be instituted against a particular county if there are violations. This has never been done; yet there have been critical and long-term problems in centers ranging from a dilapidated physical plant, to the lack of an education program, to severe overcrowding. With the implementation of the new detention standards and the initiation of a new monitoring and detention evaluation unit in the Department of Corrections, more will be done to insure compliance with State standards and regulations.

Municipal Youth Guidance Councils

There is statutory provision for the establishment of municipal youth guidance councils, bodies whose function is to act as a community resource to assist in the coordination of services and activities affecting youth. Adjustment committees may be established as a component of the guidance council. They are somewhat akin to juvenile conference committees, although their use is not nearly as widespread. They are confined primarily to Bergen County and Burlington County. Adjustment committees are not subject to the same amount of court control that exists over juvenile conference committees as referrals may be funnelled directly from police departments or schools. Overall there should be a review undertaken of all statutory provisions relating to the juvenile justice system with the intent to eliminate or revise all outdated and ambiguous legislation.

Legislative Support for Diversion

In the 18 counties where a Juvenile and Domestic Relations Court intake screening unit is operating, juveniles are sent to shelter or detention either after an initial court hearing or are placed there as the

result of an intake officer's review. Other counties have various methods, with most relying on the police officer who takes the juvenile into custody to make the initial placement decision. This is followed by a hearing the next morning as provided by R.5:8-2(d). Counties without intake units currently do not afford their juveniles charged with JINS and delinquent acts the same opportunities for this specialized screening. There are also fewer possibilities for diversion for those juveniles in jurisdictions without intake units. Recently, however, the Supreme Court approved the Operations and Procedures Manual for Juvenile and Domestic Relations Court Intake Services. The Manual, which will become effective as of September 1978, governs intake service operations and procedures and requires that each county establish an intake service which will operate in compliance with its provisions by that date.

One of the diversion mechanisms utilized by intake officers has been the youth service bureau. This type of community-based project, which provides direct and referral services for juveniles, has been strongly supported by local units of government. But for most, local assumption of total project costs after the normal three to four years of State Law Enforcement Planning Agency support has not been possible because of fiscal constraints. The Governor's Juvenile Justice and Delinquency Prevention Advisory Committee has recognized the funding problems affecting both intake and youth service bureaus and has recommended legislation to encourage the development and support of these programs on a statewide level. The New Jersey State Law Enforcement Planning Agency began funding in September, 1977 the New Jersey State Association of Youth Services through the New Jersey Department of Community Affairs. The Association is responsible for identifying the needs of youth and youth serving agencies and brings those needs to the attention of the general public in an attempt to build long term positive commitment to programs that serve youth. There is a need for legislation establishing a statewide Youth Service Bureau program providing adequate funding to assist local communities in starting and continuing local projects to assist youth.

Juvenile Court Judges

The number of Juvenile and Domestic Relations Court Judges is determined by statute according to the size of the general population of the county. In the less populated counties, therefore, there are fewer judges. Juveniles who are referred on to court may wait days, weeks or months for their adjudications, depending in large measure on the number of judges hearing juvenile matters. Particularly in those counties clustered in the southern part of the State, a higher proportion of juvenile complaints are pend-

ing for longer periods of time than in the more highly populated urban counties. In September of 1977, as an example, the highest number of juvenile delinquent complaints listed as pending on the no-counsel calendar for three to six months as well as the highest number of both no-counsel and counsel JINS complaints pending for the same period of time was in Ocean County. It appears that the backlog of cases is due to the shortage of judges, but it may also be the result of other factors. However, there should be a flexible means of appointing more juvenile judges for those counties where the juvenile docket is disproportionately high. This is also discussed as a problem under Adjudication.

Separation of Juveniles from Adults in Correctional Institutions

For those juveniles who are sentenced to a correctional institution, some may be placed with only juveniles; others may be incarcerated with adults in the Youth Correctional Institution Complex. Although such confinement is strictly prohibited on a predispositional basis, it is permitted after a juvenile has been adjudicated. In early 1976, there were over 400 juveniles confined with adults in the Youth Correctional Institution Complex and at the Clinton Reformatory. A designation by the Commissioner of the Department of Corrections which became effective in December 1977 removed all juvenile female offenders from the Clinton Reformatory. It also prohibited the placement of juvenile female offenders at Clinton and transferred them to the State Home for Boys and Girls at Jamesburg.

The United States Congress has shown support of a policy separating juvenile from adult offenders through the initial passage and reauthorization of the Juvenile Justice and Delinquency Prevention Act. Any state which chooses to participate in the Act must set out a plan to terminate the mixing of juvenile from adult offenders in correctional facilities.

A review of New Jersey case and statutory law reveals some ambiguity in the State's policy. Legislation should be developed to prohibit the mixing of adults and juveniles in correctional institutions on a post-dispositional basis. This has been recommended by the Governor's Adult and Juvenile Justice Advisory Committee.

Under the 1976 Plan, the New Jersey State Law Enforcement Planning Agency funded three projects to further the separation effort. One of these is a cottage program at Jamesburg, another is a community-based program in the Trenton area and a third is a medium security unit at Yardville. A plan has been submitted by the New Jersey Department of Corrections which will allow for the separation of juvenile and adult offenders within their facilities by

December 1979. The allocation of funds for separation projects is discussed in detail later in the section entitled Institutional Rehabilitation.

The above problems and needs were cited by the

Department of Law and Public Safety and by the following local jurisdictions: Camden County, Monmouth County, Morris County, Ocean County and Somerset County.

PLANNING AND EVALUATION—JUVENILE

As in the adult system, planning and evaluation are indispensable tools in the development of an effective and judicious juvenile justice system. Despite their obvious importance, not enough attention has been paid to either planning or evaluation in the design of programs at all levels of the juvenile justice system.

Planning and evaluation for the majority of projects is most often more effectively done at the local level. Yet even where local criminal justice planning units do exist, the primary thrust of the planning effort has been on the adult criminal justice system. Throughout the criminal justice system, the problems of adults have obscured the equally urgent needs of dealing with the juvenile offender. There needs to be a special emphasis on planning for the juvenile justice system in counties and municipalities.

When individuals and agencies respond to these needs for services, a program may be implemented without sufficient planning and analysis to determine its most productive role in the juvenile justice system. The vastly fragmented and dissimilar collection of data makes it extremely difficult to gather useful data for planning purposes. Community-based facilities, family counseling, juvenile court intake, family court, youth service bureaus, volunteers in probation and the deinstitutionalization of juveniles within the correctional system are examples of some of the concepts which have been considered for implementation within the juvenile justice system. There is no doubt that all of them have validity for a certain segment of the juvenile population and/or serve particular functions. But a program should not begin without a sufficient understanding of its potential impact upon a particular point in the juvenile justice system.

There have been some efforts in New Jersey on both a local and State level to analyze the needs of

the system and to respond more accurately to those needs. The Division of Youth and Family Services with a State Law Enforcement Planning Agency grant is pursuing a needs assessment of its population in, or awaiting residential care and is offering assistance to service providers to make their programs more suitable for that population. Many counties are organizing youth services coordinating councils which examine their juvenile populations as well as existing resources. The Agency is currently conducting an evaluation of three juvenile programs including police-juvenile aid bureaus, community youth services programs, and the alternative school programs.

Through Juvenile Justice and Delinquency Prevention Act funds, the State Law Enforcement Planning Agency was able to establish a program area to enable the county criminal justice planning units to add a juvenile justice planning staff person. Six county units including Camden, Gloucester, Ocean, Morris, Somerset and Union Counties added such a staff person using 1976 funds. Six additional counties, Burlington, Essex, Hudson, Middlesex and Passaic Counties were able to augment their planning capacities with 1977 funds as were two city units, Newark and Jersey City. Juvenile justice planners were continued with 1978 funds in ten counties and in the two cities, Newark and Jersey City. There is growing sophistication in the field of juvenile justice planning and evaluation and with the probability of available funding sources diminishing, these tools will have to be utilized to make the best use of existing resources.

The above problems and needs are addressed in the Annual Action Program and were cited by the Administrative Office of the Courts and the following local jurisdictions: Burlington County, Cumberland County, Essex County, Gloucester County, Jersey City, Middlesex County, Ocean County, Passaic County and Union County.

RESEARCH AND INFORMATION SYSTEMS—JUVENILE

The development of research topics and information systems, both critical to effective planning and evaluation, are ironically hampered to a certain extent by the very philosophy of the juvenile justice

system. The confidentiality of the identity of the juvenile and the preservation of the privacy of the juvenile court proceeding have traditionally been hallmarks of this system. New Jersey statutes and

Rules of Court have traditionally limited the circulation of court, probation and other law enforcement agency records as well as the release of information concerning a court proceeding. Recently, however, legislation has been changed which gives more discretion to the juvenile judges to release names of adjudicated delinquent offenders over 14 years of age who have been found guilty of serious offenses which would be a high misdemeanor if committed by an adult and certain other crimes against property. The new law also allows for an exchange of information on juvenile offenders between law enforcement agencies which was prohibited before the legislation went into effect, N.J.S.A. 2A:4-65.

Information Systems

An increased effort to obtain information on the characteristics of juveniles in the system must be made. Without information on the ages, offenses, sex, geographical location of juveniles who commit status and delinquent offenses, no rational system of programming will evolve. This information can be, and has been to a limited extent, obtained with special care taken to observe safeguards related to its collection. The greatest problem in collecting data is that it is not centralized except at the points of arrest and court referral. Even at these two points the available information is limited.

The data collected at the arrest level provides the age, sex and race of alleged offenders but there is no way of identifying which of the arrested juveniles were referred to court even at the offense level. The statistics which are collected at the court level provide only information about numbers of juveniles heard by the juvenile court. No specific adjudication information is available so that if arrest data indicated 50 juveniles referred to court for homicide charges, there is no way of knowing which of the group were adjudicated and the resulting dispositions.

The only way possible to gather the bulk of the relevant information is on an individual agency basis: to go directly to the records of the police department, the court clerk, the probation department, the detention and shelter care facilities. However, data is kept haphazardly and inconsistently and because of rules of confidentiality it is often difficult to obtain. Even if the data is readily available, the collection process is often tedious and laborious and above all, time consuming. In light of the time restrictions imposed on research projects, the delay in collecting the information can impair the extent and quality of that research.

Information on the impact that increased caseloads and other changes in the system have on its various components is also critical to effective planning. Efficient case management could result in

a more cost effective juvenile justice system.

The Prosecutors Association has recommended the creation of a centralized information bank which would contain statistical data on juveniles processed by the court. The Association sees this information as being useful in promoting the proper and efficient disposition of juvenile cases as well as being helpful in analyzing the effectiveness of the juvenile justice system. Proper precautions will of course have to be taken to maintain confidentiality rights for juveniles in order to prevent a conflict with existing court rules.

Probation Information

Nearly a third of the juveniles adjudicated by the court are placed under probation supervision, yet little information is available about the needs of this population. In October, 1977, the New Jersey State Law Enforcement Planning Agency awarded a grant to the Administrative Office of the Courts for a Probation Administrative Management System which, when fully implemented, will allow for the computerized collection of data on a monthly basis in the areas of probation supervision, investigation, enforcement, juvenile and domestic relations intake and pretrial intervention as well as information relating to client characteristics and on the probationer population. Because the grant is newly operational, some refinements are necessary before the system is fully implemented. Prior to this effort, however, little was done to gather comprehensive computerized information relating to probation.

The above problems and/or needs were cited by the Administrative Office of the Courts and by the following local jurisdictions: Hudson County, Middlesex County, Passaic County and Union County.

Research

Although some research has been done by the Division of Youth and Family Services on the characteristics of its juvenile population and its concomitant residential needs, the placement of court referred juveniles continues to be an area which could sustain substantial inquiry.

Because females, in the past, have been involved to a much lesser extent than males in the juvenile justice system, their particular problems have been overlooked. It is noteworthy that females commit only a small proportion of all offenses as compared to males except when it comes to running away. In 1976, 54.8% of all runaways were female. During the same period, 58.6% of all female arrests were for five classes of offenses, namely larceny-theft, narcotic drug offenses, alcohol associated offenses, disorderly conduct and for runaway offenses. These were out of 15 major offenses categorized by the Uniform Crime Reporting Unit of the New Jersey State Police.

There has been a serious lack of programming for female juveniles in facilities throughout the State and the programming which is available does not meet the needs of the client groups. The State Training School for Girls was closed in September, 1974 because its population had substantially decreased. Both male and female juveniles are now committed to the Training School located at Jamesburg. There is currently little vocational assistance and training available; family assistance is not provided and staff training is inadequate for dealing with females. There is a need for additional parole planning and also for follow-up upon release as no support system exists in the community for juveniles on parole. There is a need to provide a broad network of services including vocational training and psychiatric care to juveniles in the community. Additional alternatives such as halfway houses should be developed for female offenders. Because the juvenile justice system population is predominately dominated by males, extra effort must be exerted to insure that the system meets the needs of girls as well as boys. There has been substantial difficulty in uncovering specialized research and information to guide efforts to develop programs for the female juvenile delinquent population.

There has been a growing recognition that many juveniles who become involved in delinquent and JINS offenses also have serious learning problems. In one detention center, a sampling of 24 detainees who were 16 and 17 years old showed that five could not read at all and of the remaining 19, the mean reading level was fifth grade. The range for those youngsters was first to tenth grade with only five over

the fifth level. The New Jersey Juvenile Justice and Delinquency Prevention Advisory Committee has identified this area as a priority for its study and at one of its meetings called together representatives of the education and juvenile justice systems to discuss the issues involved.

Other populations whose needs may require special attention include the incarcerated mentally retarded juvenile, the sex offender, arsonist and the violent child. The specialized needs of these juveniles are not met by the residential treatment programs or institutions which are currently available within the State. This has been identified as a problem by the Department of Education.

The Citizens Committee for Children of New Jersey is undertaking a comprehensive survey of juveniles in detention and shelter care facilities in Bergen, Burlington, Essex, Hudson, Monmouth and Union Counties. Supported through State Law Enforcement Planning Agency funds, the study will examine the characteristics of juveniles in these facilities noting age, sex, race, family income level and educational classifications. These characteristics will be looked at in light of several other variables including lengths of stays; difference between shelter and detention populations; readmissions and disposition after holding. The study will particularly focus on those juveniles who are waiting long periods of time in shelter and detention for long term residential facilities. Questionnaires have been developed and distributed to all detention and shelter facilities. The results are being tabulated and a final report is expected by September, 1978.

MANPOWER DEVELOPMENT—JUVENILE

Often, personnel who work directly within the juvenile justice system—from the police officer who takes a child into custody to the line officer who supervises the child in a residential facility—do not receive adequate training to enable them to cope effectively with the particular problems of juveniles. In many instances the person who is drawn to a position within the juvenile justice system may not be prepared to handle the responsibilities of the job. Better qualified individuals, because of minimal educational requirements and low salaries, are not attracted to those same positions.

Training and Selection

Although training is provided to probation officers, juvenile police officers and juvenile court judges, there is a need for additional ongoing education for personnel in all phases of the juvenile justice system. While occasional conferences may be held, there is

no regular education program for many professionals involved in the juvenile justice system, such as attorneys, child care workers or administrators in institutions or residential facilities. Training similar to that supported by the State Law Enforcement Planning Agency for juvenile police officers and juvenile court judges, or training courses similar to those provided to probation officers by the Administrative Office of the Courts should be available to staff at all points in the juvenile justice system.

Police officers have first contact with juveniles and have a great deal of discretionary authority. The great percentage of juveniles are not handled initially by a juvenile officer (the number of juvenile officers is far too low in comparison with the number of juvenile arrests), but by patrol officers who may have had only the minimum six hours of basic training in handling juveniles. It is not hard to react

inappropriately to typical adolescent behavior or to exacerbate an already emotionally charged situation if one does not have any understanding of the behavior involved and no training in how to handle it. For this reason, the State Police Academy with support from the State Law Enforcement Planning Agency has offered a series of training sessions for local police officers who handle juveniles.

Generally, attorneys who are primarily from the Office of the Public Defender and prosecutors in the juvenile court are new lawyers who use their experience in juvenile court to move into trial work in the adult criminal justice system. In most counties the full-time people are supplemented by rotating public defenders and prosecutors or in the case of the public defender, pool attorneys who are engaged in private practice. Considering the unique philosophical attributes of the juvenile justice system, some specialized training should be required. Seton Hall Law School has implemented such a training program for students interested in pursuing prosecution or defense work in the juvenile court. It is hoped that the curriculum model developed through the aid of the State Law Enforcement Planning Agency funds will be used by prosecutor and public defender offices. The Governor's Adult and Juvenile Justice Advisory Committee has recommended that both the prosecutors' and public defenders' offices have at least one attorney who handles juvenile matters full-time. The Prosecutors' Association also made this recommendation as part of an overall analysis of the juvenile justice system presented in May of 1977. Many counties have already implemented this recommendation and others are working towards obtaining the necessary staff.

Judges who sit on matters affecting juveniles charged with delinquent and status offenses should possess specialized backgrounds to enable them to make effective decisions on appropriate dispositions for adjudicated juveniles. They should continue to receive formalized training such as is given by the National College program sponsored by the National Council of Juvenile and Family Court Judges in order to increase their exposure to the kinds of programs available for juveniles and to theories about the research being conducted on the juvenile justice system population.

Line officers in detention centers, residential treatment facilities and juvenile correctional institutions need only a minimum education to be eligible for their positions. Salaries are low and turnover is high. The responsibilities entrusted to a person in these roles are immense. A supervisor has constant contact with juveniles and is the first one exposed to a crisis situation. It is unreasonable to expect individuals to cope effectively and humanely in these situations without proper training and education. It is also unfair to expect individuals to remain in such a position if they do receive proper training and assume a large amount of responsibility but are still paid low salaries.

Other individuals who work within the juvenile justice system (such as intake officers, probation and parole officers, teachers, professionals in residential facilities, juvenile conference committee members and other volunteer personnel), need to receive continuing education on the special needs of the juveniles with whom they work.

At the same time there should be an upgrading of the selection criteria for individuals employed in the juvenile justice system, particularly those who work in juvenile facilities. Civil Service requirements and salary ranges should be revised to attract more qualified individuals. The juvenile justice system has little chance of becoming responsive and just if the individuals responsible for its functioning do not receive additional on-the-job training, supervision and adequate salaries.

Grants from the State Law Enforcement Planning Agency have expanded the availability of training programs, particularly for detention and shelter care workers, police officers, residential facility personnel and the judiciary. But these training sessions have just begun to meet the enormous needs of the system.

The above problems and needs were cited by the Administrative Office of the Courts, the Department of Education, Department of the Public Advocate, Department of Law and Public Safety, Department of Human Services and the following local jurisdictions: Atlantic County, Camden County, Cumberland County, Essex County and Morris County.

PREVENTION—JUVENILE

Although the concept of prevention could be applied across the juvenile justice system indicating the attempt to forestall further involvement at any point, for purposes of this section it will be limited to efforts geared to avoiding initial contact with the police. Efforts to prevent further involvement from

the point a juvenile is taken into custody will be discussed under Diversion.

The prevention of a youth's introduction into the juvenile justice system is probably tied to effective parenting, a strong network of community services

and a responsive school system. Different communities have increasingly recognized the importance of one or more of these factors and they have become the bases for innovative projects. Such activities include special parent effectiveness training sessions for parents of juveniles referred to court, youth service bureaus and alternative school programs.

Community Support

It is not uncommon to find among youth who are taken into custody by the police that many come from disorganized home situations, perhaps with only one parent or where adults other than parents provide supervision and guidance. When the family cannot provide such adequate supervision and guidance, services within the community should be able to fill the gap. It is when both the family and the community fail that the court must intervene to make provision for the resocialization of the child. Often the problem is not that community services are unavailable or inaccessible. It may be that the family is not aware of the existing services or does not, for some other reason, seek them out.

It is evident, however, that most communities need to coordinate and/or build up the services available within them to serve both the youth and his or her family. Over the five year period between 1972 and 1976, juvenile arrests increased by 24% as compared to adult arrests which increased by 17%. Community leaders in many municipalities in New Jersey have become aware of problems among their youth manifested through drug and alcohol abuse, running away and a sharp increase in acts of vandalism.

As part of an evaluation study of the Improvement of Police Services to Juveniles Program during December 1, 1975—August 31, 1976, undertaken by the State Law Enforcement Planning Agency, statistics gathered during that period showed that of those juveniles who were taken into custody and referred to a counselor for intake, 39% came from homes where either there was only one parent, a relative or guardian or foster parents. In a similar study done of the Community Youth Service Programs, covering January 1, 1976 to July 31, 1976, of the juveniles referred to youth service bureaus in 28 communities from the juvenile justice system, 48% were in this type of family situation. In 40% to 50% of both populations, conflicts with family members and family dysfunction were noted by social workers as being the juveniles' most significant problems.

The potential for modifying conditions which can contribute to delinquent behavior is greatest when addressed as early as possible and prior to any justice system involvement. There should be, within

a community, a network of service providers equally accessible to all juveniles and their families. Services should include individual and family counseling, vocational skills training and job placement, educational supports such as GED programs and tutorial services, health and legal services. The Department of Education's Adolescent Study Commission has recommended that "brokers" be situated within schools to help students find out about these services. The Commission points out that this early accessibility of services may prevent involvement in the juvenile justice system.

Since it is inconsistent with rights of privacy and liberty, there is no way to compel a family to seek help for its problems or to persuade a family that the reason for the erratic behavior of the child may lie in the family's own inability to function properly. Even if the realization is there, families are more likely to try to "work it out themselves" or send the child only to some service rather than subject themselves to possible ridicule or stigma by going for psychological or other forms of counseling.

Therefore, it is most critical to not only have a network of appropriate services available but a broad education and public relations program encouraging families to take advantage of the services offered. It is vital, of course, that the costs of such services be geared to the ability of families to pay for them. Such a network of services could span the needs of juveniles and their families at every point in the juvenile justice system as well as on a purely prevention basis.

The critical nature of the need for coordinated and accessible community services for juveniles and their families prompted the State Law Enforcement Planning Agency to become involved in providing funds for this effort in 1970. There are now more than 30 projects serving over 20,000 juveniles yearly throughout the State, the majority operating in the urban and suburban, densely populated areas of New Jersey.

The Community Youth Services Program area was originally two separate areas but has merged into a unified funding commitment to support innovative projects which expand and coordinate services within communities. The projects provide direct and referral services for youth and in many cases, their families. The projects generally provide the services free of charge and offer anything from tutoring and vocational counseling to family, group and individual therapy. Referrals are made for various services including recreation, medical and legal assistance. Beyond the direct and indirect services, these "youth service bureaus" also, to a limited extent, effect coordination of existing services and have helped initiate new projects to fill needs of the population they service.

A total of 28 youth service bureaus have been funded by the State Law Enforcement Planning Agency. This includes two countywide bureaus, Union County and Atlantic County and eight regional bureaus. These regional bureaus serve 42 communities and have been established in northern Essex County, western Essex County, northern Gloucester County, northeastern Somerset County, northeastern Monmouth County, southeastern Monmouth County, northeastern Morris County and in 11 of the 12 municipalities in Hudson County.

This area is also responsive to the recommendations of the Governor's Adult and Juvenile Justice Advisory Committee for community involvement in delinquency prevention through the development of youth service bureaus. These include the prevention of delinquency, diversion of juveniles from the justice system; provision of a wide range of services to youth through advocacy and brokerage, offering crisis intervention as needed; modification of the system through program coordination development and advocacy; youth development; and community involvement to include training of community residents in the recognition and handling of youth problems. Other standards include agency capability to determine the problems and needs of each youth referred to the bureau in order to develop with the youth and his parents a treatment plan for meeting the needs identified.

The need to have a unified system of services for juveniles who are on the periphery of the justice system has been recognized through the funding of projects in this area. The network which has been created, however, is still a fragmented one. A study of 13 community youth service projects operating in New Jersey conducted by the evaluation staff of the Agency revealed that 13% of the population under study had histories of known alcohol usage. Because an increasing number of juveniles have problems associated with alcohol abuse, the function of youth service bureaus should be expanded to include a strong network of services available to handle the needs of troubled juveniles who exhibit alcohol related problems.

The above problems and needs are addressed in the Annual Action Program and were cited by the Division of Youth and Family Services and the following local jurisdictions: Atlantic County, Camden City/County, Cumberland County, East Brunswick, East Orange, Gloucester County, Hudson County, Jersey City, Mercer County, Middlesex County, Monmouth County, Morris County, Newark, Passaic County, Piscataway, Ocean County, Trenton and Union County.

School System

A responsive school system, one geared to absorb

and deal effectively with children whose behavior and/or academic achievement varies considerably from that of the majority of the school population, is also a prime preventive force in keeping juveniles from becoming involved in delinquent and pre-delinquent behavior. There is substantial interest in the relationship between school failure and delinquency which has been generated particularly among members of the juvenile court judiciary. On the national level, Congressional legislation was introduced in the spring of 1977 to hold a national conference on learning disabilities and juvenile delinquency.

The recent program evaluation by the State Law Enforcement Planning Agency, mentioned previously, showed that of the total number of juveniles referred to counseling intake by the police over 50% had a history of school related difficulties. This was also true of the population referred to the youth services projects by some component of the juvenile justice system. The New Jersey Department of Education reports that over 50% of the delinquent population have some learning disability.

Many school systems in New Jersey have few alternatives but suspension or expulsion to offer those students failing in the traditional school setting. Either because of lack of resources or administrative control, many schools lack alternative education models that could be used to retain as many students as possible within the school framework. It is clear that alternatives other than expulsion, suspension or referral to the criminal justice system are needed to handle the disruptive and truant students. The school system should reach out to services within the community and tie into them to help provide the resources to keep juveniles in the school system.

A report on the juvenile justice system submitted to the State Law Enforcement Planning Agency by the Newark Criminal Justice Planning Department revealed that school administrators estimate that in Newark "there are over 6,000 youth of high school age not even enrolled in high school." The report also revealed that during the 1976-77 school year, the Attendance Bureau of the Board of Education estimated that 83,987 absences were reported for the Newark Public Schools including elementary, secondary and special schools. Of the 83,987 reported absences, 41,518 investigations were conducted relative to the nature of those absences. The investigations revealed that 21,615, or 25%, of the total absences were actual trancies. In obtaining this data, truancy was defined as an "unexcused absence from school having nothing to do with illness or home emergency." An accurate estimate of the number of truants is impossible to ascertain because of the difficulty in making a distinction between days truant and sessions truant. In report-

ing this information many school districts fail to distinguish between these terms. A total of 2,589 truancy cases were referred to juvenile court during 1977 from the City of Newark.

The Newark Criminal Justice Planning Department, in conducting its research on education, also revealed that during the 1976-1977 school year there were 1,262 suspensions. The drop-out rate for that year was not available, but in the preceeding school year 1975-1976 Newark reported 1,471 drop-outs. This accounts for 7.2% of the total junior and senior high school enrollment of 19,918 students.

The Governor's Adult and Juvenile Justice Advisory Committee recommends several standards applicable to the schools' responsibilities in providing effective education for all children, including those who are pre-delinquent, disruptive and/or truant. Those standards specifically state:

1. Schools should recognize that they have a responsibility to provide all children, regardless of socioeconomic status, cultural background or geographic location, the educational opportunity which will prepare them to function politically, economically and socially in society. Local school districts should accept the responsibility for ensuring that all pupils are provided with effective educational agencies. In particular, schools have a responsibility to develop educational experiences and supportive services for the pre-delinquent, disruptive and/or truant student.
2. Schools have the responsibility to develop mechanisms to provide education for all types of students and should actively encourage the retention of all pupils, especially those who desire to withdraw from the school system.

Discussions among school administrators and State Law Enforcement Planning Agency staff have also pointed to the paucity of alternatives for school principals to utilize in the handling of disruptive or truant students and those who engage in vandalism. Complaints to the police departments, suspensions and expulsions seem to be the traditional mecha-

nism used. Congress, through the passage of the Juvenile Justice and Delinquency Prevention Act, recognized the increasing problems within schools and the direct impact that these have on the criminal justice system.

The development of new and innovative programs within school systems has been recognized as a high priority by the State Law Enforcement Planning Agency and is supported with funds made available through the Juvenile Justice and Delinquency Act. Six projects were started with these funds when they were first made available to New Jersey in 1975. Projects ranged from in-school programs with special emphasis on counseling and supportive services to an alternative school with various approaches to learning and cultural experiences. Under the 1976 Plan, five projects were continued. In 1977, one new project was initiated and five projects were continued for a third year. It is anticipated that in the 1978 Plan one experimental project will be continued for a second year and four projects will be funded to Educational Improvement Centers through local units of government. Under this new concept, a resource person would be funded to provide technical assistance to local school districts in the area of delinquency prevention.

The above problems and needs are addressed in the Annual Action Program and were cited by the Division of Youth and Family Services, the Department of Education and the following local jurisdictions: Atlantic County, Camden City/County, Morris County and New Brunswick.

Residential and Day Treatment

These problems are discussed in the section following Probation under the heading Non-Institutional Rehabilitation—Juvenile. This is because these facilities provide post-dispositional rehabilitation services which are non-institutional in nature, although they are also geared to prevent juveniles from becoming further involved in the juvenile justice system.

DETECTION, DETERRENCE, APPREHENSION— JUVENILE

The official handling of a juvenile by the police and the importance of the manner in which it is handled are discussed in detail in the section under Diversion. It is with the police that the first opportunity for the detection of juvenile crime occurs and where the

diversion of youthful offenders is possible. It is of critical importance to the effectiveness of the juvenile justice system that police departments develop and utilize consistent and formalized guidelines in handling juveniles.

DIVERSION—JUVENILE

Juveniles who come into contact with the police because of possible involvement in delinquent or status offenses may be diverted from court processing or, subsequent to adjudication, may be diverted from institutionalization. This section will focus on diversion prior to adjudication.

Police

The initial contact of a juvenile with the criminal justice system usually involves the police. This contact and the way in which it is handled is of critical importance. Among those juveniles who have contact with the police, there are many for whom complete processing through the criminal justice system is unnecessary. Of crucial importance is the capacity of police departments to develop and utilize consistent and formalized guidelines in handling juveniles. In the past, there have been no standards to guide a police officer in making referral decisions or in making the initial determination to forward a case to court or even when to arrest a juvenile. Police departments should begin to implement standards, consistent with those developed by the Office of the Attorney General, for the handling of juveniles. This is particularly important in view of the fact that the major point of diversion for juveniles is within the police department itself. Forty-seven percent of the juveniles in 1976 who came in contact with the police were released to their homes. Less than one percent of those taken into custody were referred to a welfare agency. Twenty-seven percent of the arrests in 1976 were for minor offenses such as malicious mischief, runaway and disorderly conduct and the majority of youth were age 16 or under. Generally, these juveniles would be amenable to some form of voluntary informal counseling intervention.

Police personnel need to develop insights into the special needs and problems of juvenile offenders. While many communities do not possess sufficient resources to work with juveniles, police officers must have detailed familiarity with the resources in the community which do exist. Additionally, police departments must be equipped to provide professional short-term services, such as counseling especially in situations where crisis intervention is necessary and they must be trained to make appropriate referrals when necessary. The Police Training Commission mandates that all police officers receive a minimum of 280 hours of training. Of this, only six hours are mandated by the Commission to be in the area of youth and juvenile relations. The State Law Enforcement Planning Agency has provided funds to assist the New Jersey State Police Academy in providing additional training to police officers on the juvenile

justice system.

Because of the importance of police handling of juveniles and their effect upon the criminal justice system, the State Law Enforcement Planning Agency has designated the improvement of police services to juveniles as a special program area. This program area is designed to offer police departments the capability to provide services on a voluntary basis to those juveniles who have had contact with the juvenile justice system and for whom court referral is not appropriate. These include counseling and referral services provided by professionally trained social workers.

Projects of this nature have been funded since 1972 and in the 1973 Plan a greater emphasis was on the expansion of services to youthful offenders including professional counseling and referral. A total of 40 communities have been funded to implement juvenile aid bureaus with a professional counseling unit since 1972. Eighteen of these programs are still operating but are no longer funded with State Law Enforcement Planning Agency funds. Fourteen of the programs continued the counseling services. There are 17 projects still operating with State Law Enforcement Planning Agency funds and servicing more than 5,000 juveniles per year with counseling referrals and other social services.

The State Law Enforcement Planning Agency has also funded a project to provide 20 training sessions in the area of juvenile justice to 400 police officers through a grant made to the Department of Law and Public Safety. Each training session encompasses a total of 50 hours and covers topics such as the history and philosophy of the juvenile court, causes of delinquency, abused and neglected children and group therapy.

A serious need still remains within many police departments to provide for the effective handling of juveniles. The Governor's Adult and Juvenile Justice Advisory Committee as well as the Prosecutor's Association have urged the implementation of standards which would provide for uniform guidelines in this area, including any pre-complaint screening and referral decisions as well as record keeping. The Advisory Committee also recommends that at least one officer in each department be designated to handle juvenile matters. Out of 11 counties comprising 71% of the State's total population, the State Law Enforcement Planning Agency found that during 1975, the ratio of juvenile police officers to the full-time police force ranged between two percent and five percent, while the ratio of juvenile arrests ranged from 24% to 51%.

The above problems and/or needs for continued support in improving police juvenile relations are addressed in the Annual Action Program and have been cited by the Department of Education and the following local jurisdictions: Atlantic County, Burlington County, Camden County, Cherry Hill, Cumberland County, Gloucester County, Jersey City, Mercer County, Middlesex County, Monmouth County, Monroe, Newark, Ocean County, Old Bridge, Piscataway, Rockaway Borough, South Plainfield and Trenton.

Court Diversion: Intake Screening, Juvenile Conference Committees and Other Diversion Alternatives

The number of juveniles arrested in New Jersey totalled 123,460 in calendar year 1976. With juvenile delinquency complaints increasing from 30,000 to 75,000 during the last decade within the State, the need to resolve minor complaints through pre-judicial methods has intensified. At the same time, it has become clear that a large number of complaints filed with the Juvenile and Domestic Relations Court can be handled effectively without a formal court hearing. Intake units in operation for at least a year show diversion rates approaching 42% of total complaints filed with the court. Juveniles are either referred to juvenile conference committees or participate in intake conferences which usually result in a referral to a community resource.

A community which has developed a sophisticated network of services providing ample support to juveniles and their families to prevent involvement in the juvenile justice system, should be able to adapt the resources easily to encompass the population diverted from the system. Basically, the same type of activities—counseling and other forms of therapy; vocational training and employment opportunities; tutoring and recreational activities—are needed for the diverted youth. Conditional sanctions are also necessary to deter future misconduct among youth. These should include a series of alternative services and programs in the community. The Governor's Adult and Juvenile Justice Advisory Committee recommends that other diversion and disposition techniques such as restitution, day custody and community service should be instituted to meet more closely the needs of certain juveniles that come to the attention of the court.

Juvenile Conference Committees

The receipt of services may further be limited because intake officers will only utilize those resources with which they are familiar and in which they have confidence. If a county has few juvenile conference committees, then obviously, fewer referrals can be made to this resource. As of May 1976,

there were a total of 369 juvenile conference committees. Although a few counties such as Bergen and Monmouth have a large number of juvenile conference committees in comparison to the number of juvenile complaints processed through the court, other counties such as Hudson and Ocean do not.

In many counties juvenile conference committee coordinators have recently increased both the quality and number of committee members. The coordinators are usually on the intake staff or else work very closely with the staff. In the past there has not been a uniform program of supervision over the activities of the committees. This membership varies considerably as the court rules require that the members "to the maximum feasible extent shall represent the various socio-economic, racial and ethnic groups in the community or communities to be served by it". Guidelines prepared in May 1976 by the Conference Committee of Juvenile Court Judges encourage that an attorney be designated as chairperson of the committee, but no other recommendations as to specific representatives are suggested.

The conference committees hear a wide variety of cases from malicious damage offenses to truancy and they may make recommendations that include referrals for psychological help or other mental health services. The guidelines suggest that conference members participate in annual or semi-annual conferences for purposes of orientation and training. Several of these have been held over the last few years in Morris and Essex Counties. Other kinds of training, on a more individualized basis have also been provided but there is no uniform training program.

A study of the characteristics of the 279 members on the 36 juveniles conference committees in Morris County revealed that 63% of the committee members were male, 30% had served over seven years on the committee, 70% were college graduates and 70% were employed in a white collar occupation. The age span of the committee members ranged from 21 to 85 years. The mean age was 47 years.

Fifty-eight percent of the committee members saw their primary role as an interested citizen serving in the community. Thirty-nine percent saw their primary role as an extension of the court and in assisting parents in handling their children.

Fifty-four percent said they were not adequately trained or prepared at the time they were appointed. Thirty percent felt that they were still not adequately prepared to serve as a committee member. Sixty-five percent of the members said they would like more guidelines from the Courts in order to assist them in handling cases. Eighty-five percent said that training should be provided upon initial appointment to juvenile conference committees and 80% said

regular follow-up training should be provided on an annual basis.

Guidelines for Operation

The concept of Juvenile and Domestic Relations Court intake screening has grown rapidly during the last four years since the recognition of the effectiveness of the Morris County model. The intake units have all developed with individual variations in staff background and expertise, relationship to the county probation department and policies affecting procedural handling of juvenile complaints. To a large degree, these variations will be eliminated through the adoption of guidelines promulgated by the New Jersey Supreme Court. But there will still need to be supervision over the units to insure they are operating within the guidelines established as well as technical assistance available to enable the units to meet any problems encountered. There need to be procedures to insure that juveniles' rights are carefully guarded throughout the diversion process, making sure that all decisions made by the juvenile and his or her family are made with a full understanding of the consequences.

Generally, the juveniles who are "diverted" from the system as opposed to those who are "prevented" from entering the system, probably have had a longer prior history of involvement with the law and may have more disorganized families. It is probably true that many may need resources that provide stronger support than those available for juveniles on the very periphery of the system.

Since 1974, the Supreme Court, through the Administrative Office of the Courts, has strongly encouraged the development of screening and diversion units within each Juvenile and Domestic Relations Court jurisdiction, and this has recently been

mandated. The State Law Enforcement Planning Agency sees this development as a priority and has helped to initiate intake units in 18 counties as of April 1978.

The first unit begun with Federal funds was in Morris County in 1971. Under both the 1973 and 1974 Plan, intake units were started in Bergen, Essex, Hudson, Mercer and Passaic Counties. The Essex County Intake Unit was begun with a Law Enforcement Assistance Administration discretionary grant and later assumed by the County. With 1975 Plan funds the units expanded to Atlantic, Burlington, Camden and Middlesex Counties. Continuation funds were provided to the units funded under the 1973 and 1974 Plans.

Under the 1976 Plan units began in Monmouth, Ocean, Cape May and Gloucester Counties while Cumberland, Salem and Somerset Counties were funded with 1977 monies.

As formal intake/screening units have not yet been established in all counties, it is likely that a large number of juveniles are being processed through the system who, like their counterparts in other counties, could as effectively be served through diversion. For this reason, this program area continues to be a priority and will be until units have been established in each county of the State. It is anticipated that all of the 21 counties in the State will have fully operating intake units by the end of 1978.

The above need for juvenile court intake screening is addressed in the Annual Action Program and was cited by the Administrative Office of the Courts and the following jurisdictions: Atlantic County, Burlington County, Cumberland County, Essex County, Gloucester County, Middlesex County, Monmouth County, Ocean County, Somerset County and Union County.

ADJUDICATION—JUVENILE

The adjudication process in the Juvenile and Domestic Relations Court has changed substantially in the last ten years since the United States Supreme Court decision of *In re Gault*, 387 U.S. 1 (1967) which endowed the juvenile appearing in that court with a number of rights of due process.

Defense and Prosecution

In New Jersey, the *Gault* decision translated into the provision of counsel, by Court Rule, for those juveniles for whom institutional commitment may result (R. 5:9-1b). These cases are on the "counsel mandatory calendar." The regular appearance of both prosecution and defense counsel in the juvenile

court has created a more adversarial environment with the attendant trial procedures.

Both the offices of the Public Defender and the county prosecutor's offices often place their newly admitted attorneys in the Juvenile and Domestic Relations Courts. The overall problem of insufficient numbers of staff personnel extends to juvenile court prosecution and defense capabilities as well. In some instances there may be a rotation of attorneys within the office to handle juvenile matters. More specialization has been developed in the juvenile area in some offices. An example is Essex County's Office of the Public Defender where there are a number of staff attorneys who do juvenile work only.

The Prosecutor's Association has recommended that one attorney be responsible for juvenile matters in each county office. This problem is discussed more fully under Manpower Development.

The placing of JINS complaints on the "counsel mandatory calendar" might be a contradiction to those who strictly interpret the court rule provision for the designation of counsel. Court Rule 5:9-1(b) permits the court to provide for counsel anytime when in the opinion of the judge the matter "may result in the institutional commitment of the juvenile". The provision of counsel, therefore, apparently turns on the interpretation of "institutional commitment". Some judges understand this to mean a disposition to a State correctional institution only. Others look to any possibility of residential placement outside the home as warranting the protection of counsel. The Governor's Adult and Juvenile Justice Advisory Committee recommends that no juvenile be placed outside the home without representation by counsel.

Detention and Shelter

Approximately 16,000 juveniles were held in either detention or shelter facilities to await a court adjudication in 1976. According to the Task Force on the Juvenile Code, the 1976 figures show that shelter admissions have increased and that although detention admissions have decreased slightly, the lengths of stay have increased. The average stay in both detention and shelter care varies from one day to several months with the longer stays generally attributed to the wait for a Division of Youth and Family Services placement. Juveniles who wait in the facilities pending placement may require intensive treatment. The delay in placing them may aggravate the existing problems and make the youth more difficult to deal with by the time he or she is finally situated.

As the result of difficulties in placing juveniles, delays in adjudication hearings and perhaps improper screening decisions, some detention facilities have been severely overcrowded. Where ordinarily a single room would have a capacity for two individuals, in some cases three or even four have occupied the same space. This has been alleviated to a certain extent by some counties transferring juveniles to facilities in neighboring counties. The extent and quality of programming within detention and shelter facilities varies considerably. Although there is a need to monitor the continued implementation of detention and shelter standards, of particular concern is the need for adequate education programming. There is no clear cut mandate as to whom is responsible for financing and supervising education programs in the temporary facilities as discussed under Legislation. There are also needs for recreation activities, social services and com-

munity linkages, particularly for juveniles placed in shelter facilities.

The implementation of detention facility standards accompanied by frequent inspection and assistance to insure that the standards are met is crucial to the improvement of existing services for juveniles. With the expected publication of detention standards and the establishment of a detention evaluation staff in the Department of Corrections, the implementation of these standards should begin shortly.

The improvement of the quality of services available to juveniles in temporary custody continues to be a high priority for State Law Enforcement Planning Agency funds. Since 1974 funds have been awarded to eleven counties to improve programming and services within juvenile detention facilities. These include Atlantic County, Bergen County, Camden County, Cumberland County, Essex County, Gloucester County, Mercer County, Middlesex County, Monmouth County, Passaic County and Union County. Under the 1979 Plan it is anticipated that four additional counties will receive funding for this purpose.

Grants have also been funded to eleven juvenile shelters in ten counties since 1974 to upgrade the quality of services in shelters. Atlantic County, Bergen County, Camden County, Hudson County, Mercer County, Passaic County, Salem County, and Somerset County received funds for their shelter facilities, as did the Essex County JINS Shelters in Cedar Grove and Belleville. Under the 1979 Plan it is anticipated that two additional shelter facilities will receive funding.

The above problems and needs are addressed in the Annual Action Program and were cited by the following local jurisdictions: Burlington County, Camden County, Essex County, Gloucester County, Hudson County, Mercer County, Middlesex County, Monmouth County, Morris County and Passaic County.

Diagnostic Reports

Under R. 5:9-8 a judge may order a predisposition report on any adjudicated juvenile. The report has been standardized by the Administrative Office of the Courts and is fairly comprehensive, including family profile, school background, a discussion of prior history and assessment of a juvenile's personality. In many instances a psychological or psychiatric report will be requested also and will be attached to the predisposition document. Many times, however, the psychological or psychiatric report will be couched in technical jargon that is difficult to interpret and will be of little use to the judge in making a dispositional determination.

A study conducted by the State Law Enforcement

Planning Agency showed however, that on the whole, judges were satisfied with the diagnostic reports they received. There was a problem, however, where in some counties the court has had to rely on expensive private resources to provide work-ups which are not provided through community mental health centers because other priorities have made the waiting lists too long.

There was a consensus among the judges that the closing of Menlo Park which had been used as an inpatient diagnostic facility had left a gap in the system. There is no current provision which fills the need to have some juveniles diagnosed in a closed setting.

Juvenile Court Caseloads

Between 1967 and 1977 the total number of full-time Juvenile and Domestic Relations Court Judge positions increased from 24 to 31. These positions have been legislated for 11 counties. In the remaining 10, judges of the county district or county court sit to hear juvenile matters. During that period the number of juvenile complaints filed has increased from 30,000 to over 80,000. About two-thirds of the time of Juvenile and Domestic Relations Court Judges is spent on juvenile matters, the remainder of their time is devoted to domestic relations disputes. The county district court and county court judges sometimes divide their time between juvenile and other judicial matters.

Statistics forwarded by the Juvenile and Domestic Relations Courts to the Administrative Office of the Courts seem to indicate that a very limited amount of

time is spent on handling delinquency and JINS matters. (See the accompanying table from the 1976-1977 Annual Report of the Administrative Director of the Courts.) There may be some discrepancy in the number of cases as there evidently was variation in how the different judges defined a "case". However, court disposition data of delinquency and status complaints show a total of 46,190 delinquent and 5,922 status complaints were disposed of in 1976-1977 through a court hearing. According to an Administrative Office of the Courts official, this would be a more accurate count of cases.

A possible shortage of juvenile judges is indicated in several counties where juveniles spend long periods of time in detention awaiting their adjudication hearings as opposed to the population who are awaiting placement by the Division of Youth and Family Services. Also, possibly due to the insufficient number of judges, in some counties preliminary detention and shelter hearings which are mandated for the next morning after holding, are not held for 24 hours or more, particularly if the juvenile is taken into custody during the weekend. There needs to be further study of the possible need for more full-time judges to hear juvenile matters.

The above problems and needs were cited by the Administrative Office of the Courts and the following local jurisdictions: Atlantic County, Burlington County, Cumberland County, Essex County, Gloucester County, Hudson County, Middlesex County, Monmouth County, Morris County, Ocean County, Passaic County, Somerset County and Union County.

INSTITUTIONAL REHABILITATION—JUVENILE

A very small percentage of juveniles who are adjudicated delinquent are sent to correctional institutions. Nonetheless, there is a need to provide a strong network of services to those juveniles who are referred into the corrections system. In the past, the needs of juveniles have frequently been given a lesser priority because of the demands which are simultaneously made by adults upon the corrections system.

Separation of Juvenile and Adult Populations

At any given time, approximately 400 juveniles are mixed with adults up to age 30 in the Youth Correctional Institutional Complex. There is complete contact in all aspects of the incarceration experience. New Jersey has chosen to accept funds under the Juvenile Justice and Delinquency Prevention Act which requires that juveniles must not have regular

physical contact with adults who have been charged or convicted of criminal offenses and who are in correctional facilities. To meet the mandate of the Act, the Department of Corrections has established a three year timetable projected to conclude December 31, 1979 during the course of which projects will be established to accommodate juveniles who must be separated from adult offenders.

Because this is one of the requirements of the Juvenile Justice and Delinquency Prevention Act which is recognized by New Jersey to be an important step in providing specialized services to juveniles, the State Law Enforcement Planning Agency has established a program area to support activities to achieve the goal of separation. A specific program area makes available Juvenile Justice and Delinquency Prevention Act funds to the Department of Corrections to implement the plan for separation. A Youth Administrative Unit was funded during 1976 to

PROCEEDINGS IN THE JUVENILE AND DOMESTIC RELATIONS COURTS
 JUVENILE DELINQUENT COMPLAINTS AND JUVENILES IN NEED OF SUPERVISION ("JINS")
 September 1, 1975 to August 31, 1976

County	Juvenile Delinquent Complaints						Total Juvenile Delinquent Bench Hours	Juvenile in Need of Supervision ("JINS")						Total "JINS" Bench Hours	Combined Juvenile Delinquent and "JINS" Bench Hours	Combined Juvenile Delinquent and "JINS" Bench Hours TOTAL 1 YEAR AGO
	Preliminary & Detention Hearings		Dispositional Hearings					Preliminary & Detention Hearings		Dispositional Hearings						
			Representation by Counsel Mandatory		Representation by Counsel Not Mandatory					Representation by Counsel Mandatory		Representation by Counsel Not Mandatory				
	Cases	Bench Hours	Cases	Bench Hours	Cases	Bench Hours		Cases	Bench Hours	Cases	Bench Hours	Cases	Bench Hours			
Atlantic	705	79.6	844	212.0	1,327	228.8	520.4	455	52.7	64	25.7	287	66.7	145.1	665.5	610.1
Bergen	678	189.5	1,005	466.1	2,217	523.5	1,179.1	456	101.9	208	91.5	691	181.2	374.6	1,553.7	1,682.6
Burlington	927	120.1	1,419	285.8	1,033	178.8	584.7	544	66.6	37	8.4	72	10.6	85.6	670.3	788.8
Camden	1,369	318.6	985	372.0	598	153.8	844.4	218	51.7	38	14.2	322	95.0	160.9	1,005.3	1,120.4
Cape May	1,016	140.0	519	99.6	245	17.8	257.4	40	2.8	1	0.2	3	0.2	3.2	260.6	246.9
Cumberland	858	107.7	768	303.7	1,925	267.6	679.0	133	17.4	7	1.3	51	10.1	28.8	707.8	782.1
Essex	2,952	627.8	12,708	3,150.2	1,443	359.7	4,137.7	77	18.8	256	47.0	132	26.9	92.7	4,230.4	4,584.8
Gloucester	423	130.7	748	343.1	612	139.6	613.4	189	66.0	42	17.8	193	50.2	134.0	747.4	1,787.1
Hudson	1,354	223.0	6,098	1,032.0	3,190	501.0	1,756.0	606	86.7	48	10.2	114	17.5	114.4	1,870.4	1,801.6
Hunterdon	116	43.6	319	75.3	99	24.6	143.5	3	0.4	0	0.0	0	0.0	0.4	143.9	162.5
Mercer	2,402	334.0	1,641	194.1	1,739	282.6	810.7	496	81.5	42	8.7	203	48.7	138.9	949.6	1,187.3
Middlesex	1,172	205.0	1,096	689.0	3,505	952.9	1,846.9	298	49.6	0	0.0	3	0.7	50.3	1,897.2	1,849.5
Monmouth	3,219	225.9	925	371.9	4,154	732.3	1,330.1	412	61.6	2	0.4	161	37.9	99.9	1,430.0	1,773.1
Morris	211	55.3	542	223.0	351	101.5	379.8	86	16.5	97	28.3	160	37.8	82.6	462.4	542.9
Ocean	290	58.7	215	91.5	1,184	295.7	445.9	121	19.6	4	1.5	61	12.9	34.0	479.9	612.2
Passaic	730	64.6	3,959	353.6	1,975	161.6	579.8	107	15.9	203	23.5	432	44.4	83.8	663.6	1,019.8
Salem	256	44.4	267	86.5	247	35.5	166.4	88	19.4	47	13.5	92	10.3	43.2	209.6	182.4
Somerset	96	23.5	774	217.0	874	141.1	381.6	8	3.1	146	30.1	56	10.4	43.6	425.2	529.9
Sussex	99	38.1	127	51.2	387	94.2	183.5	6	2.1	26	8.5	100	25.0	35.6	219.1	258.2
Union	959	182.2	3,253	1,124.3	2,087	356.4	1,662.9	321	76.3	119	47.2	109	22.1	145.6	1,808.5	1,932.3
Warren	378	68.2	504	106.4	344	56.8	231.4	16	3.7	2	0.4	19	5.0	9.1	240.5	235.3
TOTAL	20,210	3,280.5	38,716	9,848.3	29,536	5,605.8	18,734.6	4,680	814.3	1,389	378.4	3,261	713.6	1,906.3	20,640.9	--
TOTAL 1 YEAR AGO	23,021	3,583.1	37,685	10,170.2	39,847	7,358.8	21,112.1	5,900	1,006.3	1,871	470.9	5,587	1,100.5	2,577.7	23,689.8	23,689.8

Source: Weekly reports of the Judges.

develop applications for residential and non-residential projects for this purpose.

During 1976, the New Jersey State Law Enforcement Planning Agency funded three other projects to further the separation effort. One of these is a cottage program at Jamesburg, another is a community based program in the Trenton area and a third is a medium security unit at Yardville. During the 1977 Plan year it was anticipated that these three projects will be continued as will the Youth Administrative Unit which will be expanded to include an additional component of classification. This will insure that juveniles are referred into those separation projects which best meet their needs and the needs of the community. It was also anticipated that 1977 funds would be utilized in mid-1978 for the creation of a Monitoring Unit under the Department of Corrections to oversee the separation effort.

Under the 1978 Plan, it is anticipated that the cottage program at Jamesburg, the community based community program in Trenton and the medium security unit at Yardville will be continued as will the Monitoring Unit. It is also anticipated that three new projects will be funded, one of which will be for females.

Correctional and Detention Facilities — JJDP Act Definitions

A question exists with reference to the federal definition of a juvenile detention and correctional facilities which could affect New Jersey's compliance with the mandate of the Juvenile Justice and Delinquency Prevention Act for deinstitutionalization of status and non-offenders. The definition includes residential facilities and other community programs, not traditionally considered to be correctional facilities in New Jersey. Under the federal guidelines, a juvenile detention or correctional facility is any "public or private facility used primarily for the lawful custody of accused or adjudicated criminal type offenders even if the facility is non-secure" or "any public or private facility that has the bed capacity to house 20 or more accused or adjudicated juvenile offenders or non-offenders, even if the facility is non-secure, unless used exclusively for the lawful custody of status offenders or non-offenders or is community based." Efforts are currently underway to modify these definitions.

Specialized Treatment

Within some correctional institutions, including those that incarcerate juveniles as well as those that hold both adult and juvenile populations, one of the primary problems is the lack of differentiated services which are available to the juveniles committed. Offenders confined to the Training Schools at

Jamesburg and Skillman and to the Youth Correctional Institution Complex, are exposed to a number of education, social, psychological and other therapeutic services. There have also been a few efforts to devise special programs including one for passive juvenile boys at Jamesburg and as part of the Youth Correctional Institutions Complex two groups for whom the guided group interaction approach is used. But these efforts serve only a fraction of the incarcerated population. On the whole, the juvenile with severe learning handicaps, the sex offender, the mentally retarded juvenile, the violent or psychotic youth receive primarily the same programs.

The development of a wide range of education and social services and treatment methods within the State correctional institutions are needed to meet the variety of problems and needs of those juveniles. Because of the high incidence of learning problems among juvenile delinquents, innovative education programs should be particularly emphasized. The Garden State School District, within the Department of Education, is responsible for the quality of programming within these facilities and has initiated activities, some with financial support from the State Law Enforcement Planning Agency, to increase the institutions' capacities to enable juveniles to acquire learning skills.

The young women who are committed to the Training School at Jamesburg not only do not have specialized services, but there are insufficient female staff to supervise them. At one point male line officers and kitchen staff were temporarily assigned to the female juveniles. By early 1976, a year and a half after the Training School for Girls closed down, the female population had doubled causing severe overcrowding. The problems prompted hearings by the State Legislature and resulted in a series of recommendations. The special problems of female offenders particularly those at Jamesburg, were discussed earlier under the section on Research and Information Systems.

The institutional experience can be an isolated one, with little or no preparation for after the juvenile leaves the institution. Ongoing contact with families is not always the case; an exception is at the Training School at Skillman where juveniles may go home weekends. Skillman also provides a variety of differentiated therapeutic services for its population. Each juvenile is carefully screened to determine in which program he will be involved. Each cottage in which the boys are housed has its own specialized routine and therapeutic approach. Skillman also has a substantial number of volunteers who bring specialized talents into the institution and who assist in activities ranging from tutoring to recreation. Programs such as these should be initiated in every institution for juvenile delinquents.

Classification

In its Juvenile Justice Strategy, the New Jersey Prosecutors' Association points out that there is wide disparity among counties in their use of institutionalization as a disposition. As suggested by the Prosecutors' Association, there is a need to develop uniform standards for the determination of the necessity for institutionalization.

Also, a classification system should exist within the juvenile correctional institutions to insure that juveniles are placed in programs suited to their needs. This system assumes a wide variety of programming and facilities to accommodate the needs.

The Governor's Adult and Juvenile Justice Ad-

visory Committee recommends many of the needs stated above as well as recommending the creation of a separate Division of Juvenile Services within the Department of Corrections which would have liaison services with each juvenile court. The recommendations also specify the nature of social, educational, vocational and health services to be developed within the institutions.

The above problems and needs were cited by the Garden State School District and by the following local jurisdictions: Atlantic County, Burlington County, Camden County, Essex County, Hudson County, Middlesex County, Monmouth County, Morris County, Passaic County and Somerset County.

NON-INSTITUTIONAL REHABILITATION—JUVENILE

Non-institutional rehabilitation resources available to the adjudicated juveniles include residential and non-residential services provided through the Division of Youth and Family Services; straight probation supervision or probation services coupled with a condition of participation in a residential program run by the Department of Corrections or involvement in some community service and parole supervision.

Probation

Probation supervision is the most common disposition utilized by the judge of the Juvenile and Domestic Relations Court. During the period September 1975 to August 1976, almost one-third of the adjudicated juveniles were placed on probation. Despite the obvious importance of probation as a juvenile court disposition, many probation departments have insufficient resources to deal with the demands made upon them. Many departments have insufficient numbers of personnel to supervise probationers and are unable to provide ongoing specialized services including counseling and job training to youth.

As with many juveniles who become involved with the criminal justice system, probationers may often have family problems which could further compound the difficulties which initially brought them before the court. Family counseling services are needed as part of the rehabilitation process. However, for the most part these services are not available. Likewise, a need exists for additional social and psychological resources because the present networks for assisting those with problems such as alcoholism, drug addiction and mental illness or inadequate housing, poor health and unemployment are greatly strained. Very often the services which are available in the

community are rather limited and those which do exist are generally not accessible to juveniles on probation.

Thus, the probation officer's role is a complex one. Probation officers must supervise probationers and attempt to provide the individualized services to meet particular problems. They are also very much involved in preparing and writing disposition reports to assist juvenile court judges in making appropriate dispositions. Caseloads are high, affecting the quality of both the supervision and predisposition investigation responsibilities of probation officers. Caseloads range, in general, from approximately 50 to over 80 juveniles for each officer, depending on the county. During Court Year 1976-1977 the number of predisposition reports completed numbered 7,361.

Because of the importance of probation, many attempts have been made to make services readily available to probationers. This has been done through the development of projects for volunteers in probation, specialized caseloads and the development of educational and vocational resources within probation departments. The State Law Enforcement Planning Agency has recognized this area as a high priority through its program area Improvement of Juvenile Probation Services. Projects funded with 1976 funds included a program which provided training in the form of group workshops for the parents of juvenile offenders in Bergen County; a program for juveniles on probation ordered to receive psychological and/or psychiatric treatment in Hunterdon County, Somerset County and Ocean County; Camden County implemented a program which provides counseling, educational services and job placement for juvenile probationers. During 1977 the Bergen County project received final funding,

and the treatment programs in Hunterdon, Somerset and Ocean Counties received second year funding. Camden County also continued the counseling and educational services program.

Funding has also been available through this program area for volunteers in probation programs. Citizen volunteers have been trained and utilized to counsel juvenile probationers in order to add support to the probation caseload. Nineteen counties presently have volunteers in probation projects and 14 of these counties have received or are presently receiving State Law Enforcement Planning Agency funds. Twelve of these programs which were implemented with State Law Enforcement Planning Agency funds have been continued and are presently functioning with funds from the respective counties. The remaining two programs are operating with continuation grants from the State Law Enforcement Planning Agency.

It is anticipated that during 1978 three projects in Hunterdon, Somerset and Ocean Counties will be continued and it is possible that two additional treatment projects and one volunteer project will receive initial funding.

Referral to Community Facilities— Condition of Probation

The Department of Corrections runs several community treatment centers. Judges may place juveniles in these programs as a condition of probation. Four conform to the guided group interaction model of therapy and have very selective admission criteria. The other three centers offer services to the 14-16 age group with a wider range of characteristics but for a long time there has been difficulty in filling these facilities, because juveniles do not meet entrance criteria with regard to the area of residence. The Juvenile Justice and Delinquency Prevention Advisory Committee has recommended the establishment of day treatment programs as alternatives to incarceration.

The implementation of these projects has been noteworthy in improving and expanding the services available through probation. However, a great need still exists to provide probation departments with the necessary resources to meet the highly individualized needs of juveniles placed on probation.

Among the Governor's Adult and Juvenile Justice Advisory Committee recommendations concerning probation are that each probation department have a separate unit responsible for providing services to juveniles and that a service plan be developed for each juvenile which has been mutually agreed upon and signed by the juvenile, his or her legal guardian and the probation department. The standards provide that the juvenile unit should develop an ap-

propriate network of community supervising program services.

The above problems and needs are addressed in the Annual Action Program and were cited by the Administrative Office of the Courts and the following local jurisdictions: Atlantic County, Camden County, Cumberland County, Morris County, Ocean County and Somerset County.

Residential and Day Treatment

For juveniles adjudicated by the court who can no longer remain with their families on a full-time basis, there needs to be a range of residential and closely supervised non-residential programs. In some instances a family crisis might precipitate the need for temporary residential placement for the juvenile. A juvenile shelter care facility would not be appropriate as the parents do not want to sign a complaint against the juvenile.

What would be needed is a homelike setting within the same community as the child's own home. While the juvenile is separated from the home environment, both parents and child can receive needed services. The temporary reprieve from close physical contact may result in a better family environment to which the juvenile can return.

At the next level of need are those juveniles for whom placement out of the home is not called for and yet who need more supervision and structure than is available in the home. They would be suitable for day treatment programs which would be the result of a court ordered disposition to be under the care of the Division of Youth and Family Services just as would be a residential placement. Day treatment would be appropriate for juveniles who have been previously placed or even institutionalized as well as for those who have not yet been residentially placed. Other residential structures which should be part of the network would include specialized foster care, independent living arrangements, group homes, residential treatment centers and small psychiatric settings.

Approximately 110 private and State-run group homes and residential centers are utilized by the Division of Youth and Family Services for juveniles placed under its care as a result of a court adjudication. On May 31, 1977, just prior to the end of the school year, the Division of Youth and Family Services had a total of 1,793 children placed in residential treatment facilities both within and outside New Jersey. Of these 1,198 children were placed in 65 facilities in New Jersey and 595 were placed in 43 facilities in other states. Of the 595 children placed by the Division in facilities outside of New Jersey, 372 were in 22 facilities located within 50 miles of the New Jersey border and 223 were in 21 facilities

located beyond 50 miles of the New Jersey border.

The Division of Youth and Family Services recently changed its policy with regard to out-of-state placements. Referrals to facilities outside of a 50 mile radius of New Jersey borders have been suspended. Presently there are 15 out-of-state facilities located within 50 miles of New Jersey into which the Division will continue to place children during 1978 when in-state facilities are not available to meet their needs. This policy is part of an overall plan developed by the Division of Youth and Family Services which became effective in September 1977 to limit out-of-state placements to those children who cannot be appropriately served in New Jersey. The Division's goal is eventually to phase out the need for out-of-state placement through the development of additional resources in the State for children who are severely disturbed and in need of special treatment.

Some juveniles spend an inordinate length of time in detention or shelter facilities awaiting placement. The wait may be because the juvenile is rejected by facilities to which he or she is referred; because there is no bed available in a suitable facility or because there is difficulty in obtaining educational funding from the juvenile's school district in order to provide a sufficient funding package for residential placement.

Not only juveniles under the care of the Division of Youth and Family Services are in need of residential and closely supervised day treatment, but there are juveniles under the jurisdiction of the Divisions of Mental Health and Retardation as well as the Department of Corrections who it appears could be placed in the same settings. In order to partially address this problem, a unit has been recently developed in the Department of Human Services which will conduct residential placements among the Divisions of Mental Health, Mental Retardation and Youth and Family Services.

In November 1977, the Commissioner of Human Services organized a Task Force on Residential Facilities to determine the effectiveness of the placement process. The task force met regularly until January 1978 when it was disbanded because the Commissioner determined that a special unit with full-time staff should be established to study the problems of placement and to coordinate efforts. It is anticipated that a new unit will be established to perform this function in the near future.

At times, in the unrestrictive environment of New Jersey's residential facilities, a juvenile may become violent and staff will not be able to contain the behavior without outside police intervention. If the behavior continues, the facility may have to sign a complaint against the juvenile and have him or her held in a detention facility. It has been recognized

that this is not a suitable alternative but there are really no other resources for this situation. Even the detention facility may refuse to accept the juvenile if the juvenile originally was not committed from the particular county. Perhaps there needs to be provision for a short-term more highly structured environment for juveniles who cannot be contained in a residential facility, who are a danger to themselves and the other juveniles. Safeguards would have to be built in to insure that juveniles would not remain for an unreasonable length of time in this setting or that it would become a "dumping ground" for any juvenile a facility did not want to handle.

Although group homes serve an established need, they generally confine their intake to juveniles who have not had previous placement in institutions or residential facilities. A juvenile who is paroled from an institution may not be ready to return to the original home environment. A juvenile who no longer needs the structure of a residential treatment facility may remain in the facility and may regress in his or her behavior.

Group home living arrangements should be established for these youngsters. Similarly, day treatment programs could be developed for the same population where the family environment is suitable. It might be appropriate for a particular residential center staff to extend its responsibilities to continue to supervise the juveniles in the transitional environments.

For all juveniles who are in residential placement, there should be a periodic review and recall before the court or a court sponsored body. This is expected to be accomplished as a result of the Child Placement Review Act of 1977, effective October 1, 1978, which mandates an initial review within 15 days of initial placement. It also mandates that a follow-up review "shall be completed within 45 days following the initial placement and at least every 12 months thereafter." The reviews will be conducted by child placement review boards. The review boards must consider and evaluate the appropriateness of the placement plan and of the services provided to the child and his or her guardian or parent. The review board also must determine whether the wishes of the child were considered in making the placement and whether the Division of Youth and Family Services, the parents, legal guardian and the temporary caretaker are fulfilling their respective responsibilities in accordance with the placement plan.

Within ten days after the review takes place the child placement review board must provide a written report to the juvenile and domestic relations court on the results of their findings. The report must offer one of the following findings: "a. that return of the child to his parent or legal guardian is in the child's

best interest;" "b. that continued placement outside of the home is in the child's best interest and that the placement plan is appropriate for the child's needs;" "c. that continued placement outside the home is in the child's best interest, but that the placement plan is not appropriate for the child's needs," or "d. that the initiation of proceedings for the termination of parental rights in order to free the child for adoption is in the child's best interest." The Act also established a Child Placement Advisory Council to consist of one member from each of the child placement review boards which will receive administrative and support services from the Administrative Office of the Courts. The Child Placement Advisory Committee is responsible for the review of the policies, practices and procedures of the Division of Youth and Family Services with respect to the placement of children. This law is expected to prevent juveniles from remaining in inappropriate placements indefinitely until the age of 18, as was possible before June, 1978, the effective date of the Act.

The need for additional residential and non-residential resources for juveniles adjudicated by the court has been identified as a significant priority for the expenditure of block grant funds. Since 1970, the State Law Enforcement Planning Agency has been involved in providing financial support in the development of 31 projects including one Program Development Unit under the Division of Youth and Family Services. Funds have been used to initiate 17 group homes primarily for status offenders, 11 residential treatment facilities, one short-term crisis home and one specialized foster care program. Nineteen of these projects are still operating.

The development of group homes began in 1972 when the Division of Youth and Family Services was awarded funds for a staff member to develop operating procedures for establishing and operating a network of group care homes. The homes were designed to provide a homelike program for both short and long-term placements for juveniles who could not remain in their natural homes and were involved in JINS complaints and minor delinquency acts. Initial funding of residential treatment facilities also began during 1972. These centers provide extensive social and educational services with treatment staff on duty 24 hours a day. The residential treatment centers give substantially more support to the clients than do group homes.

In order to assist in the development of additional projects of these types, the State Law Enforcement Planning Agency awarded funds to the Division of Youth and Family Services for a Program Development Unit. This Unit, funded under the 1975 Plan, was responsible for the planning, coordination and development of a comprehensive spectrum of residential programs for delinquent and disturbed children. The Division of Youth and Family Services

received continuation funding under the 1976 Plan, allowing for the Unit's expansion to include an additional component providing for a needs assessment survey of client population data. This will serve as a tool to guide future residential placement policy and program development.

A short-term crisis home network was established in Bergen County in 1975 and was continued under the 1976 Plan. This project allowed juveniles to be voluntarily placed in the homes while they and their families received mental health services. In many cases, the services may be provided to the families without permanently placing the juvenile outside the home.

The Department of Human Services was awarded funds for a teaching family project under the 1976 Plan to assist in providing specialized foster care services. State Law Enforcement Planning Agency funds were utilized to cover the costs of training ten teaching family couples in areas such as relationship building, behavior tolerance, counseling, motivation, teaching interactions and family conferences. The goal of the teaching family project is to provide rehabilitation services to children through a network of family living settings. Designed primarily for children with highly individualized needs who are presently being placed in high cost, out-of-State residential programs, the project has created another resource for New Jersey's in-State system of residential treatment.

During 1978 the program area will be broadened to include innovative family focused supportive services and other community orientated assistance programs geared to enable juveniles to remain in their homes or in the community rather than be sent to or return to an institutional or correctional facility. Funds will be available for a variety of innovative non-residential treatment and preventative programs for youth and the families of youth referred by police, courts, correctional facilities, probation departments, parole offices and the Division of Youth and Family Services.

Existing community resources should be utilized to provide recreational and cultural activities whenever possible. Where appropriate, projects should involve the family or family members in supportive group sessions and work to assure the development of individualized plans for service based on the unique and special problems of each youth and his or her family. A variety of alternatives to juveniles should be made available including residential treatment centers, group care homes, transitional group homes attached to more structured residential treatment facilities as aftercare components, independent living programs and intensive residential treatment programs for youth from families in crisis.

The needs for residential and day treatment ser-

vices are addressed in the Annual Action Program and were cited by the Department of Human Services and the following local jurisdictions: Atlantic County, Burlington County, Cumberland County, Gloucester County, Jersey City, Mercer County, Monmouth County, Newark, Passaic County, Somerset County and Union County.

Parole

Parole supervision suffers from many of the problems affecting the probation system—high caseloads and to a limited extent, a duality of function. The transition from institutionalization or parole supervision is generally abrupt with the parole officer not having much knowledge of the juvenile's activities and problems while institutionalized. Parole supervision is divided between the Department of Corrections and the Division of Youth and Family Services with the latter assuming authority over juveniles under 14 although there is some flexibility.

The State Law Enforcement Planning Agency pro-

vided money to the Department of the Public Advocate for the creation of a youthful offender parole revocation project which has been operating since July 1976. Under the project, assistant public defenders are available to represent juveniles during parole revocation hearings. Investigators are also funded under the grant to determine the circumstances associated with the charges against the juvenile which led to the parole revocation hearing.

Once released from an institution, parolees should be tied into existing community services such as mental health programs and youth service bureaus. These agencies also might begin contact with a juvenile prior to his or her release.

The above problems and needs were cited by the Department of Public Advocate, the Division of Youth and Family Services, the State Parole Board, Atlantic County, Cumberland County, Gloucester County, Mercer County, Monmouth County, Newark, Somerset County and Union County.

THE ANNUAL ACTION PROGRAM

The priorities established for the 1979 Plan are the result of a long and concerted effort on the part of local criminal justice planning agencies, State agency planners, State and local criminal justice operating agencies, the State Law Enforcement Planning Agency Governing Board and staff and private interest groups and individuals. The priorities-setting process begins with the input received from the sources mentioned above and culminates with the decision of the SLEPA Governing Board to allocate funds to those action programs which are considered to be high priority areas. Following the summary charts, this section contains a complete description of these program areas.

The input received is in every case endorsed by the local government chief executive body or State department head and consists of problem analysis, needs assessment and a listing of suggested projects for implementation, ranked in order of priority. This input is also endorsed by the criminal justice planning boards of local units of government which are comprised of elected officials, operating criminal justice agency heads and private citizen representatives. The staff of the State Law Enforcement Planning Agency then coordinates this input with adopted State standards and goals, evaluation information regarding currently operational criminal justice programs, State/local funding ratio requirements, high population jurisdiction funding guidelines, the volume and trend of crime, and guidelines requiring a funding balance among the major criminal justice system components. Since funds are invariably insufficient to meet all perceived needs, a statewide prioritization becomes necessary. The Agency Governing Board is involved in this prioritization process, the result of which is the "Annual Action Program."

Twenty-three local planning units provided input to this Plan, 17 of which were funded during calendar year 1978 by SLEPA through the use of Part B funds. These 23 units represent over 80% of the State's population and are located primarily in high crime areas. The breakdown of the SLEPA funded local criminal justice planning agencies is two city units, one city/county unit and 14 county units. These local units are required to develop a comprehensive plan every three years for their own

jurisdiction, gather data, contact private agencies, analyze and solve problems, implement a plan and provide input in the annual Criminal Justice Plan for New Jersey.

In addition to the local criminal justice planning units, the following State agencies have provided input into this year's Criminal Justice Plan for New Jersey: The Department of Corrections, Department of Human Services (Division of Youth and Family Services), Department of Education (Garden State School District, Division of Planning), Department of Health (Division of Narcotic and Drug Abuse Control, Division of Alcoholism), Department of Civil Service, Department of Law and Public Safety (Office of the Attorney General, Division of State Police, Division of Criminal Justice including Prosecutors Supervisory Section, Police Training Commission, Division of Systems and Communications), Department of Public Advocate (Office of the Public Defender), Department of Community Affairs (Division on Aging) and the Judiciary (within the Administrative Office of the Courts input is received through Court Planning, Probation Services, Pre-Trial Services, Judicial Management Information Systems and the State, County and Municipal Courts).

Local private agencies coordinate their information with the State agencies and the local criminal justice planning units. These private agencies have a close working relationship with the State agencies and the local criminal justice planning units, in both day-to-day operations and long range criminal justice planning.

The first of the two charts that follow, entitled "Allocations to Substantive Areas of Law Enforcement and Criminal Justice," summarizes the programming of \$8,922,000 of Part C funds available for general allocation among all branches of the criminal justice system. The purpose of the chart, which is included in the Plan each year, is to show the balanced distribution of these general funds year after year. The second chart is a complete listing of the 1979 program areas and includes also the \$1,050,000 of Part E funds earmarked solely for corrections programs and the \$2,043,000 of Juvenile Justice and Delinquency Prevention Act monies for juvenile justice programs.

ALLOCATIONS TO SUBSTANTIVE AREAS OF LAW ENFORCEMENT AND CRIMINAL JUSTICE

SUMMARY OF PART C ALLOCATIONS

Program	Police	Courts	Corrections	Drug Abuse	Juv. Del.	General Crime Prev.
A-1	\$ 21,550	\$	\$ 21,550	\$	\$	\$
A-2	100,000					
A-3	190,000	85,145	50,087		50,000	
A-4	11,500	11,500	11,500			
A-5		242,300				
A-7					740,500	
A-8					164,400	
B-1						235,000
B-2	570,000					
B-3						320,213
B-4	465,000					
B-5	320,000	301,000				
B-6	381,000					
B-7	75,000					
C-1					540,000	
C-2			50,000			
C-3		400,000				
C-4		96,800				
C-5		146,200				
C-6			293,000			
C-7					200,000	
C-8		381,000				
C-9		135,000				
C-10		168,855				
C-11		278,000				
C-12			78,300			
D-1			218,500			
D-2			475,000			
D-3		150,000	26,600			
D-6			685,000			
D-7			232,500			
TOTALS	\$2,134,050	\$2,395,800	\$2,142,037	\$0	\$1,694,900	\$ 555,213
PERCENT OF P A R T C FUNDS (\$8,922,000)	23.9%	26.9%	24.0%	0%	19.0%	6.2%

The above chart was prepared under the following assumption: that the classification "General Crime Prevention" includes only programs whose direct purpose is the prevention of criminal acts. The more narrowly focused programs that also hope to prevent the recurrence of crime, such as offender rehabilitation or pre-trial diversion services, are included under the other five column headings. The "Courts" designation includes also prosecution and defense but does not include probation.

THE ACTION PROGRAMS

The chart below is a cross reference of the 1979 Action Programs to the 1978 Programs including the allocations to each program showing the source of funds (Crime Control Act Part C or E; Juvenile Justice and Delinquency Prevention Act) and the distribution between state and local units of government. Assignments by Operations Unit desks follow.

1979 Program Number	Program Title	State	Local	1978 Program Number
A-A	Juvenile Justice & Delinquency Prevention Act Planning & Administration \$164,475 (JJDP)	\$ 103,185	\$ 61,290	A-A
A-1	Improvement of the Planning, Management & Evaluation Capability within State Agencies (Part C)	43,100		A-1
A-2	In-Service Training for Patrol Officers and Supervisors (Part C)		100,000	A-2
A-3	Educational & Professional Development for Criminal Justice Personnel \$375,232 (Part C) \$60,000 (Part E)	161,645	273,587	A-3
A-4	Improvement in the Promotion Process of Criminal Justice Personnel (Part C)	34,500		A-4
A-5	Specialized Training of Court Professionals & Supporting Judicial Personnel (Part C)	167,300	75,000	A-5
A-6	Supportive Services for the Retention of Students in Local Public Schools (JJDP)		135,000	A-6
A-7	Youth Service Bureaus \$740,500 (Part C) \$389,500 (JJDP)		1,130,000	A-7
A-8	Family Support Systems & Community Alternatives to Institutionalization \$164,400 (Part C) \$250,000 (JJDP)		414,400	New, with Parts of A-8
B-1	Increase Police Patrol Efficiency & Effectiveness (Part C)		235,000	B-1
B-2	Crime Specific Priority Targets (Part C)		570,000	B-2
B-3	Police-Community Crime Prevention Efforts & Senior Citizen Target Hardening Projects (Part C)	19,100	301,113	B-3 & B-4
B-4	Implementation of the Statewide Police Emergency Network (Part C)	65,000	400,000	B-5
B-5	Specialized State/County Investigation Units (Part C)	505,000	116,000	B-6
B-6	State Crime Laboratory (Part C)	381,000		B-7
B-7	Major Crime Fugitive Unit (Part C)	75,000		B-8
C-1	Improvement of Police Services to Juveniles (Part C)		540,000	C-1

1979 Program Number	Program Title	State	Local	1978 Program Number
C-2	Community Treatment Programs for Adult Offenders (Part C)		\$ 50,000	C-2
C-3	Improvement & Expansion of Juvenile Court Diversion & Disposition Alternatives (Part C)		400,000	New, with Parts of C-3
C-4	Municipal Court Management & Improvement Program (Part C)		96,800	C-4
C-5	Improvement of Services to Victims of Domestic Violence (Part C)		146,200	New, with Parts of C-5
C-6	Pre-Trial Programs (Part C)		293,000	C-6
C-7	Improvement of Juvenile Detention & Shelter Care Practices (Part C)		200,000	D-2
C-8	Prosecutor's Office Management Improvement (Part C)		381,000	C-8
C-9	Utilization of Technological Resources within the State Court System (Part C)	\$ 135,000		C-9
C-10	Office of the Public Advocate Activities (Part C)	168,855		C-10
C-11	Continued Support of Statewide Court Activities (Part C)	278,000		C-11
C-12	Support of Countywide Family & Neighborhood Disputes Settlement Centers (Part C)		78,300	New, with Parts of C-4
D-1	Jail Programs (Part C)		218,500	D-1
D-2	Improvement of Juvenile Probation Services (Part C)		475,000	C-7
D-3	Corrections Support Programs \$176,600 (Part C) \$332,700 (Part E)	509,300		D-3
D-4	State Correctional Education Programs (Part E)	320,300		D-4
D-5	State Correctional Treatment Programs (Part E)	137,000		D-5
D-6	Community Manpower/Adult Probation Programs (Part C)		685,000	D-6
D-7	Alternatives to Adult Offender Incarceration \$232,500 (Part C) \$200,000 (Part E)	200,000	232,500	D-7
D-8	Program Efforts to Provide for Separation of Adult & Juvenile Offenders & to Insure Deinstitutionalization of Status & Non-Offenders (JJDP)	1,104,025		D-8
TOTAL		\$4,407,310	\$7,607,690	

**PROGRAM ASSIGNMENTS
BY OPERATIONS DESK**

**Adult Corrections
and Rehabilitation**

C-2
C-6
D-1
D-3
D-4
D-5
D-6
D-7

**Courts and
Ancillary Services**

A-3
A-4
A-5
C-4
C-5
C-8
C-9
C-10
C-11
C-12

**Juvenile Justice &
Delinquency Prevention**

A-6
A-7
A-8
C-1
C-3
C-7
D-2
D-8

Police

A-2
B-1
B-2
B-3
B-4
B-5
B-6
B-7

Programs A-1 and A-A are administered by the Planning Unit.

A. LEGISLATION, SUPPORT SERVICES AND PREVENTION

PROGRAM AA: Juvenile Justice and Delinquency Prevention Act Planning and Administration

Objectives:

To provide for the development of a comprehensive plan for juvenile justice within the State.

To provide for the administration of funds received to carry out the objectives of the juvenile justice plan.

To aid the collection of statistical information on a county basis for both local and State planning purposes.

To assist the criminal justice planning units in the development of expanded research, planning and coordination efforts in the juvenile justice system.

To continue 15 juvenile justice research and planning components within county and city criminal justice planning units.

General Strategy for Implementation:

In order to prepare a statewide plan for juvenile justice consistent with the requirements of the Juvenile Justice and Delinquency Prevention Act of 1974, (JJDP Act), as amended, much information relating to the population in the juvenile justice system, the system's resources, needs and problems, should be compiled. The State Law Enforcement Planning Agency has added staff members to concentrate on juvenile justice planning as well as to oversee the administration of juvenile justice funds and the implementation of the requirements of the JJDP Act.

On the local level, under the 1976 Plan, six counties participated in the juvenile justice planning program, hiring either full-time or part-time planners or researchers to gather juvenile justice data, to develop uniformity in the collection of the data, to coordinate local input and to plan for programs which are responsive to the needs of the juvenile justice system within the counties. Under the 1977 Plan an additional seven county and two city units received initial juvenile staffing grants and four units were continued. Twelve county and Newark and Jersey City juvenile justice projects were continued

under the 1978 Plan. All projects will be eligible for continuation grants during the 1979 funding years. However, a new match provision imposed under the 1977 Amendments to the Juvenile Justice and Delinquency Prevention Act requires that each federal dollar provided for local and State planning be matched by the unit of government receiving it. The Act also requires that \$11,250 be allocated to the JJDP Advisory Committee.

Subgrant Data:

The State Law Enforcement Planning Agency will retain 60% of the funds reserved for planning and administration purposes.

Only those county jurisdictions with State Law Enforcement Planning Agency supported criminal justice planning units and the Newark and Jersey City units will be eligible to apply for continuation funding for juvenile justice planning grants based on a 40% pass through of the total funds. The pass through represents the same proportion available to the units through Part B Planning funds under the Crime Control Act. Total amounts available to the State and local units and the Advisory Committee would be:

State: \$91,935

Local: \$61,290

JJDP Advisory Committee: \$11,250

(This not included as part of the 7 1/2% allocated for planning and administration.)

Budget:

	LEAA	State, Local or Other	Percentage of Match
Total JJDP			
Block Support	\$153,225	\$153,225	50%
	11,250	—0—	—0—
	\$164,475		

PROGRAM A-1: Improvement of the Planning, Management and Evaluation Capability within State Agencies

Relationship to Problem Analysis:

The dynamic nature of the criminal justice system results in frequent and substantial change. Increased activity among police agencies, for example, affects the courts and correctional agencies as well. Likewise, changes made in procedures or policies by prosecutors or the courts also affect law enforcement and rehabilitative agencies. Because criminal justice agencies do not operate in a vacuum, changes in one part of the system necessarily effect changes in other parts of the system.

When changes do occur it is highly desirable that they be brought about as a result of logical planning rather than through reactive decisions caused by crisis situations. In order for the planning process to be fully effective, however, efficient and practical management policies must be followed to insure the proper implementation of recommendations. After revised procedures are implemented, evaluation feedback is necessary to gauge the impact of that change upon the system and to indicate the need for further redirection of goals or activities.

This program continues to address the planning, management and evaluation needs of State agencies. A new goal of the program under the 1979 Plan is to assist the State Parole Board in the establishment of more consistency and certainty in the parole hearing process and in bringing about other improvements in the area of parole.

Objectives:

To develop capability within major State criminal justice agencies to assess the effectiveness of operational components for purposes of modifications to achieve efficiency and to justify budget requests objectively for State and federal support.

To continue within major State criminal justice agencies the administrative capability to account effectively for fiscal and programmatic aspects of diverse activities and to initiate the required reports for maintenance of accountability.

To provide staff expertise required to plan for long term operational change unencumbered by the pressures of immediate crises reactions.

To improve the performance measurement and evaluation capabilities of grant and non-grant related activities within the State.

General Strategy for Implementation:

Criminal justice agencies are building their capac-

ity to plan, evaluate and monitor their operations and programs. Previously, criminal justice management often lacked the resources to collect data, engage in systematic analysis, improve program development and measure program effectiveness.

Program planning, management and evaluation units within the criminal justice system will be continued to identify long-term objectives and to design management systems to achieve these objectives. The functions of these units include the systematic gathering and analyzing of data, the setting of priorities and the analyzing of needs and problems to develop comprehensive plans for the participating agencies.

Internal capacity building decreases dependence on outside expertise which may lack local specificity. Management objectives are reached more effectively if the planning is done by individuals directly responsible to management and who are intimately acquainted with the specific problems within a given criminal justice agency.

Projects will be continued in those instances where justification can be produced in terms of scope of activity, general resources available, number and types of projects currently administered, research planned and monitoring and evaluation objectives to be attained.

The State Law Enforcement Planning Agency will provide technical assistance in the area of application preparation, program development and monitoring.

Subgrant Data:

State agencies will be the only eligible applicants. Proposals for initial or continuation funding will be considered on the basis of demonstrated need. Subgrants will range between \$20,000 and \$30,000 with smaller grants possible to supplement ongoing efforts. The 1979 allocation will be supplemented with 1978 funds to support projected continuation needs. Continuation funding is contingent on successful completion of ongoing grants.

Budget:

	LEAA	State, Local or Other	Percentage of State/Local Match
Part C			
Block Support	\$43,100	\$4,789	10%

PROGRAM A-2: In-Service Training for Patrol Officers and Supervisors

Relationship to Problem Analysis:

The lack of regular in-service training remains a problem within New Jersey, although there has been some improvement since 1976. There still is no State requirement for in-service training for police officers; however, there is proposed legislation establishing standards and minimum curriculum requirements for in-service training. These requirements will need to be enforced by the State. For the present, this program area will help to provide training in areas where investigative techniques and service to the public must be constantly improved and where new court decisions and legislation have a significant impact on such routine activities as proper search, arrest, evidence collection and presentation, surveillance, investigation, suspect interrogation, and more recently emphasis on crime prevention training.

In an attempt to increase police in-service training, funds were provided in the 1976 Plan to implement six in-service projects to provide over 1,000 police officers with 40 hours of training. The program area was continued in 1977 and 1978, and in this Plan it is anticipated that four additional projects will be implemented. At the end of 1979 approximately 4,000 police officers will have received 40 hours of formal in-service training.

Objectives:

To provide 1,000 patrol officers and supervisors with 40 hours of annual in-service training to acquaint the officer with improved patrol methods.

To improve the performance of 1,000 patrol officers.

General Strategy for Implementation:

The program area training will consist of one week (40 hours) of full-time training for patrol officers and supervisors. Hopefully, the project will be able to provide training to all patrol officers in the selected communities. The training should be designed to meet the current needs arising from changes in policy, the introduction of new techniques and the specific weaknesses of the particular class of students. The application should include the process utilized for determining the training needs of the particular class of students.

Some subjects to be considered in the in-service training course are: Criminal Law; Ethics; Field Reporting; Community Relations; Crime Prevention; Arrest; Search and Seizure; Investigative Procedures; Patrol Procedures; Proper Use of Force;

Safety in Pursuit Driving; Court Presentations; Juvenile Offenders; Crisis Intervention; and Unusual Events.

The training programs should be structured to obtain maximum participation from attendees. Various teaching methods should be considered, for example: formal classroom training, visual aids, field training and other methods as mandated by the particular needs of the class of students. A program evaluation is required, it is suggested that pre-testing and post-testing be utilized, as well as student critiques, and job performance measurements.

It is anticipated that these training programs will be institutionalized after the initial funding.

Subgrant Data:

There will be four in-service training projects implemented. The maximum for each subgrant will be \$25,000. Priority considerations will be given to regional projects, particularly countywide efforts, and those agencies which have not received prior funding in this program area. Applications will be reviewed from other police agencies that demonstrate the ability to provide the type of training required.

Grant funds may be used for the following purposes:

a) Direct training costs—This includes the cost of books, supplies, films or other items justified as needed for training. Funds may also be used for instruction where it does not supplant existing staff assigned for this purpose.

b) Indirect training costs—Grant funds may be used to help defray the per diem cost of replacing a duty officer on training. Applications that do not include salary costs will be given priority consideration. The use of funds for this purpose if accepted will be on a straight salary basis (no overtime rate) and will be completely documented with time and attendance records evidencing the trainee's attendance in training and the substitute covering the trainee's post. It is anticipated that training grants will be for one year only, with local assumption of these training programs expected.

Budget:

	LEAA	State, Local or Other	Percentage of State/Local Match
Part C Block Support	\$100,000	\$11,111	10%

PROGRAM A-3: Educational and Professional Development for Criminal Justice Personnel

Relationship to Problem Analysis:

Personnel in all parts of the criminal justice system must attain high levels of excellence in the performance of their many varied respective responsibilities. Because personnel in the criminal justice system, such as police officers, prosecutors and public defenders, can have such a tremendous impact on the lives of other people, it is essential that they receive education and training of the best quality. Training seminars, institutes and conferences can improve an employee's understanding of the criminal justice system, and result in better job performance. More knowledgeable and informed employees are necessary to improve the quality of the criminal justice system.

This program continues to support a large number of training and education sessions in a wide range of topics through a variety of educational methods in order to remain flexible to training needs as they become evident. The current emphasis is on upgrading the performance skills of professionals employed by criminal justice agencies through in-service training, including specialized and advanced level skills training.

A new program objective will encompass the establishment of a university level corrections degree program. The need for an academic program to develop correctional administrators has not been met in New Jersey.

Objectives:

To continue upgrading the performance of criminal justice personnel by providing specialized training experiences. Based on prior years experience, it is estimated that 4,500 members of the criminal justice system will receive some form of training.

To provide training for criminal justice specialists where previous training efforts have been minimal or non-existent.

To develop at least 20 programs focusing on areas of operation requiring current knowledge and highly developed skills.

To establish a program for the purpose of developing a higher education curriculum of study in correctional administration and practice.

General Strategy for Implementation:

Applications for projects submitted under this program area will be assigned to the SLEPA program desk most appropriate to the training subject matter. That desk (Police, Adult Corrections and

Rehabilitation, Juvenile Justice and Delinquency Prevention, or Courts and Ancillary Services) will be responsible for monitoring projects that are funded.

Agencies or departments seeking training and professional development funds will be required to detail their plans for long-range, comprehensive training programs. These agencies will be required to outline how the proposed training interfaces with other training projects which may be available. Special priority will be given to training within criminal justice positions where training has been minimal in the past.

SLEPA will encourage the development of interdisciplinary training councils to establish priorities and to begin structuring comprehensive criminal justice training. Some in-service training projects may be developed and implemented by a college or university serving as a central resource. Coordination of training at the State level will be encouraged; if necessary, assistance will be provided in establishing training coordinator positions within major State agencies.

The development of executive and organizational skills at the management and supervisory level will be encouraged as will a system of "training trainers" to provide in-service training to other members of their departments or agencies.

Self instructional type courses and collegiate credit courses are excluded.

I. **Police.** Funds will be provided for the continuation of State Police training projects, including juvenile officer training and instructor training. Specialized local police training projects will also be supported. New local initiatives may include training to handle stress-provoking situations.

II. **Adult Corrections and Rehabilitation.** Training projects for local and State correctional personnel will be funded. Types of training programs may include supervision, management and administrative development as well as specific skills improvement. The establishment of a project specifically focused toward the development of an academic curriculum designed to develop correctional administrators and to improve correctional philosophy and practice will be considered.

III. **Courts.** Program Area A-5 addresses the training need of the judiciary and supporting judicial personnel. This section will concentrate on professional development for prosecutors and public defenders. Applications may include advanced prosecutors training, child abuse seminars, homicide seminars, financial transaction seminars, sex crime prosecution and prosecutor's office man-

agement. Public defender training will also be expanded.

IV. Juvenile Justice and Delinquency Prevention. Numerous training conferences have been held in the past for individuals responsible for assisting juveniles. These seminars, workshops and conferences have reached juvenile aid officers, juvenile conference committee members, juvenile shelter workers and others. Funds will be provided to continue to upgrade skills at a regional or statewide level. The Seton Hall Law Clinic Program will be continued. This project trains law students in both the defense and prosecution of juveniles.

Subgrant Data:

Funds already allocated in the 1978 Plan will be available to some extent, to support training projects in all four functional areas. 1979 funds will be available as follows:

Police training projects will be allocated \$190,000 in local level funds.

Adult Corrections and Rehabilitation State and local projects will be allocated \$90,000 in State level funds and \$15,087 in local level funds as follows:

Department of Corrections Mobile County Correctional Training Project \$60,000, Part E; University sponsored program, \$30,000 Part C; and, for local applications \$15,087.

Prosecution and defender training projects will receive \$71,645 in State level funds and \$13,500 in local level funds.

Juvenile Justice and Delinquency Prevention training projects will receive \$55,000 in local level funds.

It is anticipated that as many as 20 projects will be funded. Efforts will continue to be made to insure that a balanced training program is achieved.

Budget:

	LEAA	State, Local or Other	Percentage of State/Local Match
Part C			
Block Support	\$375,232	\$41,693	10%
Part E			
Block Support	60,000	6,667	10%
Program Total	\$435,232	\$48,360	

PROGRAM A-4: Improvement of the Selection and Promotion Process within Criminal Justice

Relationship to Problem Analysis:

The selection of key personnel for professional positions in the criminal justice system is accomplished primarily through personnel techniques such as oral examinations and personal interviews. These techniques are inherently subjective in nature and as a result errors easily may occur in determining a prospective candidate's suitability for a particular job. Likewise, these techniques allow for an extremely limited examination of a potential candidate's critical skills, knowledge and administrative or professional abilities which are a prerequisite for certain occupations.

The quality of personnel selected for employment in the criminal justice system is crucial to the system's effectiveness. The selection method should be expanded to allow for the evaluation of the candidate's real work performance, knowledge and motivation. This can best be accomplished by multiple evaluation techniques provided through assessment centers which test various forms of job related skills through the use of management games, group discussions, factfinding exercises, oral and written presentations and simulated interviews between clients, employees and managers.

Objectives:

To implement an assessment center for evaluating the promotion potential of administrative and policy making criminal justice personnel.

To reduce any cultural bias that may exist in current promotional testing procedures.

To reduce the margin of error inherent in assessing oral examinations.

General Strategy for Implementation:

The Department of Civil Service began Phase I of an assessment center with 1977 funds and continued the development of this promotional examination technique with 1978 funds. The traditional oral testing process has been challenged on the grounds of being overly subjective and therefore, non-competitive. The job-related, performance-based assessment center provides suitable candidates for promotion to supervisory positions and overcomes the objectionable features of the traditional oral examination.

The assessment center is essentially an examination procedure stressing work simulations. Can-

didates are required to demonstrate their proficiency in job-related simulations (group discussions, oral presentations, background interviews, "in-basket" exercises, etc.). Their performances are rated by an assessment team comprised of experienced police administrators. Assessment centers evaluate between 50 and 100 candidates a year.

To develop this examination technique, during Phase I, the Department of Civil Service isolated common job elements, developed appropriate exercises and selected and trained assessors. During Phase II, assessment center testing became operational.

This method of examination is particularly valuable in promotional testing for high level positions. The Department of Civil Service is now evaluating

experience with Phase I and II and will extend this technique to other criminal justice positions.

Subgrant Data:

The New Jersey Department of Civil Service will be the sole applicant. The promotional assessment center project will be extended into additional areas of criminal justice.

Budget:

	LEAA	State, Local or Other	Percentage of State/Local Match
Total Part C			
Block Support	\$34,500	\$3,834	10%

PROGRAM A-5: Specialized Training of Court Professionals and Supporting Judicial Personnel

Relationship to Problem Analysis:

Education and training should serve to advance the administration of justice and to stimulate and effect substantial improvements in the court system. Initial efforts in the realm of judicial education have confirmed that a great need exists to continue the training of New Jersey's judicial and support personnel. Furthermore, it has become apparent that this need will be best met through the implementation of a consolidated training effort, administered by a centralized Judicial Training Coordinator located in the Administrative Office of the Courts.

The rate of legal change has become so rapid that few can stay informed simply on the strength of their own efforts. Even experienced judges need training in new techniques in court administration and performance of judicial duties. Training can allow for the sharing of advanced management techniques and for the simplification of some judicial functions. Long range training plans should include initial orientation sessions for newly appointed personnel, in-service training to acquaint court personnel with changes in law and procedure, as well as specialized training in selected areas of need.

Objectives:

To increase the effectiveness of the courts in dealing with crime by upgrading the skills of judges and court support personnel.

To assist the judiciary in staying current with the increasing volume of changes in the law by providing at least 20 specialized training activities, conferences, seminars and courses.

To provide special training programs for new members of the judiciary.

To continue the development of a New Jersey Judicial College.

To provide county probation personnel with a variety of training activities to improve skills, thereby improving client services.

General Strategy for Implementation:

Past SLEPA funding has provided the Administrative Office of the Courts, in conjunction with the Supreme Court Committee on Judicial Seminars, with a consolidated and comprehensive judicial education program. The Office of Judicial Education will continue to oversee all aspects of the on-going special training program for Superior Court, County Court and Municipal Court judges, Supreme Court and Appellate Division law clerks and other judiciary support personnel. The Office of Probation Training within the Administrative Office of the Courts will supervise the continuing program to upgrade skills within county probation departments.

Training projects are repeated frequently to serve incoming members of the judiciary and to provide training for those not previously afforded these opportunities. The Office of Judicial Education is increasing the number of training offerings and broadening the content of the training. Improvement in administrative techniques, as well as specified procedural and substantive law are areas of interest being addressed. Refresher education is also included in the long-range training plan.

Support personnel will be provided with orientation courses as well as refresher and developmental courses for more experienced staff. As in the past, approximately 20 in-and-out-of-state training seminars, workshops, lectures and courses will be scheduled.

The Office of Judicial Education will continue to emphasize a well structured College for Continuing Judicial Education in the State. The College will provide the Judiciary with a unique resource, directly responsive to training needs as perceived by the New Jersey Judiciary.

As a result of the passage of the Penal Code, a responsive series of seminars and educational programs will be held prior to implementation to instruct judges and judicial personnel to the provisions of the new law.

The Administrative Office of the Courts' Office of Probation Training will continue to coordinate proba-

tion training activities within the 21 county departments. This office will plan, coordinate and evaluate orientation training, skills and methods of training, and administrative and supervisory training. This office responds to training needs as perceived by the individual probation departments and the judiciary.

Subgrant Data:

The Administrative Office of the Courts will be the sole applicant for grants to improve training for the judiciary. Probation training will be coordinated through the Administrative Office of the Courts, utilizing waived local level funds totaling \$75,000.

Budget:

	LEAA	State, Local or Other	Percentage of State/Local Match
Total Part C Block Support	\$242,300	\$26,923	10%

PROGRAM A-6: Supportive Services for the Retention of Students in Local Public Schools

Relationship to Problem Analysis:

A prime preventive force in keeping juveniles from becoming involved in pre-delinquent and delinquent behavior exists within a responsive school system. A responsive school system is one geared to retain and deal effectively with children whose behavior and/or academic achievement varies considerably from that of the majority of the school population.

Many school systems in New Jersey exercise few alternatives but suspension or expulsion for those students failing in the traditional school setting. Either because of lack of resources or administrative control, many schools do not provide alternative education models that could be used to retain as many students as possible within the school framework. It is clear that alternatives other than expulsion, suspension or referral to the criminal justice system are needed to handle the disruptive and truant students. The school system should reach out to services within the community and tie into them to help provide needed resources to keep juveniles in school.

Schools have a responsibility to develop educational experiences and supportive services for the pre-delinquent, disruptive and/or truant student. School systems should acknowledge that a considerable number of students do not learn in ways or through experiences that are suitable for the majority of individuals. In addition, school districts and local boards of education should be encouraged to

emphasize this area as a priority for use of local funds.

Alternatives or special programs may include but should not be limited to in-school prevention programs or attendance at various community programs and agencies. Positive cooperation and coordination should be developed between school systems and juvenile justice system agencies, particularly local law enforcement agencies and the courts. Schools and justice system agencies should cooperate in the development of varied community youth programs. A survey completed by the State Law Enforcement Planning Agency showed that a large percentage of juveniles who have contact with the police have had some prior history of school problems.

The school system should also develop relationships with other agencies within the community and use community resources to help provide the needed services to keep juveniles in the school system. This coordination of school and community resources should also be developed and expanded to help reduce the costly incidence of vandalism.

Resource centers should be available to local school districts to provide them with technical assistance and training in developing programs for delinquent and pre-delinquent youth. Schools should also have available to them a delinquency prevention specialist to formally expand the school's capabilities in providing services to further prevent juvenile crime.

Objectives:

To provide four regional resource centers where school districts can obtain technical assistance, model program information and training to assist them in the development of programs for delinquent and pre-delinquent youth.

To increase to 100 the number of school districts where educational improvements have been initiated through assistance from this program area.

To increase to 3,000 the number of students receiving services as a result of this program area.

To provide technical assistance, training and program development within local school districts to help reduce the number of students who are involved in vandalism, disruptive behavior, arbitrary suspensions, who are truant and who drop out from school. Emphasis will be placed on providing a positive learning environment for all students.

To encourage programs of community involvement within local public schools to provide alternatives for those juveniles who would otherwise be suspended or expelled from the ongoing school program.

To encourage supportive services within local school districts which would encourage the educational progress of those unclassified students having difficulty adjusting in the traditional school setting.

General Strategy for Implementation:

The primary emphasis of this program area will be to provide technical assistance, training, consulting services, materials and workshop offerings to those school districts having difficulty with delinquent and pre-delinquent youth.

Funds will be available to support a delinquency prevention specialist within each of the four regional Educational Improvement Centers. These facilities were established by the New Jersey Department of Education as resource centers dedicated to educational improvements. They are financially supported by federal and state funds and are part of the State Board of Education's system of educational resources. The addition of the delinquency prevention specialist will formally expand their capabilities in providing services to school districts in the area of delinquency prevention. This person will be available to school districts, their teachers and administrators and will be involved specifically in the development of programs for problem youth. Emphasis should be on developing programs and alternatives for those disruptive youth who have not received a State Educational Classification for which they are already receiving special programming.

Areas of service will include program develop-

ment, needs assessment, affective education and effective discipline measures, in-service planning and training, program dissemination and other services to encourage and assist school districts to reduce the incidence of disruptive behavior, arbitrary suspension, truancy and vandalism. Efforts will be made to assist local school districts in identifying local state and federal funding which can be used to develop programs for delinquent and pre-delinquent youth. The delinquency prevention specialist will work with school districts to clarify their problems; to develop programs which address their problems and will provide follow-up assistance if needed.

Of paramount importance, is the willingness of the school districts to support programs for the problem and disruptive child. School districts should be willing to utilize community resources as an extension of classroom activities. The increased communications with local youth serving agencies will better equip both the schools and community in identifying problems and possible solutions. This cooperation is critical in efforts to reduce vandalism and other school community problems.

Five demonstration projects under the administration of local boards of education have been established which provide alternatives to deal with the disruptive or truant child or those who engage in acts of vandalism. Funds will be available to continue one demonstration project within a school district which involves the school, community and family in providing formal services to pre-delinquent and delinquent youth.

Funding of the resource person within each Educational Improvement Center will be on a yearly basis for a minimum of three years (first funding from 1978 Plan) and will be contingent upon an acceptable evaluation at the conclusion of each grant period and the availability of funds. The program area will be continued for a minimum of two years. Following the 1980 Plan the overall program area will be evaluated to determine the need for continued allocations in the 1981 and subsequent Plans.

Subgrant Data:

Five previously funded projects which includes one demonstration project will be continued. Projects will be funded at a range of \$15,000 to \$30,000.

Budget:

	LEAA	State, Local or Other	Percentage of State/Local Match
Total JJDP Act Funds	\$135,000	—0—	

PROGRAM A-7: Youth Service Bureaus

Relationship To Problem Analysis:

Over the five year period between 1972 and 1976, juvenile arrests increased by 24% as compared to adult arrests which increased by 17%. Community leaders in many municipalities in New Jersey have become aware of problems among their youth, manifested through drug and alcohol abuse, running away and a sharp increase in acts of vandalism. They are also concerned with taking the necessary action to prevent and reduce juvenile crime.

The potential for correcting conditions which can contribute to delinquent behavior is greatest when addressed as early as possible and prior to any justice system involvement. It is not uncommon to find among pre-delinquent and delinquent youth many who come from disorganized home situations with only one parent or where adults other than parents provide supervision and guidance. Therefore, it may well be that the prevention of a youth's introduction into the juvenile justice system is tied to effective parenting and the availability of a strong network of community services. This theory is supported by the Department of Education's Adolescent Study Commission which points out that the early accessibility of services may prevent involvement in the juvenile justice system.

When the family cannot meet the needs of its youth nor provide adequate supervision and guidance, services within the community should be available to fill the gap. There should be within a community a network of service providers equally accessible to all juveniles and their families. This should include individual and family counseling, vocational skills training and job placement, educational supports such as GED programs and tutorial programs, health and legal services. The Adolescent Study Commission has recommended that "brokers" be situated within schools to help students find out about these services. Because an increasing number of juveniles have problems associated with alcohol abuse, existing projects should be expanded to include specific services to meet the needs of troubled juveniles who exhibit alcohol related problems. A network of services should span the needs of juveniles and their families at every point in the juvenile justice system. Appropriate programs should also be available to juveniles outside of the system on a purely preventative basis to discourage any initial involvement with the juvenile justice system.

Objectives:

To continue 20 community youth service projects and to establish two additional projects in the com-

munity that provide advocacy, crisis intervention counseling and other needed services to approximately 24,000 delinquent or delinquent prone youth.

To coordinate and utilize existing social, counseling and rehabilitative services and encourage system change/modification for improving services to youth and preventing delinquency.

To establish specific referral relationships with police, juvenile court intake units, probation and local schools.

To develop an intervention plan with the youth for each individual referred including counseling, recreation, vocational and educational services and information and referral.

To develop an information (tracking) system which enables project personnel to follow the treatment progress of each client, whether being serviced in-house or by an outside agency.

General Strategy for Implementation:

The need for community-based non-residential treatment and support projects for trouble-prone youth has been underscored by various groups and studies. The State Law Enforcement Planning Agency hopes to meet this need by increasing the availability of such projects across the State.

Subgrantees will be expected to provide services through the establishment of projects based on the youth service bureau concept. Projects should not duplicate available services.

The services for youth which will be provided by youth service bureau-type projects either directly and/or by purchase of services are extremely varied. The number and nature of services will differ from community to community, depending upon the extent of existing community resources. A specific treatment modality which meets stated goals and objectives and allows for tracking and follow-up of each referred juvenile must be described. Basic service capabilities should include, but not be limited to, counseling (personal, parent/family, educational, alcoholism, vocational), remedial education, social and recreational activities and information and referral. Information and referral services are basic to the project regardless of its nature and extent. The development of a resource directory is a prerequisite to the coordination and integration of services.

The number and types of services which can be provided by a bureau are limited only by the imagination of the local officials and personnel implementing the project and by the willingness of

public and private agencies and organizations to commit themselves to a coordinated, cooperative effort. Specialized services and activities should be provided to meet the unique needs of the clients. Among the client groups for whom services should be available are troubled juveniles who exhibit alcohol related problems and youth recently released from correctional institutions, residential treatment centers and other state facilities.

Experience has shown that the successful adjustment of a youth in a given project is often linked to the family and the home environment. The family functions as a system and the whole unit must be dealt with in order to effect change within any part of this system. Services directed toward youth must ultimately involve the family of the juvenile if long-term results are to be anticipated. Diversion programs need the support and cooperation of family members. The need exists to provide social services to families as a whole, rather than only to the juvenile.

If the bureau is to be effective, it is essential that it be responsive to and a part of the community it serves. The process of ascertaining the needs of youth and the community must not only include input from local agencies and organizations but also from youth, the community and citizens it will serve. Therefore, it is expected that an advisory board composed of representatives from the juvenile justice system, schools, social service agencies, youth and other interested groups, will be established prior to the development of the application to allow for its input. The advisory board should be a part of the organizational flow chart of the project to allow for continued community involvement during the operation of the project.

In order to be compatible with the overall goals and objectives of the State Law Enforcement Planning Agency, a bureau must receive referrals from all branches of the juvenile justice system. In addition, it is expected that projects will serve referrals from appropriate noncriminal justice agencies (schools, Division of Youth and Family Services, local welfare agencies, etc.), parents, concerned citizens and self-referrals. Referral policies, procedures and agreements must be evidenced prior to the funding of a project. All funded projects must demonstrate that they will become an integrated part of the community's youth services system and not be an isolated agency project that would be discontinued when federal funding is no longer available.

The staffing pattern of a project will depend upon the nature and extent of its services. Sufficient full-time, professional, experienced staff should be employed to insure the capacity to respond to complex

personal crises of youth, to interact with agencies and organizations of the community, and to provide leadership to assure the smooth operation of the project. The use of community people as staff and volunteers is highly desirable. In-service training and special institutes should be available to the bureau staff and volunteers to increase their skills.

The New Jersey Governor's Adult and Juvenile Justice Advisory Committee, in recognition of the effectiveness of present youth service bureaus, recommends their establishment throughout the State and "strongly urges the appropriation of State funds on a matching grant basis for the support and development of youth service bureaus." One group working to gain State support is the New Jersey State Association of Youth Services. This professional association of youth service bureaus and youth service bureau-type projects encourages the growth and development of services to youth and the community of people that serve youth.

Technical assistance is available to assist applicants in the development of their applications. State Law Enforcement Planning Agency staff will also continue to maintain contact with subgrantees during the operation of the project via regular visits to provide technical assistance, information and recommendations for the smooth operation of an effective project.

The Youth service bureau program area will be continued for a minimum of six years. Youth service bureau projects which have demonstrated their effectiveness as well as substantial efforts to obtain local assumption of program costs may receive Crime Control Act funds for a minimum of two years and a maximum of four years. Each project receiving four years of Crime Control Act funds may be eligible to receive two years of JJDP Act support providing it has satisfactorily met its goals and objectives, continues to meet the needs of the community(ies) it services and has demonstrated significant efforts to develop other sources of funding support. No federal support will be available beyond six years of funding. It is anticipated that following conclusion of federal assistance, continued support of youth service bureaus will be available as a result of current efforts to include these projects in the State budget and/or other funding sources.

For those projects receiving more than two years of Crime Control Act funds, it will be the policy of the Agency to have staff work with subgrantees to provide a reasonable level of assumption of project cost commencing with the third year of funding.

Subgrant Data:

Up to 20 grants ranging from \$15,000 to \$85,000, will be available for continuation of previously funded projects which have demonstrated success by meeting stated goals. Two new projects ranging from \$65,000-\$100,000 will be funded.

Budget:

	LEAA	State, Local or Other	Percentage of State/Local Match
Part C			
Block Support	\$740,500	\$82,278	10%
JJDP			
Act Funds	389,500	-0-	
Program Total	\$1,130,000	\$82,278	

PROGRAM A-8: Family Support Systems and Community Alternatives to Institutionalization

Relationship to Problem Analysis:

There is growing awareness of the need to provide family-focused services to prevent juveniles experiencing family difficulties from being removed from the home and to keep their justice system involvement to a minimum. Early intervention and assistance will help enable families in crisis to overcome their difficulties, thereby preventing juveniles identified as in need of supervision or delinquent from being removed from the home.

New Jersey has an insufficient variety and number of community-oriented preventative and supportive services, both residential and nonresidential, for youth and families. Services are needed for families in crisis in order to encourage the retention of children in their natural home environment, prevent delinquent or acting out behavior from escalating into more serious delinquent or criminal activity and improve deteriorating family situations.

For those juveniles who cannot remain or return home, a greater diversity of residential placements is necessary to meet individual needs. The difficulty of locating appropriate residential placements for many juveniles results in their being confined to detention or shelter care facilities for months while awaiting a suitable placement. In many instances this placement is out-of-state.

The primary reason given for most out-of-state placements is that these youths have multiple handicaps or behavioral problems which make them difficult to handle and they are, therefore, not accepted by in-state facilities. Existing New Jersey facilities need assistance in developing specialized programs to serve these youths so that they need not be placed out-of-state, far removed from their home environment.

There is also a need to provide supportive after-care services including transitional living arrangements for juveniles being released from correctional facilities and those who no longer require the intensive treatment and structure of the residential placement they are in. Individualized support ser-

vices are necessary for these juveniles to enable them to make the transition from institutional living to independent living or return to the family.

Objectives:

To prevent family crisis situations from deteriorating into permanent or long-term separation of juveniles from the family through the provision of family crisis intervention, supportive follow-up services and, if necessary, temporary separation.

To encourage family unity by providing a spectrum of supportive services and assistance to vulnerable families, including the families of juveniles returning from residential or correctional facilities and of juveniles in jeopardy of removal from the home.

To establish or augment existing alternatives to long-term, out-of-home placement of juveniles, to include temporary short-term residential programs, day treatment programs, in-home assistance and advocacy programs.

To provide homelike placements and residential treatment services for juveniles unable to remain at home and who should not be placed or remain in an institutional or correctional facility.

To help maintain a minimum of 12 community group care homes and 12 residential treatment facilities initiated with State Law Enforcement Planning Agency funds, serving from 400-550 juveniles.

To reduce the instances of out-of-state placements by expanding treatment resources within existing New Jersey facilities, thereby enabling them to accommodate the more difficult, "hard-to-place" child.

General Strategy for Implementation:

This program area will be geared toward programs specifically designed to prevent juveniles experiencing family difficulties from being removed from the home and keeping their involvement with the juvenile justice system to a minimum. Underlying assumptions for approaches suitable for funding

under this program area are that problems of juveniles resulting from family crises are best dealt with immediately as they occur and in the context of the whole family. The target population for this program area is juveniles and their families who require services to prevent the juvenile's removal from the home or to facilitate the juvenile's return home; and, where such efforts prove unsuitable, juveniles who require an out-of-home placement. This target population would include juveniles involved in the juvenile justice system and those exhibiting behavior that would ultimately lead to juvenile justice system involvement.

A variety of projects providing intensive services to juveniles and their families would be suitable for funding under this program area. Together, these programs represent a spectrum of services to be made available to families in trouble, ranging from immediate crisis intervention to in-home services, temporary separation, day treatment of juveniles, short-term and longer-term out-of-home placements, aftercare and independent living. Projects may be implemented through either an existing residential facility or social service agency or sponsored independently of such a program. Existing private agencies such as YM-YWCA's, boys' clubs and girls' clubs are encouraged to develop projects.

Family crisis intervention proposals should demonstrate the capability to respond immediately and intensively to crisis situations on a 24-hour seven day a week basis. In addition to immediate, intensive handling of cases, such programs should provide in-home follow-up supportive services to enable juveniles and their families to overcome and cope with the difficulties that gave rise to the crisis situation. Services should include counseling or therapy with planned, short-term treatment goals; advocacy and brokerage; career development and vocational guidance; psychological evaluation and treatment and assistance in mastering skills necessary for successful functioning in society.

Projects patterned after the youth advocacy, family advocacy or the Family Union model and the Bergenfields Community Crisis Homes Project would be appropriate for funding under this program area. Referrals could be obtained through area police departments, schools, social service and mental health agencies, youth service bureaus, court intake, the Division of Youth and Family Services and directly from juveniles and families. It is envisioned that the client population for crisis intervention/advocacy type projects funded under this program area would be juveniles and families with specific, identifiable intervention needs who require intensive services and/or multiple contacts to bring the family to functional stability. In contrast, youth service bureau projects funded under the A-7 pro-

gram area would serve a broader client population with a range of support needs, some of whom may require on a referral basis the concentrated services available through a crisis intervention or family support services project appropriate for funding under the A-8 program area.

Under the family advocacy or Family Union model, project staff would provide concrete, extended family-type supports to enable families to remain intact, develop a plan of in-home intervention geared to the nature of each unique family and assist families in obtaining needed community or governmental services. Under the youth advocacy model, youth in need of supportive relationships are matched on a one-to-one basis with youth advocates. These relationships become a foundation for the development and growth of individual strengths and capabilities.

The Bergenfields Community Crisis Homes Project provides family crisis intervention plus temporary and voluntary shelter, if necessary, of juveniles experiencing domestic trouble. Specific services include immediate crisis intervention on a 24-hour, seven day a week basis; temporary housing of the juveniles with a volunteer host family in the same school district; and at least three professional counseling sessions for the family at a mental health center during the period of the child's placement. The project maintains a network of private families which take into their homes for up to ten days children who have their parents' permission to be placed in such homes. Short-term counseling is also available for youth and families in situations where placement is not necessary. In many instances, the provision of immediate crisis intervention eliminates the necessity for any temporary placement.

Funds will also be made available to projects which provide for voluntary, short-term residences for juveniles who are temporarily unable to remain at home. Such projects could operate as a component of an overall family crisis intervention program or serve as an adjunct to such a program. A short-term crisis shelter will provide respite for children and families experiencing difficulty with one another, thereby averting crisis situations or the removal of youth from the home environment. Entrance would be voluntarily agreed to by the juvenile and the parents. Length of stay would be flexible, depending upon the individual family situation and the extent of separation warranted. Youth could alternate between living at the shelter and at home, with home stays increasing until the family is able to function as a whole unit. Lengths of stay at the shelter should not exceed 30 days.

Crisis shelters must include provision for intensive follow-up supportive services for families. Referrals for temporary shelter would be received from the police, court intake, social service and mental health

agencies, the Division of Youth and Family Services, or any other source which would be contacted by a juvenile or family in crisis. Through the provision of counseling, family support and alternative placements that are both temporary and voluntary, such projects should also serve to prevent the signing of JINS or delinquency complaints against youth and the detention of youth in situations where the underlying problem is family distress.

Projects patterned after the day treatment model would also be suitable for funding under this program area. Services available at day treatment programs would be essentially the same as those available in residential treatment facilities except that program participants would continue to live at home. Services would, for example, be provided on a 9 a.m. to 8 p.m. basis, five or more days a week and would include academic programming; recreational, cultural and crafts activities; tutoring; vocational training, placement and supervision; counseling and therapy. Client populations for such programs would be youth from deteriorating yet salvageable family environments who, were it not for this program, would be removed from the home and placed in a residential program and youth who are ready to return home from an institutional or correctional placement and need supportive services to facilitate their reintegration into the family environment.

Attendance could be required through a contractual agreement with the youth, family and referral agency (perhaps as a condition of probation or parole) or as a voluntary agreement reached by the juvenile, family and referral source (court intake, Division of Youth and Family Services, social service agency). Day treatment programs should serve to prevent the removal of juveniles from the home or to facilitate their return home from residential or correctional institutions.

Funds will continue to be made available to establish a variety of residential alternatives for juveniles including but not limited to residential treatment centers, group care homes, group homes or independent living programs attached to more structured residential treatment facilities as aftercare components and short-term (up to six months) intensive residential treatment programs for youth. Funds are also available to assist existing residential treatment centers and group homes in upgrading and supplementing their treatment services in order to accommodate the more difficult, "hard-to-place" child.

Youth who are ready to leave residential or correctional programs but do not have adequate family environments to return to are in need of supportive community links to promote independent living. Aftercare independent living programs should provide a gradation of services and support to enable youth

to make the transition from institutional or group living to living on their own. Such programs should operate in conjunction with existing residential facilities by utilizing the services available at the residential facility on an as needed basis.

Family crisis intervention and supportive services and community residential programs making application for funds must be recommended and endorsed by their anticipated referral sources. Projects which operate on a purchase of service contract basis with referral agencies shall meet applicable guidelines and regulations established by the contracting agency. State Law Enforcement Planning Agency funds can be used for operating costs but facilities must be provided by the applicant agency.

This program area will be continued for a minimum of three years. Group home projects will be funded for a minimum of one year. All other projects under this program area will be eligible for a minimum of two years of funding. Continuation funding will be based upon a satisfactory evaluation and the availability of federal funds.

Subgrant Data:

In 1979, funds will be provided for the continuation of up to four existing projects and for the development of up to six new projects. Grant awards to group homes will be limited to \$30,000. Grants for independent living programs will range from \$25,000 to \$50,000. Grant awards to residential treatment facilities will range between \$25,000 and \$150,000 depending upon the nature of the treatment program and capacity of the facility. Grant awards to family crisis intervention and supportive services programs, and temporary crisis shelter programs and day treatment programs will range between \$25,000 and \$150,000 depending upon the number of clients to be served and the extent of the treatment and services offered.

Projects appropriate for consideration under this program area will be funded in jurisdictions that evidence the greatest need for service, substantially documented community and public agency support and a potential for assumption of ongoing costs.

Budget:

	LEAA	State Local or Other	Percentage of State/Local Match
Part C			
Block Support	\$164,400	\$18,267	10%
JJDP			
Act Funds	250,000	-0-	
Program Total	\$414,400	\$18,267	

B. DETECTION, DETERRENCE AND APPREHENSION

PROGRAM B-1: Increase Police Patrol Efficiency and Effectiveness

Relationship to Problem Analysis:

Continuing attention must be paid to making the best possible use of existing manpower within police departments. The need to satisfy increasing demands for police services through an efficient allocation of resources has become crucial as a result of the continuing high rate of crime, and the drastically increasing workload in police departments.

The role of the police in controlling and reducing crime is basically a dual one, to deter crime and apprehend offenders. The traditional response to this responsibility is the random patrol concept for police omnipresence. This reaction has increasingly become less effective because of the current greater demand for police services that utilize the greater part of available patrol time.

One approach to this problem is an intensive visible patrol concentrated in those areas in which crimes are most frequent to discourage criminal acts or potential criminals who may be contemplating such acts. Another approach is apprehension at the scene of a crime or through subsequent identification and apprehension.

The urban areas of the State have demonstrated the usefulness of crime analysis to aid in resource allocation. The examination of crime patterns and trends permits deployment (prepositioning and/or repositioning) and the feasibility of forming specialized units to concentrate on specific crimes in geographical areas. Deployment strategies resulting in operational successes by the specialized units may also be implemented in general patrol activities to enhance preventive patrol.

Objectives:

To establish two projects to improve the delivery of police patrol services.

To achieve an increase in the number of apprehensions and on-scene arrests through more efficient and effective deployment of police resources.

To establish three projects that will improve data retrieval from existing records systems by manual crime analysis methods for patrol support.

General Strategy for Implementation:

To enhance the role of the police in controlling and reducing crime, patrol strategies should be developed to provide police patrols for implementation

against targeted crime problems in determined geographical locations. The allocation of police resources should be based on a direct ratio of the number of police that can be assigned to target crimes and high crime areas and the amount of time that they can expend on such duties.

Two patrol projects in this area will be considered to develop and implement directed patrol operations. These projects will include the necessary rescheduling and reassignment of existing patrol resources and equipment in accordance with the planned improvements.

In order to meet this need, a careful analysis of the time and place of expected demands and the relative severity of the various possible target crime problems must be determined through crime data analysis, which can be accomplished manually or by utilizing existing local automated data analysis systems.

The patrol operations in Union Township (Split Force) and the City of Orange (directed foot patrols) are offered as examples of two strategies already utilized in this program area.

In 1979, consideration will be given to the implementation of manual crime analysis (non-automated) and information retrieval systems which will allow local police record bureaus to search their existing files more expeditiously and provide required information to the patrol units for use in their daily operation.

Funds may be applied for: purchase of information retrieval equipment on a pilot basis; salary of a crime analyst; equipment required for patrol reallocation projects; and consideration will be given for salary requests for patrol projects.

Subgrant Data:

A total sum of \$200,000 will be available for two patrol oriented projects utilizing deployment strategies for prevention or apprehension. Priority consideration will be given to cities of 50,000 or more in population, a crime rate indicative of a current problem and the patrol resources to insure program implementation.

The projects emphasizing the restructuring and reorganization of existing Record Bureau resources to improve retrieval of stored data and the im-

plementation of manual crime analysis for resource allocation will be considered for funding at a maximum of \$20,000 each.

Budget:	LEAA	State, Local or Other	Percentage of State/Local Match
Total Part C			
Block Support	\$235,000	\$26,112	10%

PROGRAM B-2: Crime Specific Priority Targets

Relationship to Problem Analysis:

According to the Uniform Crime Reporting Unit of the New Jersey State Police, robbery is defined as the felonious and forcible taking of the property of another, against his will, by violence or by putting him in fear. During 1977 there were 13,218 reported robberies in New Jersey resulting in 6.1 million dollars in property losses. Nearly one-third of all robberies involved the use of guns. Approximately 60% of all robberies involved the use of a weapon, including guns, knives or other dangerous items. Also of importance is the fact that 58% of all robberies occurred in the six New Jersey cities with populations in excess of 100,000 which contain only 15% of the State's inhabitants. Robbery accounted for over one-half of the violent Index offenses (murder, forcible rape, robbery, atrocious assault) and was the motive for approximately 20% of the murders committed in 1977. The seriousness of this offense mandates the increased efforts by law enforcement agencies in the prevention of this crime and the apprehension of offenders through the use of crime analysis and crime prevention techniques.

The law enforcement agencies of New Jersey were successful in solving 26% of the robbery offenses reported to them in 1976.

Various specialized units existing in areas outside New Jersey, focusing their specialized skills on this one crime, have demonstrated clearance rates in excess of 40%. Because of the assaultive threat and exorbitant dollar loss caused by robbery there is a need to continue the effort to establish such specialized units.

In 1977, two such specialized units were established in Trenton and Jersey City. These units are being evaluated to determine the impact on the target crime and surrounding geographical area. In 1978, it is anticipated that these two units will receive Agency fiscal support at a reduced level and one unit will be implemented in the City of Camden.

In 1979, it is anticipated that a final continuation grant will be available to Trenton and Jersey City. The City of Camden will receive a continuation grant of the 1978 project and two new grants will be available.

Objectives:

To support six robbery investigative units.

To stabilize the rate of robbery in the cities by utilizing police resources consisting of crime analysis, patrol, follow-up investigations, public education and prosecution.

To increase the previous years' clearance by arrest rate by 10% of reported robberies in project areas by effective apprehension and prosecution.

To analyze robbery trends and disseminate information to supportive patrol resources.

General Strategy for Implementation:

This program area is designed to impact the target crime of robbery by utilizing various resources available and to form specialized robbery units. The approach should be multi-faceted and consist of the following components:

- Crime Analysis
- Patrol
- Intensive Follow-up investigations
- Public Education
- Prosecutor liaison

Crime analysis should play a major role in designing the program initially, and should be utilized for continuing direction as the project progresses. Funds should not be utilized for extensive hardware or software modifications, but may be utilized for the employment of a crime analysis specialist if necessary.

Patrol activities should be coordinated with activities of the unit and information disseminated to the entire patrol force. Crime analysis reports should be available to patrol commanders. The reports should be utilized to assist in the manpower allocation decisions and to develop targets for the specialized unit.

Intensive follow-up investigations may be accomplished by the specialized unit personnel, however, lengthy investigations should not be the responsibility of the unit. Surveillance activities should not be a major component of the project. National evaluations have shown that surveillances consume

a large amount of manpower that in most cases is better utilized in other areas.

It is recommended that unit members be trained in crime prevention techniques and a liaison should be developed between the robbery unit and a crime prevention unit if one exists. The existing crime prevention unit should play a major role in assisting the prevention efforts of the robbery unit.

A county prosecutor will be assigned to offer legal advice and to assist in the prosecution of the robbery unit's cases. The prosecutor must devote 100% of all activities to cases developed by the specialized unit.

A clear operational plan indicating unit responsibilities and a formal chain of command must be established prior to the submission of an application in this program area. Funds in this program area can be utilized for personnel costs on a limited basis.

A portion of this plan should indicate the type of training and amount of training proposed. It is suggested that all patrol officers receive roll call training concerning projects activities. Unit members should receive additional training in the speciality of robbery.

It is expected that local units of government will totally assume the cost of these demonstration projects within three years.

It is expected that the projects will be evaluated by State Law Enforcement Planning Agency evaluation

staff. Items to be evaluated include:

Effort—The amount and types of input toward the project activities.

Effect—The impact of the activities on the goals and objectives.

End Results—Measurements of the effect the unit has on the municipality.

Subgrant Data:

The two grants initiated in 1977 will be continued for a maximum of \$50,000 per project.

The grant initiated in 1978 will be continued for a maximum of \$75,000.

Two new grants will be awarded to cities with populations of over 100,000 to initiate a robbery investigation project. Priority consideration will be given based on the occurrence of robberies and the ability to implement the project. The maximum amount of funds for the new projects will be \$100,000 each.

The City of Newark will be eligible for a maximum of \$200,000 to continue the TACT Project.

Budget:

	LEAA	State, Local or Other	Percentage of State/Local Match
Total Part C			
Block Support	\$570,000	\$63,334	10%

PROGRAM B-3: Police/Community Crime Prevention Efforts and Senior Citizen Target Hardening Projects

Relationship to Problem Analysis:

The law enforcement community has found that traditional approaches to reducing the opportunity to commit crime, such as foot and mobile police patrol, are not sufficient. Crime prevention activities are also required to supplement the traditional crime reduction techniques.

Crime analysis indicates that many property crimes can be prevented through "target hardening", (e.g. better locks, neighborhood block associations and other activities). There is a continued need to raise public awareness concerning crime prevention efforts to enlist the public's cooperation and to educate citizens in ways to protect themselves and their property. It is also understood that a concentrated effort is required for senior citizens who are more vulnerable to crime. Recent national surveys indicate that although senior citizens are victimized at rates proportionate to the general population percentages, the impact of crime on senior

citizens is more traumatic, physical and financial recovery is always difficult and sometimes impossible.

It has also been demonstrated that a substantial number of crimes and incidents of vandalism have been occurring in public housing projects.

In 1973, the Agency funded the first formally structured crime prevention units under the target hardening program area. In 1975, this program area was restructured into a crime prevention program that utilizes combined police/community efforts. The program was continued in 1976 through 1978. To date approximately 45 crime prevention projects have been funded. In 1979, it is anticipated that ten additional projects will be implemented. Approximately 45% of the State's population will be reached through this effort.

From 1970 through 1978 a separate program area for public housing projects provided funding to

establish approximately 15 public housing security units and seven closed-circuit television projects for senior citizen public housing projects. These units and surveillance projects have provided a police service to approximately 75,000 public housing residents. The 1978 Plan provided for the final continuation of housing police units. The senior citizen crime prevention project are now included in this program area to accommodate projects to continue to reduce the victimization of senior citizens living in high density public housing projects. Approximately four senior citizen projects will be considered in 1979.

Objectives:

To establish 10 crime prevention units to develop coordinated police/community efforts in target hardening and crime reduction.

To establish four senior citizen target hardening and crime reduction projects.

To reduce the rate of increase for residential and commercial breaking, entering and larceny in each participating jurisdiction, and to achieve a 10% reduction in property losses to victims.

To complete 3,000 residential and commercial security surveys.

To complete four senior citizen public housing security surveys.

General Strategy for Implementation:

I. Crime Prevention Units

Every unit should consist of at least one full-time police officer (salary to be provided with local funds), and one full-time civilian employee who will serve as a security specialist. The unit will advise citizens on how best to secure their property and will work with various civic groups to "harden" both residential and business potential crime targets.

Unit personnel who have not already completed a crime prevention training course, will be required to attend an established crime prevention training program. The programs offered at the University of Louisville and Southwest Texas State University are recognized as two acceptable training centers.

An additional activity of projects funded under this program will be the analysis of specific crime data and modus operandi. In reviewing specific reports for crimes such as breaking and entering, larceny, robbery and car theft, crime prevention personnel should be able to analyze crime patterns to be utilized in manpower deployment.

A statewide crime prevention effort will be considered to maximize the effectiveness of the local

units implemented throughout the State. Emphasis will be placed on increased public awareness and involvement in crime prevention efforts.

II. Senior Citizen Projects

Senior citizen closed-circuit television crime prevention projects will be introduced this year as a second approach in this program area. Initial demonstration projects utilizing closed-circuit television surveillance have been implemented in several senior citizen housing projects throughout the State.

Data collected to date indicate that there have been virtually no incidents of crime since the closed-circuit television systems were installed in these senior citizen public housing projects. An integral part of the activity is 24-hour monitoring of the system. This has been accomplished by utilizing residents as security aides, and will be a requirement for all surveillance projects which entail the control of access to buildings which house senior citizens.

This approach for demonstration projects in senior citizen housing projects should be coordinated with the county offices on aging in cooperation with the Department of Community Affairs, Division on Aging, and other respective police and service agencies. These projects will include the approach listed above and can include public education, crime prevention programs, police and community training relating to geriatrics.

The Police Desk has developed a monthly evaluation report for this program area that each subgrantee will be required to maintain. This evaluation instrument will monitor services rendered as well as assess the results as outlined in the objectives.

Attention will be given to breaking and entering rates, total property losses to victims, the number of security surveys conducted in the year, and entry problems at senior citizen housing projects.

Subgrant Data:

Up to 10 municipalities will be eligible for grants to establish general crime prevention projects. Consideration will be given to crime rates, population, and the ability to implement a full-time unit, and assurance given that the project will be continued locally after the initial year of grant support. No police salaries will be provided and the grants will be for one year. The maximum amount for each subgrant will be \$20,000. Up to \$20,000 will be available for a statewide crime prevention program.

Four senior citizens target hardening, crime prevention projects will be implemented at a maximum of \$20,000 each. Consideration will be given to closed-circuit television surveillance projects,

and/or comprehensive senior citizen crime prevention projects to include other target hardening concepts, public education and other efforts. Priority consideration will be given to high density, high crime rate senior citizen housing projects. (All senior citizen projects should be coordinated with the Department of Community Affairs, Division on Aging, and the County Office on Aging).

The target hardening concepts, particularly closed-circuit television will be funded for one year.

All continuation costs for these efforts must be assumed locally.

Budget:

LEAA	State Local or Other	Percentage of State/Local Match
Total Part C		
Block Support	\$320,213 \$35,580	10%

PROGRAM B-4: Implementation of the Statewide Police Emergency Network

Relationship to Problem Analysis:

Efficient communication between citizens and the police and among the police themselves is of major importance in the detection, deterrence and apprehension of criminals as well as for the protection and safety of the public and the individual police officer. In the event of a disaster, either man-made or natural, it must be possible for other police jurisdiction to respond and render assistance in order to preserve life and property.

In the area of communications, the absence of a statewide police emergency network remains a significant problem throughout the State of New Jersey. Police radio frequencies must be systematically allocated so that neighboring departments have compatible frequencies to allow for efficient communication. At present many police departments located within the same geographic area are either on incompatible or overloaded frequencies and as a result, important information may not readily be shared. A need exists for the implementation of an efficient and coordinated police communication system within the State.

A comprehensive program has been designed to allow for technical assistance concerning all phases of police communications, and a task force has been appointed by the Attorney General to study statewide tactical frequencies, and possible fiscal support for a limited number of communication projects.

Objectives:

To implement the initial phase of a project as planned by the Statewide Police Emergency Network Task Force aimed at establishing an emergency statewide radio channel.

To utilize radio frequencies more effectively.

To provide assistance to local units of government to improve police communications systems.

General Strategy for Implementation:

During 1979, priority consideration for funds to improve communication will be given to a project which will be implemented by the Statewide Police Emergency Network Task Force (SPEN).

A major problem that communities in the State of New Jersey encounter is that in the event of a disaster, man-made or natural, it is impossible to communicate with units from other jurisdictions responding to render assistance because of incompatibilities in radio channels and equipment. A committee representing State and local police administrators has been established to provide planning for common radio channels and procedures to be followed at the scene of a disaster or disorder.

The SPEN Task Force is completing the initial draft of its report and it is anticipated that in 1979 funds will be allocated to implement the initial phases of this Statewide project. It is planned that these funds will be used to provide a county to county communications system, that will entail the installation of a base station in each of the State's 21 counties. It is ultimately planned that each police car in New Jersey will have the potential to communicate with other cars throughout the State, by utilizing a selected emergency frequency and having the required equipment installed in each police dispatch center and each police car.

In addition to the funds required to implement various phases of this proposed Statewide system, the Office of the State Radio Frequency Coordinator will be eligible to receive a limited amount of funds to continue the full-time coordination and technical assistance being provided to the SPEN Task Force.

The Office of Frequency Coordinator will also be provided further assistance to provide the service required in the allocation and assignment of police radio frequencies to those agencies requiring new Federal Communication Commission licenses, renewals or modifications.

If, by July 1, 1979, the anticipated tactical frequency system does not develop, local radio projects will then be considered for funding. A waiting list of perspective applicants has been established over the past several years. An assessment of this waiting list will be conducted with the assistance of the Office of the Radio Frequency Coordinator and the municipalities on this waiting list will be given priority consideration for funding.

In order to provide the staff of the State Law Enforcement Planning Agency the information required to evaluate each system's minimum requirements the following procedure has been developed to be completed prior to grant application submission.

The applicant shall submit to the State Law Enforcement Planning Agency a concept paper indicating the present status of its existing police radio system, (age, number of units, licensed frequency, and other necessary system information). In addition, the proposed system changes should be identified including any required frequency change, new operating procedures, training of dispatch personnel and any planned improvements for citizen access (the implementation of a 911 system, or improved telephone capabilities at the police facility).

Funds may be utilized for base station equipment and satellite systems were required.

PROGRAM B-5: Specialized State/County Investigation Units

Relationship to Problem Analysis:

The nature and magnitude of arson, labor racketeering and white collar crime activity require a coordinated statewide effort, utilizing local, county, federal and state resources in order to effect a reversal of the continuing increase in the number of these criminal actions. Combating these areas involves two separate problems. First, criminal sophistication/prosecution capability, including a central intelligence component. Second, there is a need to make the public aware of the dangers and costs passed on to consumers and taxpayers as a result of arson and white collar crime.

To address these problems, funds were utilized in previous years to form a State level Arson Unit, a Labor Racketeering Unit, and a White Collar Crime Investigation Unit. In 1979, intensive investigative efforts aimed at arson, labor racketeering and white collar crime will continue. The expansion of arson investigation into local areas with local resources that was initiated in three counties in 1978 will

Subgrant Data:

Priority consideration will be given to the State-wide Police Emergency Network to implement Phase I of the tactical frequency plan. The maximum amount of funds available for this project will be \$400,000.

If the SPEN task force does not have an adopted plan to utilize these funds by July 1, 1979, local units of government will be eligible for grants not to exceed \$40,000 each.

The State Frequency Coordinator will be eligible for a continuation grant of \$65,000. Funds will be utilized for engineering assistance, clerical support and transportation.

All prospective subgrantees must provide information containing a plan for the jurisdiction to augment the grant with local funds to insure an improved communications system if the amount deemed necessary exceeds the grant award.

Budget:

	LEAA	State Local or Other	Percentage of State/Local Match
Total Part C Block Support	\$465,000	\$51,667	10%

receive continued support. Special units at the county prosecutor level to address the problem of other major crimes will be considered.

Objectives:

To provide support to the State Department of Law and Public Safety for implementation of an aggressive program against white collar crime to reduce the incidence of these crimes.

To maintain the capabilities of law enforcement agencies within the State of New Jersey to detect, investigate and apprehend individuals involved in the specific crime related areas of arson and labor racketeering.

To improve the investigation capabilities in selected counties by initiating specialized county-wide investigation units for arson.

General Strategy for Implementation:

Funds for the Division of Criminal Justice, White Collar Crime Investigations Unit, will be available in

combination with Law Enforcement Assistance Administration discretionary funds for specialized resources to implement investigative and prosecutorial efforts directed against white collar crime. The unit will provide assistance to local law enforcement agencies in their efforts against white collar crime.

During previous years, funds were awarded to increase the size of the Arson and Labor Racketeering Units of the New Jersey State Police. Funds for these units will be available to continue the present structure of five Division detectives and two civilian clerks for labor racketeering activities plus six detectives and three civilian clerks in the Arson Unit.

The statewide arson and labor racketeering units, in addition to the investigatorial activities, are establishing a central intelligence bank. The information contained in the system will be available to assist local units upon request, with the understanding that federal and State guidelines regarding information dissemination will be followed. It is anticipated that this information will save many local investigation hours usually devoted to this effort.

Local investigative capability for arson will be continued in this program area. The funding will be at the county prosecutor's level to insure the availability of necessary legal and/or technical expertise. Funds may be utilized for personnel, required equipment and training to assure the high level of expertise for quality investigations and to provide the required expert testimony in court cases.

PROGRAM B-6: State Crime Laboratory

Relationship to Problem Analysis:

The proper collection, preservation, examination and presentation of physical evidence is a crucial aspect of successful law enforcement. Evidence is the key ingredient in making good arrests lead to convictions. Efficiency in this area requires the strategic location and professional functioning of forensic labs.

The State Police maintains and operates four forensic science laboratories strategically located throughout the State, serving all law enforcement agencies. The increasing demand for forensic services requires the continued support of the lab system.

Objective:

To continue the operation of the State Police Forensic Science laboratory at Sea Girt which will decrease the caseload and improve the turnaround time for analysis at the West Trenton laboratory.

An evaluation of the program's effectiveness will be determined by the quantified data concerning investigations, arrests, requests for assistance and intelligence activities effected.

Subgrant Data:

A total of \$185,000 will be available to the Department of Law and Public Safety, Division of Criminal Justice to continue a program of activities to investigate and prosecute white collar crime.

A total of \$150,000 will be made available to the Department of Law and Public Safety, Division of State Police, to continue the activities of the Labor Racketeering Unit.

A total of \$170,000 will be available to continue the activities of the Arson Unit.

A total of \$116,000 will be available to provide three second year arson investigation programs in previously funded prosecutor's offices.

Applications submitted in this program area will require the endorsement of the Prosecutors Supervisory Section, Division of Criminal Justice.

Budget:

	LEAA	State Local or Other	Percentage of State/Local Match
Total Part C			
Block Support	\$621,000	\$69,000	10%

General Strategy for Implementation:

1978 funding support was provided for the construction and staffing of the State Police Laboratory in Sea Girt, New Jersey.

1979 funding will be available to provide salaries for administrative personnel, chemists and support personnel, at the same level as the previous year of funding.

The Sea Girt facility is providing more accessibility to the contributing agencies in the area of Monmouth, Middlesex and Ocean Counties. No contributing agency has to travel farther than 30 miles to a laboratory, thus realizing a savings in man-hours and mileage, to submit evidence for examination. Reduction in turn around time for examinations is a major advantage of this laboratory. An estimated doubling of the population with an equal increase in index crime within the next five years for this area provided the necessity for this laboratory expansion in Sea Girt.

Evaluation of this program will be a comparison of the number of cases being examined by the new laboratory compared with the decrease of cases examined in the West Trenton laboratory. The decrease of turnaround time compared to the present average of the West Trenton laboratory will indicate the effectiveness of Sea Girt laboratory and its effect on the West Trenton facility.

Subgrant Data:

The Division of State Police will be the only eligible applicant.

Budget:		State Local or Other	Percentage of State/Local Match
	LEAA		
Total Part C			
Block Support	\$381,000	\$42,334	10%

PROGRAM B-7: Major Crime Fugitive Unit

Relationship to Problem Analysis:

In order for the criminal justice system to function effectively, fugitives charged with or convicted of criminal offenses cannot be allowed to remain free and possibly commit repeat offenses. As a result of the growing demand for police services, more must be done to detect and apprehend fugitives from justice. Apprehensions which occur are sometimes the result of police-fugitive contacts that occur by chance, unrelated to fugitive investigations.

In New Jersey, there was no established procedure for the collection and dissemination of intelligence information concerning fugitives prior to the establishment of the Major Crime Fugitive Unit. The few operational agencies involved in the detection and apprehension of fugitives operated on a part-time basis, since their primary functions were unrelated to fugitive search. There exists a continuing need for a central data bank including information on fugitives from all law enforcement agencies in the State and also for a patrol unit to seek out and apprehend fugitives and to assist local police departments in their fugitive investigations.

The initial operation of this unit revealed the need for a more refined method of analysis. The warrant status was not up to date, therefore warrants remained active sometimes even after the case had gone to trial. The analysis is being programmed to eliminate these problems. A recent analysis of 811 warrants produced an error factor of 17% of warrants that should have been cancelled.

Objective:

To increase the number of fugitives arrested and returned to appropriate jurisdictional control by improving the administrative mechanism assigned to attack this problem.

General Strategy for Implementation:

The fugitive unit funded in 1977 has not been

operational for a full year at this writing. This unit is composed of six police investigators. Their duties include conducting limited investigations and apprehensions, and establishment of a Statewide Intelligence Network. Civilian support personnel will continue to record, analyze, collate and retrieve collected data at a central intelligence bank to augment the role of the investigators.

A statewide fugitive intelligence network consisting of State and local law enforcement agencies has begun to be utilized for collection and distribution of information concerning fugitives. This network will serve as a clearinghouse concerning activities of fugitives throughout the State.

Investigators collect intelligence on major crime fugitives throughout the State. The unit coordinates its efforts with all intrastate, interstate and federal agencies concerned with fugitive apprehension. Personnel from the fugitive unit will continue to conduct seminars for local law enforcement agencies to provide instruction in intelligence processes, information gathering and sharing. The subgrantee will maintain data on fugitive apprehensions that are made as a direct result of project activities.

Continued support for this program is anticipated for the next two years based on an increase in operational activity requiring additional support.

Subgrant Data:

The only eligible subgrantee will be the Division of State Police.

Budget:

Budget:		State, Local or Other	Percentage of State/Local Match
	LEAA		
Part C			
Block Support	\$75,000	\$8334	10%

C. DIVERSION AND ADJUDICATION

PROGRAM C-1: Improvement of Police Services to Juveniles

Relationship to Problem Analysis:

In working with youthful offenders it is particularly important that the juvenile justice system be highly responsive, effective and efficient, and that the system not become overloaded or seriously backlogged. Those juveniles who can be successfully handled at the community level after contact with the police should be diverted from the juvenile justice process and referred to community services more in keeping with their needs.

A number of youths who come to the attention of the police are simply reprimanded or warned and no record of any kind is maintained. However, records which are kept show that 47% of the juveniles who came into contact with the police during 1976 were released to their homes. Twenty-seven percent of these arrests in 1976 were for minor offenses such as malicious mischief, runaway offenses and disorderly conduct. The majority of these youths were 16 years of age or less. Generally these juveniles would be amenable to some form of informal counseling intervention. Although the majority of juvenile matters are disposed of informally, local police departments should adopt guidelines, which are consistent with those developed by the Office of the Attorney General, for the informal handling of juveniles.

The role of the police in preventing delinquency is important since they are close to and familiar with the possible conditions which may contribute to delinquency. A juvenile's initial contact with the police is crucial because an officer's attitude and demeanor will frame, to a large degree, a child's conception of the judicial system. For this reason, police departments should be capable of providing professional short-term services such as counseling, on request, especially in situations where crisis intervention is necessary. Special problems contributing to the youth's difficulties should be brought to the attention of other community agencies through referral services when necessary.

Although juveniles account for half of the arrest activity of many police departments and constitute a large segment of reported crime, most departments do not have a juvenile officer available on each shift. Moreover, many departments do not have designated juvenile officers. The importance of juvenile work and the need for specialization has drawn increased attention from police chiefs and executives. Delinquency control is an integral part of

police work and effective control of juvenile crime requires police specialization in that area.

Objectives:

To develop and implement projects within police departments that will promote a fair, consistent and understanding approach in the handling of juveniles.

To establish separate juvenile aid bureaus as part of local police departments.

To have available counseling and referral services on a voluntary basis within the juvenile aid bureau for those juveniles who have had police contact but have no complaints signed against them.

To prevent future police involvement by those young people who participate in the counseling services.

To establish five new projects within police departments to serve a minimum of 1,500 juveniles per year.

To establish a cumulative total of 55 projects within police departments to serve a minimum of 10,000 juveniles per year.

General Strategy for Implementation:

The primary objective of this program area is to enable police departments to have available readily accessible services for those juveniles who have police contact. These are either short-term counseling services or referrals to agencies within the community which provide a complete range of professional services. These services must be voluntarily requested by the juvenile and parent or guardian. Counseling and referral services are provided by professionally trained counselors responsible for the identification of specific juvenile problems. Juveniles are usually informed about the availability of services through police officers in the juvenile aid bureau.

Each project funded will be required to maintain statistics to determine the effectiveness of the juvenile bureau. In line with the Governor's Adult and Juvenile Justice Advisory Committee's recommendations these statistics should ascertain the success of the bureau by the number of young people successfully deterred from further system involvement. These statistics should give the number of juveniles involved in counseling who committed repeat offenses in comparison to the number of juve-

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niles not involved in counseling who committed repeat offenses. In addition, all funded projects may be required to participate in evaluation efforts conducted by the State Law Enforcement Planning Agency.

Applications are encouraged from local units of government and combinations of such units to improve juvenile aid bureaus through the implementation of project that will service those juveniles not referred to court. This program area does not include funds for police salaries, police equipment and police-juvenile relations projects in the schools.

Funding consideration will be given to the following:

1. The establishment of juvenile aid bureaus in communities with at least 40 sworn police officers where a substantial number of juveniles are being handled by the police whose other normal duties may not assure the proper handling of juvenile offenders. This unit must include a social service component to provide crisis intervention and counseling and make referrals for those juveniles in need of services where such services are requested.
2. The expansion of present juvenile aid units in communities with at least 60 sworn police officers in order to incorporate a wider variety of services for juvenile offenders. These services are to be provided by social caseworkers or other professional staff and will include counseling and referrals.
3. The establishment of a regional juvenile bureau for several police departments having at least 40 sworn police officers among them in order to provide small communities with alternative services in the handling of juvenile offenders. These services are to be provided by a full-time social worker whose responsibilities include counseling and referrals for those juveniles in

need of such services.

All police departments are encouraged to formulate police guidelines on the handling of juvenile offenders for police department personnel. These guidelines should include policies concerning community referrals and detention and court referral procedures. It is anticipated that these guidelines will cover the wide range of police alternatives and criteria for the appropriate disposition in the handling of juveniles. All guidelines must be approved by the Office of the Attorney General.

Police departments are also encouraged to develop training programs on juvenile matters for police personnel. This training should include a review of juvenile policy and methods of handling juvenile offenders. Specialized training for police officers is recommended to introduce new techniques in the handling of juveniles as well as changes in policy and law in juvenile matters.

As a general policy, projects in this area will not be funded for more than three years. Local jurisdictions will be expected to begin to assume the costs of the projects during the third year.

Subgrant Data:

Up to eleven projects will be awarded second or third year continuation funding.

Up to five new projects will be funded at up to either \$25,000 or \$50,000 for each project depending on the need, population and existing services.

Budget:

	LEAA	State, Local Or Other	Percentage Of State/Local Match
Total Part C			
Block Support	\$540,000	\$60,000	10%

PROGRAM C-2: Community Treatment Program for Adult Offenders

Relationship to Problem Analysis:

The 1978 Plan concluded several years of direct programming support for drug and alcohol treatment projects. The 1979 Plan refocuses programmatic emphasis to the development of a program designed to meet the mental health needs of offenders. There is a need to assist the courts in the selection of sentencing alternatives and also to provide the necessary treatment services to offenders released to the community under such alternatives as probation, work release, or residential halfway programs.

The primary objective to be gained through the

funding of initial mental health projects will be to increase the range of services available to the courts, probation and correctional institutions.

Objective:

To provide continuation funding of one out-patient unit attached to a Community Health Center and/or probation department. To provide extensive diagnostic, evaluation and treatment services impacting on a minimum of 150 offenders.

General Strategy for Implementation:

The mental health program focuses on court de-

cision-making and on the provision of treatment services and follow-up for selected offenders. Applications for funding should address specifically the operations of the mental health unit relative to criminal justice system components and community health treatment services, e.g., probation, pre-sentence investigation units, alcohol detoxification services and the mental health centers on-going programs. Also, consideration must be given to the impact of implementing the program components within the existing processes and procedures of the county courts and probation department.

Decisions concerning the implementing agency or department for this program have not been finalized as of the writing of this Plan. Such implementing

departments, however, may be the court, the probation department or the mental health center.

Subgrant Data:

Funds in the total amount of \$50,000 will be provided for continuation of a mental health/probation project.

Budget:

	LEAA	State, Local or Other	Percentage of State/Local Match
Total Part C			
Block Support	\$50,000	\$5,556	10%

PROGRAM C-3: Improvement and Expansion of Juvenile Court Services, Diversion and Disposition Alternatives

Relationship to Problem Analysis:

Although more than half of the juveniles taken into custody by police never penetrate any further into the juvenile justice system, the number of complaints referred to court continues to rise. Total complaints filed yearly against juveniles has steadily increased during the last decade from 30,000 to 80,000. As more juveniles enter the justice system, each component becomes overloaded. It is necessary to ensure that system intervention is limited only to juveniles who require the services available in the system. Those who can be successfully handled at the community level should be diverted from the juvenile justice process, thereby reserving the already limited resources of the system for those who truly require them.

Many of the cases that are referred to court do not require formal court intervention and can be more appropriately disposed of through informal adjustments or other alternatives to system processing. To facilitate the diversion of cases from the court in a systematic fashion, an intake unit model was designed and implemented in 1972. With State Law Enforcement Planning Agency assistance, juvenile and domestic relations court intake services have since been established in most jurisdictions and will be operational in all counties by 1979. Through the establishment of court intake services, diversion efforts have been established as an official preliminary step in the juvenile justice process.

Pre-adjudicatory alternatives to continued system penetration are essential to provide additional methods of dealing with problem youth. However, in order to divert as many juvenile offenders as possible from further justice system involvement, there must be an adequate number of community level services and

programs available as referral resources for the court.

There is a need for more dispositional options as well as alternative diversionary intervention strategies for juveniles coming to the attention of the court. Conditional sanctions to include a series of alternative services and programs are needed to deter future misconduct. The Governor's Adult and Juvenile Justice Advisory Committee recommends that disposition techniques such as restitution, day custody and community service should be instituted to meet more closely the needs of certain juveniles that come to the attention of the court.

Since the actions and decisions of the court affect all aspects of the juvenile system, improvements in the court process will have wide-ranging benefit. There is a need for additional services to improve the capability of the juvenile court, to make it more efficient, more attuned to the needs of its clients and better able to serve the ends of justice. The statistical resources and case tracking capabilities of the court must also be improved in order to provide greater system accountability, uniformity and standardization. An improved system of information management would identify critical areas, facilitate planning and research, and help ensure that the needs of juveniles processed through the system are met.

The needs of victims and witnesses involved in the juvenile court process are frequently overlooked. There is a need to make court processes more attuned to the needs and scheduling requirements of juvenile court victims and witnesses.

Objectives:

To complete the establishment of juvenile court

intake service units in each of the 21 counties, thereby creating a statewide network of juvenile and domestic relations court intake services capable of screening a projected 120,000 complaints filed annually against juveniles alleged to be delinquent or in need of supervision.

To prevent inappropriate referral to juvenile court of complaints more properly disposed through referral to social, medical, welfare, educational, mental health or family counseling agencies.

To continue to reduce the proportion of complaints adjudicated by the court through intake screening and diversion by means of an intake conference or referral to a juvenile conference committee.

To increase significantly the amount of court time available for the serious juvenile offender.

To reduce the unwarranted and unnecessary detention and shelter care of juveniles through the review, approval and monitoring of all detention and shelter admissions by the court intake service and through strict adherence to statutory requirements regulating such custody.

To commence the planning and development process for a computerized comprehensive, uniform, reliable and timely juvenile court management information system.

To identify information needs and user requirements necessary for the development of a computerized comprehensive juvenile court management information system.

To increase diversion and disposition options available to the court through the establishment of innovative community level programs such as restitution or community service projects which more closely meet the needs of certain juveniles who come to the attention of the court.

To promote the development of specialized services to improve the efficiency and effectiveness of the juvenile court.

To accommodate the needs, scheduling and information requirements of victims and witnesses participating in the juvenile court process.

General Strategy for Implementation:

Funds in this program area will be used to complete the establishment of a statewide network of juvenile court intake units, provide for improved juvenile court services and management information capabilities, provide advocacy for juvenile delinquency victims and increase the diversion and disposition options available to the court for juvenile offenders requiring community-level assistance in lieu of court adjudication and/or disposition.

Intake services in New Jersey are under the direct supervision of the juvenile and domestic relations court judges and are coordinated statewide through the Administrative Office of the Courts. Minimum standards for the operation of juvenile and domestic relations court intake services have been promulgated by the New Jersey Supreme Court, effective September 1978.

State Law Enforcement Planning Agency funds are used to assist counties in meeting only those standards relating to juvenile complaints. Grants for juvenile intake services are limited to three years. Supreme Court requirements for intake services relating to domestic relations complaints are to be met through other resources. It is anticipated that the orderly and uniform development of juvenile and domestic relations court intake services operating in each county will assist the Supreme Court in the development of a family court, as a component of a unified and state funded judicial system. The establishment of intake services as well as a family court jurisdiction is consistent with standards and goals recommended by the Governor's Adult and Juvenile Justice Advisory Committee.

Funding for intake services in 1979 will be available only to those counties requiring a final year of funding to complete the cycle of cost assumption. Applications for funding are required to be in compliance with the minimum standards promulgated by the New Jersey Supreme Court in the Operations and Procedures Manual for Juvenile and Domestic Relations Court Intake Services.

Funds will also be available to expand disposition and diversion options available to the court through the establishment of innovative, community-level programs which more closely meet the needs of juvenile offenders, their victims and the community. Projects which divert juveniles from an adjudicatory hearing before a juvenile court judge or which provide the court with an alternative to or operate in conjunction with traditional dispositions such as probation or correctional commitment could be considered for possible funding. Two types of diversion/disposition alternatives that have received recent attention are projects involving restitution and community services.

Expanded disposition options and diversionary techniques such as restitution and community service projects could serve several purposes. They can minimize system costs, benefit the community and help the juvenile offender develop greater responsibility for individual actions. Such programs can help assure greater accountability on the part of juveniles toward their victims and communities, reinforce positive attitudes and instill an understanding of community values.

Diversory referrals to restitution or community service programs should be provided through court intake, either in conjunction with recommendations made during a pre-judicial conference or as a result of a juvenile conference committee recommendation. Referrals to restitution or community service programs made as a court disposition or as a condition of another disposition such as probation should be administered and supervised by the court. Such programs should make provision for due process safeguards and ensure that the participation of juveniles diverted from the court is strictly voluntary.

Funds will also be available to make court procedures and processes more attuned to the needs of victims and witnesses who are participants in the process. Services could include assisting such persons in gaining information about cases in which they are involved and efforts to reduce waiting time and improve case scheduling.

Services which improve the efficiency and effectiveness of the juvenile court process to include information management systems will also be considered for funding under this program area.

Funding for intake units will be limited to three years. A maximum of three years' funding will be available for other juvenile court improvement projects.

Subgrant Data:

Funds will be available to up to five counties needing an additional year of continuation funding to complete the assumption of cost for intake services. Final grants will range from \$10,000 to \$20,000.

Funds will also be available to continue or initiate six programs involving expanded disposition options or diversory techniques. Grants will range from \$20,000 to \$100,000.

Grants ranging from \$10,000 to \$30,000 will be available to establish up to three programs improving juvenile court victim/witness advocacy.

Funds will also be available on a limited basis to undertake the development of a juvenile court management information system.

Budget:

	LEAA	State Local or Other	Percentage of State/Local Match
Total Part C			
Block Support	\$400,000	\$44,445	10%

PROGRAM C-4: Municipal Court Management and Improvement Program

Relationship to Problem Analysis:

For the average citizen, courtroom procedures can represent the most dramatic aspect of the criminal justice system. Within the criminal justice system, the criminal courts are responsible for a swift determination of the guilt or innocence of those persons brought before them. The courts are also charged with the sentencing of guilty offenders to insure their rehabilitation and to deter others from committing crimes. Upon the courts lies the burden of protecting the rights of the offender and of society.

In New Jersey, most criminal complaints enter the court system through the 527 municipal courts in the State. In New Jersey, the municipal courts handle the largest number of cases. They are the courts in which the average citizen has his most frequent contact; and, in most instances, the municipal courts may be the only contact with the judiciary for a citizen during his or her entire lifetime.

Despite the great volume of cases processed through municipal courts and the high visibility of these courts to the public, many municipal courts experience serious problems. They are often understaffed, lack sufficient court administration, are in-

adequately housed and function without sufficient hardware or equipment to handle their caseloads properly and professionally.

Projects funded in this area will concentrate on professional court administrators and municipal court field representatives who will provide additional management and administrative capabilities, technical assistance and training development.

Objectives:

To provide professional court administration within two municipal courts, thereby improving case flow and reducing delay.

To provide two jurisdictions with the services of a municipal court field representative to coordinate municipal court activities.

General Strategy for Implementation:

SLEPA will continue to support municipal court administrator positions in high volume courts. Where workloads warrant these positions, valuable bench time can be conserved by providing full-time administrators to handle the non-legal business of

the courts. Many of these overworked courts have not had the opportunity to develop sound management systems. Special emphasis will be given to those jurisdictions where administrative services may be shared.

A new initiative within this Plan will be the creation of the position of municipal court field representative. This individual would be responsible to the Assignment Judge and Trial Court Administrator, and his jurisdiction would be vicinage-wide. The responsibilities of this position would be to implement AOC policy relevant to municipal courts, to provide needed technical assistance, to perform regular site visitations and to provide special assistance in the areas of management and administration. This individual would ensure that all municipal court personnel within the jurisdiction are appropriately trained. The municipal court field representative will report his findings and activities to the Trial Court Administrator on a regular basis. These reports will also be made available to the AOC Municipal Court Unit.

Improvements in case handling in the larger mu-

nicipalities may depend on the upgrading of equipment. Justification may be made for the introduction of innovative technological resources in such areas as records retrieval to meet municipal court requirements.

Subgrant Data:

Grants, up to \$25,000, will be made available to continue existing court administrator positions through a second (final) year of funding.

Grants, up to \$25,000, will be made available to establish two municipal court field representative positions. Two years of funding would be anticipated for these projects.

Carryover funds (1978) may be available to implement one equipment grant.

Budget:

LEAA	Other	State Local or Match	Percentage of State/Local
Total Part C			
Block Support	\$96,800	\$10,756	10%

PROGRAM C-5: Improvement of Services to Victims of Domestic Violence

Relationship to Problem Analysis:

Domestic violence is a problem for both law enforcement and social service agencies. Few of the many incidents of spouse battering, family fights or child abuse result in either arrest or prosecution. The common response of law enforcement is to control the immediate crisis without arrest. Most communities are unable to provide for the needs of the victims who are found to return to the same situation that precipitated the abuse. More shelters for temporary housing of the victims are needed and effective service programs to change the abusive conditions must be provided.

Objectives:

To assist in the establishment of four shelters for victims of domestic violence.

To provide, in three counties, for the development of supportive components needed to complete a service network to assist victims of domestic violence.

General Strategy for Implementation:

Violence between members of the same household has traditionally been under-reported because of fear, embarrassment, lack of reasonable alternatives and community acceptance of some intra-

family violence. Specific data are often not available. However, the few responsible estimates that have been made in recent years indicate that the incidence of domestic violence is substantial and that the burden to the criminal justice system in terms of police, courts and corrections activity is also quite substantial. The societal reaction to this problem to date has been limited and the needs of many of these troubled citizens have gone unmet. Spousal abuse and child abuse are often interrelated and become a part of a family's pathology from one generation to the next. Intervention in this cycle of violence is a clear need. Although the solution to the problem must come from many quarters, the criminal justice system has the same basic responsibility to protect victims of family violence as it does to protect citizens from crime between strangers. SLEPA funded the development of a battered women's shelter in Mercer County to serve as a model to a developing Division of Youth and Family Services-supported network of shelters. At this time, SLEPA seeks to assist in the establishment of additional shelters within the state.

SLEPA funds, in conjunction with funds from other sources (such as Title XX, ACTION, CETA, private sources, etc.) will be provided for the development of a State and community-wide, coordinated approach to the establishment of shelters involving as

many relevant public and private agencies as possible.

The strategy for combatting intra-family crimes will also include SLEPA support for such local projects as coordination of volunteer networks, community services for victims, coordination of training for criminal justice personnel in the handling of domestic violence and the establishment of cooperative criminal justice initiatives between local and State agencies (such as the Public Advocate, Department of Human Services, and the Department of Community Affairs, Division on Women).

Subgrant Data:

Four county or regional projects will receive up to

\$25,000 in local level funds to combine with funds from other sources, in order to develop and operate centers for victims of domestic violence.

Three county or regional projects will receive between \$15,000 and \$20,000 in local level funds to provide for the improvement of services to victims of intra-family crimes.

Budget:

	LEAA	State, Local or Other	Percentage of State/Local Match
Total Part C			
Block Support	\$146,200	\$16,245	10%

PROGRAM C-6: Pre-Trial Service Programs

Relationship to Problem Analysis:

During the past several years, projects have been implemented under this program area to divert certain individuals from the formal criminal justice process when alternative programs for these individuals were believed to be more beneficial. Pre-trial intervention projects now operate throughout the State. There continues to be some lack of uniformity, however, in other pre-trial service and processing areas.

The 1979 Plan reflects the final funding of pre-trial intervention projects and the refocusing of the program to fully address such concepts as mandatory restitution and the implementation of bail reform projects under the recently developed State Administrative Office of the Courts guidelines and procedures for bail.

Objectives:

To provide final continuation funding for four pre-trial intervention projects.

To offer effective, constructive rehabilitative alternatives to incarceration and formal probation to 950 motivated offenders at the earliest stage of the criminal justice process.

To assist in the relief of presently overburdened criminal court calendars in order to focus expenditures of criminal justice resources on matters involving serious criminality and severe correctional problems.

To initiate one county pre-trial intervention restitution program for 250 defendants.

To initiate two bail reform projects which will assist approximately 2,500 defendants.

General Strategy for Implementation:

All applications under this program area must contain endorsements by the Administrative Office of the Courts and the assignment judge(s) of the jurisdiction serviced by the grant. Pre-trial intervention (R 3:28) application and proposals containing restitution components must include the prosecutor's endorsement. The expanded bail projects should include endorsement by the probation department and/or trial court administrator.

In addition to the normal project statistical reporting on objectives and activities, it is important that program developers create appropriate data gathering mechanisms to collect the following:

- a. Follow-up data on dismissed clients for a period of one year following successful program completion (e.g., employment status, non-reversion to substance abuse, etc.)
- b. Rearrest and conviction data for dismissed clients for a period of three years following dismissal (to be gathered in conjunction with the Administrative Office of the Courts Pre-trial Registry project).
- c. Information consistent with evaluation requirements of the Administrative Office of the Courts and to include a summary of such information in quarterly and final narrative reporting to SLEPA.

Subgrant Data:

The 1979 Plan will provide final continuation funding for four projects under the pre-trial intervention program. \$118,000 is the total amount allocated for this purpose.

The remaining monies, \$175,000 are made avail-

able for funding one pilot restitution project and two bail reform projects.

Any application considered for funding under this program area will be subject to programmatic and/or fiscal modifications that may be deemed necessary to ensure conformance to Administrative Office of the Courts rules and guidelines.

Budget:

	LEAA	State, Local or Other	Percentage of State/Local Match
Total Part C			
Block Support	\$293,000	\$32,556	10%

PROGRAM C-7: Improvement of Dentention and Shelter Care Practices

Relationship to Problem Analysis:

Juvenile detention and shelter facilities, by law, are for the temporary care of juveniles pending court disposition. Detention facilities are legislatively responsible for the temporary holding of juveniles awaiting court action on a delinquent offense, while shelter facilities are primarily for juveniles who are awaiting a hearing for a status offense, such as truancy, incorrigibility or running away. Shelters are also used for the temporary care of juveniles charged with minor delinquency offenses.

Responsibility for the evaluation and monitoring of detention facilities lies with the Department of Corrections. For shelter facilities this responsibility lies with the Department of Human Services. Evaluation of detention and shelter facilities consists primarily of a physical inspection of the facilities' buildings and grounds and also of an examination of the educational, recreational and social service programs which are offered to juveniles within these facilities.

A number of difficulties exist within juvenile detention centers and shelters. These difficulties include the inappropriate holding of children awaiting residential placement, the lack of availability of educational, social service and other programming, and variation in the quality of such programming. Studies on the status of juveniles placed in these facilities show that a significant number of juveniles are not awaiting court adjudication or dispositional hearing, but rather are awaiting placement in a residential facility. Lengths of stay in these temporary facilities may range from a few days to several months.

Until quite recently not all detention facilities had education programs. There is still a substantial gap, in some instances, between the education which would be available in public school and what a child can receive in a detention or shelter care facility. The Department of Human Services has compiled a Manual of Standards for shelter care and one for detention practices is currently being printed. Other than these efforts, there is little else to insure uniformity and quality of programming within the facil-

ities. Disparity among facilities extends to recreation, social services and disciplinary measures as well. Critical problems have existed in centers ranging from a dilapidated physical plant to the lack of an education program to severe overcrowding. With the implementation of new detention and shelter standards and with funds provided through this program area by the State Law Enforcement Planning Agency, it is anticipated that the quality and availability of services within detention and shelter facilities will continue to be improved.

Objectives:

To increase the range of existing educational, recreational, volunteer and social service projects within county detention and shelter care facilities that serve a potential annual population of approximately 20,000 juveniles.

To increase to 17 the number of detention facilities where activities have been developed and expanded through assistance from this program area.

To increase to 15 the number of shelter care facilities where programming has been improved through assistance from this program area.

To assist detention and shelter facilities to meet state standards of operation and administration.

General Strategy for Implementation:

Funds will be available for detention and shelter care although programming may differ slightly for each. The funding of shelter care and detention activities will be coordinated with the Departments of Human Services and Corrections which are responsible for the evaluation of the physical and programmatic aspects of these facilities in accordance with standards promulgated by the Departments.

Emphasis will be placed on funding projects in both shelter and detention facilities which enrich educational, recreational, volunteer and social services programs. Because of the greater measure of freedom that a juvenile has in a shelter, the range of activities is wider. There may be more outside com-

munity involvement and, therefore, there is a likelihood of a larger volunteer services component in shelter programming. All programming should be supportive but should not have long-term rehabilitation as its goal. There should be emphasis on maintaining the short-term nature of the holding. Project objectives should include efforts to bring about the prompt discharge of juveniles to permanent situations.

Experience with education projects in detention and shelter facilities indicates that programs which transcend a traditional academic approach and which utilize an "affective" learning process appear to be an appropriate teaching method in a temporary holding facility. These projects could be based on the child's experiences and should be designed to promote a positive self image.

Social workers may be hired to provide services to juveniles to help them adjust to their situations within the shelter and detention facilities as well as to act as liaisons between the centers and other agencies such as the court and the Division of Youth and Family Services. They or other staff may also be involved in the development of volunteer participation in the centers, to provide additional activities within the facilities as well as to coordinate programming within the community. Volunteers may be utilized especially to provide tutoring assistance to juveniles held in shelter facilities since many attend public schools. Surveys taken of juveniles in both detention and shelter facilities showed poor achievement in school and a high incidence of truancy to be common.

Funds will be available to help provide programming to conform to standards established for detention and shelter care facilities by the Departments of

Corrections and Human Services. Grants to enhance detention and shelter programs are continued generally on a yearly basis for a period of three years as long as they demonstrate their effectiveness and continue to fill a need within the facilities. It is anticipated that after the demonstration period counties will assume all project costs. Continued funding is based on the year-to-year availability of funds.

Assistance in developing projects will be provided by State Law Enforcement Planning Agency program analysts who have worked with similar activities, personnel from already existing projects as well as staff from the Departments of Corrections and Human Services.

Subgrant Data:

Monies will be available to continue second and third year funding for up to seven county detention and shelter care projects and to begin up to four new projects.

Grant funds for the enrichment of detention programming will be available in amounts up to approximately \$30,000.

Grants to shelter care facilities will primarily provide staff support for educational and social service activities and will not exceed \$20,000.

Budget:

LEAA	Other	State Local or Match	Percentage of State/Local
Part C			
Block Support	\$200,000	\$22,223	10%

PROGRAM C-8: Prosecutor's Office Management Improvement

Relationship to Problem Analysis:

Along with the increase in crime, the workload within prosecutors' offices has increased substantially in recent years and some of the offices have insufficient resources to cope with this situation. There has also been increasing public concern for the expeditious processing of criminal cases, while the courts have stressed the need for prosecutors to preserve accuracy and completeness in each case. One management strategy for effective use of limited resources is to give priority to serious charges against those who habitually commit dangerous and violent crimes. Specialized units are necessary to determine cases which should receive high priority for prosecution and to assume major responsibility for evidence collection and the preparation of cases. Management functions should also be expanded by

improving record retrieval systems to provide prosecutors with a more thorough data analysis capability. Another area which should receive attention is the identification of staff training needs to promote better office efficiency and productivity.

Objectives:

To coordinate prosecutorial efforts to identify and prosecute the offender who habitually commits violent crimes by continuing or establishing career criminal units in three counties.

To reduce pre-trial, trial and sentencing delays by 10% in those counties served by career criminal units.

To reduce the number of dismissals for reasons other than the merits of the case, where career

criminal units are operational.

To demonstrate that serious crimes may be reduced in a jurisdiction by more effective interruption of the habitual criminals' careers.

To enhance existing county data systems to provide prosecutors with more timely and effective management information through the implementation of the statewide PROMIS system.

General Strategy for Implementation:

County "Career Criminal Prosecution Units" to identify and prosecute dangerous repeat offenders will be continued. These units attempt to reduce the number of violent crimes in a given jurisdiction by concentrating on the prosecution of individuals with the propensity for committing murder, rape, arson, armed robbery, serious assault and other "fear producing" crimes. The Institute for Law and Social Research (INSLAW), a non-profit, LEAA-supported research corporation, has developed data in several jurisdictions indicating that a disproportionate amount of serious crime is committed by relatively few "career criminals". Prosecutors may, therefore, be justified in focusing resources on the prosecution of recidivists.

It is anticipated that a significant reduction will be made in serious, assaultive crimes by refining the identification process and by expediting the prosecution process. These units will consist of experienced assistant prosecutors who will concentrate on cases where the alleged offender meets certain criteria such as a past history of serious crimes, more than one open charge, resistiveness to past rehabilitation efforts, etc.

Career criminal units improve evidence collection, case preparation and the prioritizing of cases. These units also establish guidelines to reduce the incidence of delays to ensure "speedy trials". The prosecutors assigned to career criminal cases are involved in a case from the screening process through to sentencing.

In earlier Plans, the management problems of county prosecutors were addressed with office man-

ager projects and case evaluator/screener projects. Prosecutors throughout the State have identified the lack of management information retrieval as an obstacle in improving the management function. In several jurisdictions, it may be possible to enhance existing automated information systems to provide prosecutors with needed data programs. A statewide project to develop present systems to make them more responsive to the prosecutors' needs will be supported. Additional information management tools will give these prosecutors an opportunity to give priority attention to serious cases, to have access to more refined case status information, to develop more appropriate statistical reports and to identify delay points, crime trends and problem areas. Time lags may be reduced and training needs identified; needed procedural changes may also become apparent.

Technical assistance for these projects will be provided by the Prosecutors Supervisory Section, New Jersey Department of Law and Public Safety.

Subgrant Data:

Two counties will receive final (second year) support for career criminal projects, ranging in size from \$50,000 to \$60,000. One new project will be funded. (Selection for the site of this project will be made on the basis of a mix of such factors as crime rates, population, number of recidivists and the mechanism for identifying career criminals.)

A total of \$170,000 will be used to match the statewide PROMIS grant funded by LEAA to upgrade the information systems in county prosecutors' offices.

The Prosecutors Supervisory Section of the Division of Criminal Justice will assist in the selection of participating counties for these projects.

Budget :

	LEAA	State, Local or Other	Percentage of State/Local Match
Total Part C			
Block Support	\$381,000	\$42,334	10%

PROGRAM C-9: Utilization of Technological Resources Within the State Court System

Relationship to Problem Analysis:

Delay in the processing of criminal cases is certainly one of the more serious law enforcement problems today. Some of the principal causes of delay are the lack of manpower, funds and modern management tools to handle the crushing volume of

cases. One such management tool is a central source to which courts, prosecution, probation and defense can turn for reliable information upon which to base administrative decisions to improve case processing.

In the opinion of the Administrative Office of the

Courts, more "hard case data" is needed, if specific causes of delay are to be identified and eliminated. The Judicial Management Information System needs to be expanded to include all courts in the State, so that the ultimate goal of unification can be achieved administratively as well as jurisdictionally. Recognizing this need, the Judicial Management Information System is in the process of developing a network of computerized data systems which will allow a more swift and accurate tracking of the progress of cases.

Objectives:

To generate data required for the development of comprehensive, uniform, reliable and timely statistics, planning and research data and court administrative and management information on a statewide basis.

To interface the Statewide Judicial Information System with county projects.

To continue to develop a Probation Management Information System to assist the Judiciary in standardizing probation procedures with resulting improvements in probation services to clients.

To develop a computer-aided transcription service for the courts.

General Strategy for Implementation:

The Administrative Office of the Courts will continue the development of a Probation Management Information System (PMIS). This system generates reports on caseload information for all sections of the probation system, including personnel reports, in addition to statistical and analytical reports. PMIS develops information accounting for individuals sentenced and placed on probation, the demographic characteristics of probationers (in anticipation of developing a classification system), as well as sentencing trends. The system contains information about probation officer skills, caseload size and types of caseloads. The project develops predictive data to assist in determining the type of supervision needed. Attempts are made to cross-tabulate recidivism with probationer characteristics. Supervisional classification methods will be improved leading to the development of a sophisticated, weighted caseload system. Relevant juvenile intake data and pre-trial intervention data is collected and interpreted. The system provides the Administrative Office of the Courts with information needed for

comparison, analysis and planning. The case-oriented PMIS component of the project will be expanded to additional counties.

In an effort to maximize the utilization of limited judicial resources, the Administrative Office of the Courts continues to develop a State level Judicial Management Information System. Although the original JMIS and the modular systems already developed will be assumed with State resources, there is a need to expand to include all courts in the State as funds become available. Such an expansion of data availability will further the Judiciary's goal of unification. There is a continuing need to provide coordination and supervision of the county systems. Inasmuch as local and State court administrators are dependent upon the availability of reliable and timely data, the continued development of information systems is a primary concern of the Administrative Office of the Courts.

Upon completion of a report by the National Center for State Courts, the Administrative Office of the Courts began development of a computer-aided transcription project. The State Law Enforcement Planning Agency will support the further implementation of this activity in additional counties. The present cost of transcription is in excess of \$5 million; the cost in terms of delay is also considerable. The prompt preparation of accurate transcripts is a prerequisite to any substantial backlog reduction.

If possible, funds will be made available to continue the support of an automated legal research system.

Subgrant Data:

Funds in 1979 will be combined with funds allocated in the 1978 Plan to continue ongoing projects.

A total of \$135,000 will be made available to the Administrative Office of the Courts to continue the Judicial Management Information System, the Probation Management Information System and a computer-aided transcription project.

Budget:

LEAA	State, Local or Other	Percentage of State/Local Match
Total Part C		
Block Support \$135,000	\$15,000	10%

PROGRAM C-10: Office of the Public Advocate Activities

Relationship to Problem Analysis:

Case assignments for the Office of the Public

Defender have continued to increase. The case backlog is approximately nine months at the trial court level and 11 months at the appellate court

level. To combat this problem, the Agency has awarded funds to increase the staff of the Office of the Public Defender, but because of an increasing demand for services, efforts must be continued if the backlog is to be eventually reduced to a satisfactory level.

In addition to indigent defense, the Department of the Public Advocate has responsibilities with respect to several other criminal justice agencies. These responsibilities involve research and recommendations on a variety of procedural and policy matters. Special support staff with the Public Advocate's Office is needed for resolving these types of issues. As a specific example, the processing of juveniles through the criminal justice system has received considerable scrutiny and has undergone significant change in recent years. The Public Advocate needs adequate resources to examine the impact of changed procedures and to provide child advocacy when appropriate.

Objectives:

To continue a comprehensive child advocacy project within the Office of the Public Advocate to promote new court rules, legislative enactments, executive directives and procedural changes where necessary.

To provide a comprehensive plan for child advocacy within the Office of the Public Defender.

To promote child advocacy in the State by participating in 50 investigations annually.

To aid the Public Defender Trial Regions and Appellate Section in the identification and resolution of major, unusual and/or complex legal issues.

To centralize the function of providing assistance and advice to other criminal justice agencies in policy planning.

General Strategy for Implementation:

The child advocacy project staff, comprised of attorneys and field representatives, will be continued. As problems arise within the New Jersey juvenile justice system, thorough investigations are made by the child advocacy unit. If necessary, corrective administrative action is recommended. When possible, reforms are effected by negotiation in preference to direct legal action; however, the project institutes suit if negotiation fails. The staff conducts approximately 50 investigations annually

into such areas as improper incarceration, confidentiality of juvenile court records and provision of proper facilities and programs.

Most recently, the child advocacy unit has been involved in questioning inter-institutional transfer procedures, escapes from JINS shelters, incarceration of retarded youngsters and the appropriate care of juvenile sex offenders. The project continues to report a pattern of substantial success in resolving juvenile justice problems at both the local and State level.

The Office of the Public Defender will also continue a special projects unit. This team, consisting of attorneys, was originally funded by SLEPA in response to a need identified by the Public Defender to centralize its research function and to assist other sections of the Office of the Public Defender in identifying and resolving major legal issues.

Initially, project staff filed briefs and participated in oral arguments in cases concerning the admission of polygraph evidence, the constitutionality of procedures for the implementation of pre-trial intervention programs and questions relevant to the issue of self-defense or provocation in murder cases. Later, the unit involved itself in issues such as the parole approval/denial procedure, the pre-trial intervention intake procedure, parole guidelines, the constitutionality of sentencing guidelines and whether the defense is obliged to reveal results of scientific tests by defense experts when these tests are not intended for use at trial.

In addition to involvement in specific cases, the staff serves as a resource to the trial and appellate sections of the Public Defender staff. The special projects unit also conducts policy related research to assist other criminal justice agencies.

Subgrant Data:

The child advocacy project and the special projects unit will be continued with 1979 funds.

The Office of the Public Advocate will be the sole applicant.

Budget:

	LEAA	State, Local or Other	Percentage of State/Local Match
Total Part C			
Block Support	\$168,855	\$18,762	10%

PROGRAM C-11: Continued Support of Statewide Court Activities

Relationship to Problem Analysis:

The following statewide court activities have been

identified as problem areas in need of improved techniques and resources.

- Deteriorating physical facilities that can no longer accommodate the growing number of judicial personnel and courtroom activity.

- Uncertainty and disparity in sentencing offenders which may cause both the public and the offender to lose confidence in a criminal justice system which does not deliver even-handed justice.

- The lack of a central appellate bank where the precedents set by the disposition of previous appeals could be used by judges in dealing with the ever increasing number of appeals.

- The need to analyze and compare the ABA Criminal Justice Standards, the NAC Criminal Justice Standards and Goals, and New Jersey law in order to keep the Judiciary abreast of new rules and procedures.

- The need for trial judges to remain knowledgeable about the substantive law of their jurisdiction and of courtroom procedure and technique.

- The ongoing need for judicial information services to promote public understanding of court policy and problems.

Objectives:

To continue to support a statewide review of court facilities and to produce guidelines for the design of new court facilities.

To continue a State level project to improve the sentencing process by establishing more realistic sentencing criteria/guidelines.

To develop a Centralized Appellate Research Bank, which will assist the Appellate Division in reducing the current backlog.

To update Standards and Goals applicable to the Judiciary.

To begin preparation of a Superior Court Benchbook.

To continue to provide the Judiciary with a Judicial Information Service to engender greater community support and understanding of the judicial branch of government.

General Strategy for Implementation:

The Administrative Office of the Courts will expand the current sentence disparity project. In an effort to deal with the problems of vastly disparate sentences, the Administrative Office of the Courts has developed a program to provide assistance to judges for sentencing decisions utilizing computer technology to weigh several hundred variables and their relevance to sentencing decisions. The Administrative Office of the Courts is planning an expansion

of the project to provide similar assistance to judges making these decisions at the juvenile court level and possibly the municipal court level. The Administrative Office of the Courts is preparing for guideline changes which may come about should a Model Penal Code be enacted. Other important measurements the project staff is preparing to develop include the impact of sentencing or rehabilitation, sentencing decisions as they related to recidivism and hopefully, a design to measure general deterrence.

A judicial facilities project will be continued within the Administrative Office of the Courts to assist in the establishment of guidelines for courtroom facility planning and design. A survey of all judicial facilities within the State will be completed and recommendations made for the upgrading of present facilities. Standards for new facilities will be developed.

A centralized judicial information services project will be continued within the Administrative Office of the Courts as a source of reliable data about the Judiciary to various components of the criminal justice system, the Bar and the public. Staff will serve as the coordinator to the Supreme Court Committee on Relations with the media. A daily comprehensive news summary will continue. A variety of reports, handbooks and other publications are prepared to advance the work of the Judiciary.

Very few of the thousands of cases decided annually by the Appellate Division are published or distributed throughout the Appellate Division. Memos prepared by research attorneys, law clerks and the individual judges are rarely seen outside of the Appellate part for which they were prepared. Similarly, legal memoranda prepared for the Supreme Court and Trial Courts are not utilized by other portions of the Judiciary. This very valuable material would be collected, excerpted and distributed with the implementation of a Centralized Appellate Research Bank thereby reducing the time searching for relevant precedent. Implementation of such a research resource will encourage doctrinal consistency in Appellate Division decisions.

As funds become available, the Administrative Office of the Courts will prepare a Standards and Goals update to take into account new rules and procedures. The Administrative Office of the Courts will also begin the compilation of a Superior Court Benchbook.

Subgrant Data:

The Administrative Office of the Courts will be the sole applicant and will receive 1978 funds to continue the following projects:

- A grant of \$75,000 will continue support for the judicial facilities project.

- An additional year of funding will be made available to expand the sentence disparity project. Up to \$65,000 will be allocated for this purpose.

- The office of judicial information services will be continued with \$45,000.

- The Centralized Appellate Research Bank will be implemented with \$75,000.

- \$18,000 will be available for a Standards and

Goals update and for the compilation of a Superior Court Benchbook.

Budget:

	LEAA	State, Local or Other	Percentage of State/Local Match
Total Part C			
Block Support	\$278,000	\$30,889	10%

PROGRAM C-12: Support of County-Wide Family and Neighborhood Dispute Settlement Centers

Relationship to Problem Analysis:

Within New Jersey, the greatest volume of complaints are processed through the municipal courts. In the past 27 years the total work of the municipal courts has increased over 600 percent from 559,497 cases in 1950 to the present total of nearly four million. A substantial number of cases can be diverted from the formal court calendar through the use of family and neighborhood dispute settlement centers which can provide a way for those individuals involved in disputes to reach a resolution without the necessity for a formal court hearing.

Objectives:

To improve municipal court efficiency by screening out minor disputes informally and voluntarily; two regionalized family and neighborhood dispute settlement centers will be established for this purpose.

To increase the level of services to disputants who may profit more by mediation and arbitration than the traditional court process; as many as two thousand cases will be resolved informally.

General Strategy for Implementation:

SLEPA has supported the establishment of family and neighborhood dispute settlement centers within high volume municipal courts. These centers provide an alternative to a formal municipal court proceeding. In addition to diverting a substantial number of cases from the formal calendar, these units provide a way for those involved in disputes to achieve a resolution without the necessity of incurring official sanctions. The centers strive to prevent a certain amount of crime, by providing a settlement resource. In some instances, the resolution of a minor irritation may deter possible criminal activity. A further advantage of these units is that by diverting relatively minor matters from the court, more attention can be concentrated on serious criminal complaints. Experience has shown that these teams are cost effective in that they conserve valuable bench

time. Experience has also shown that these projects are most effective when regionalized. Administration overhead can be shared and a high degree of professionalism of services maintained by locating these projects within county probation departments. Several courts can be serviced in this manner, with more consistency in case handling.

Cases are screened in these units, by project staff, usually with the cooperation of municipal court clerks. If the case can be processed informally, (according to pre-established guidelines), the individual bringing the matter to the attention of the court is given the option of making a formal complaint or taking advantage of the services of the project. If the latter option is exercised, a convenient hearing date is set. Most hearings are held in the evening hours, and often bilingual hearing officers are available. During the hearing, which is conducted by a trained counselor, the nature and cause of the dispute are discussed in an effort to develop a solution. In some cases, crisis counseling suffices; in other instances, referrals are made to appropriate community agencies. If it appears that the matter cannot be solved by the hearing center, the case is referred to the municipal court. Information obtained at unsuccessful hearings is not made part of the record at the time of subsequent court hearing.

Initial assessments of these projects confirm their value as an additional court resource.

Subgrant Data:

Funds, up to \$40,000, will be made available to implement two county-wide family and neighborhood dispute settlement centers within Probation Departments.

Budget:

	LEAA	State, Local or Other	Percentage of State/Local Match
Total Part C			
Block Support	\$78,300	\$8,700	10%

D. INSTITUTIONAL AND NON-INSTITUTIONAL REHABILITATION

PROGRAM D-1: Jail Programs

Relationship to Problem Analysis:

The need for knowledgeable and effective decision-making continues the program emphasis for developing a management oriented classification program in each of the State's county jails and local correctional facilities. The purpose of the 1979 Plan will be to continue the development of correctional service delivery systems having the capacity to meet the needs of inmates through improved administration and management of the jail program.

It is estimated that jail programs funded by SLEPA will contain effective classification systems, social service units to assist inmates, psychological evaluation and treatment capabilities and a formal mechanism designed to provide an ongoing assessment of inmate needs and evaluation of programs.

Objectives:

To continue three jail treatment and classification projects.

To fund three new jail projects.

To provide classification and social assistance services for 14,000 incarcerated defendants and inmates under this Plan.

To maintain the number of pre- and post-release referrals to community service agencies at approximately 6,000 and to continue a follow-up survey on the progress of these referrals at three months after the referral is made.

General Strategy for Implementation:

Applicants are advised that the following elements are considered essential to a jail program. Applications should include a narrative (statistical when appropriate) description of existing program elements as well as a needs assessment for those elements contained in the application:

1. Expansion of the inmate classification system to provide a realistic decision-making resource for effective jail management. To accomplish this goal, the following needs must be met:
 - a. Data, to update case records, must be gathered from external sources and from such internal reports developed from interviews, tes-

ting and client follow-up information.

- b. A method of realistically assessing needs of the offender in terms of risk, psychological treatment, vocational and academic education and social adjustment must be developed. Such a decision-making structure may be composed of a committee, team or unit but must be provided with procedures for balancing decisions relating to programming, custody, personal security and resource allocations of the institutions.
 - c. Decisions must be consistent with individual dignity and based on objective judgments. The offender should be provided maximum involvement in determining the nature and direction of the programmatic decisions provided and a mechanism to appeal such decisions.
2. A basic staff orientation and training program should encompass judicial decision-makers, staff of community support programs, institutional staff and the offenders—both detained and committed. Opportunity for staffing should be provided for experienced correctional personnel with advanced academic credentials to fill correctional counselor positions.
3. A bank of service delivery programs consisting of internally developed programs when necessary and referrals to community service delivery agencies whenever possible should be established. Such programs must provide greater emphasis on involvement of the female offender both within the institution and in the pre-release work/study/family care approaches. Applications must contain documentation describing agreements reached with service agencies and types of services available and procedures for client follow-up.
4. Each application must contain, as comprehensively as possible, a data survey and analysis of present offender population trends, the correctional alternatives to incarceration available and projections for the use of such alternatives based on an estimated impact of changing judicial practices.

Applicants should consider a project position which may be identified as a classification officer, in both continuation and initial applications. This person should ideally have background experience from the criminal justice system and be capable of statistical analysis. The following activities will be

within the area of responsibility for this person:

- a. Developing of such forms and data gathering procedures as are necessary to implement the proper management.
- b. Analyzing trends in the jail population make-up for the purpose of predicting future jail populations and allocating jail resources.
- c. Administering the inmate classification system.
- d. Evaluating the effectiveness of those programs designed to impact on the offender.
- e. Anticipating changing institutional problems and needs.

Subgrant Data:

Final continuation funding will be provided for projects having received two prior grants—Middlesex, Bergen and Ocean Counties. A total of \$116,000 is allocated for these grants.

A total of \$102,500 is provided for initial funding for the Monmouth County Jail project and for the Camden County Jail project.

Budget:

	LEAA	State, Local or Other	Percentage of State/Local Match
Total Part C			
Block Support	\$218,500	\$24,278	10%

PROGRAM D-2: Improvement of Juvenile Probation Services

Relationship to Problem Analysis:

Probation supervision is the most common disposition utilized by the judges of the Juvenile and Domestic Relations Court. Almost one-third of the adjudicated juveniles were placed on probation during court year 1976. Despite the obvious importance of probation as a juvenile court disposition, many departments suffer from a shortage of personnel and a lack of services to deal adequately with the many problems juveniles may encounter such as family deterioration, alcoholism, drug addiction, poor health and unemployment.

Probation officers must supervise probationers and attempt to provide the individualized services to meet particular problems. Yet they are also involved in preparing disposition reports. Caseloads are very high, affecting the quality of both the supervision and predisposition investigation responsibilities of probation officers. Because of the importance of probation there is a need to increase the capacities of local probation departments to better enable them to provide necessary services to juveniles placed on probation.

Objectives:

To improve the range and quality of services available to probation departments to enable them to more effectively fulfill their mandated responsibilities in relation to juveniles adjudicated by the court.

To develop and implement innovative programming within probation departments that will provide specialized services to probationers and their families.

To increase the percentage of probation ex-

periences terminating in good adjustment discharges for those probationers participating in a project's activities when compared to those juveniles under regular supervised probation.

To establish a volunteer project in the one remaining county not having a volunteer program.

To establish new probation projects in four counties to service a minimum of 1,500 juvenile probationers per year.

General Strategy for Implementation:

Applications are encouraged from county governments interested in experimenting with innovative experiences for juvenile probationers which provide specialized services for these juveniles and their families. These services should include the utilization of mental health and other service agencies to provide treatment, diagnosis and evaluation for juveniles with a need for these types of assistance. Grants will also be available to develop day long supervised treatment units for juveniles on probation. Participation in these projects would be a condition of probation for juveniles who would otherwise be committed to a correctional facility. Projects should utilize work experience enhanced by intensive counseling.

Projects presently operating which might be used as models for applicants include a Bergen County project which utilizes parent-effectiveness training concepts in group workshops primarily for the parents of juvenile probationers and a Camden County project which provides counseling, educational services and job placement for juvenile probationers. In addition, Burlington County implemented an adolescent treatment program that provides mental health, psychological and/or psychiatric services for juve-

niles as a condition of probation. The project has served as a model for other counties and similar programs have been established in Somerset County, Ocean County, Hunterdon County and Morris County. Funding has also been available for volunteer programs which recruit and train citizens to counsel juvenile probationers in order to add support for the probation caseload.

Projects funded will be subject to programmatic modifications that may be necessary to be in conformity with Supreme Court and Administrative Office of the Courts rules and guidelines and they will also be expected to follow the evaluation guidelines determined by the Administrative Office of the Courts. Each project funded will be required to maintain statistics to determine its effectiveness.

All subgrantees will be required to report on the number of young people participating in the project successfully prevented from further system involvement when compared with those young people under regular supervised probation. The subgrantee will also be expected to utilize technical assistance offered by the Administrative Office of the Courts in preparing an evaluation.

Funding consideration will particularly be given to the following:

1. The establishment or expansion within probation departments of intensive service techniques which result in innovative projects.
2. The establishment of Adolescent Treatment Units that provide community based, outpatient

mental health treatment services for juvenile probationers as an integral part of the probation experience.

3. The establishment of a citizen volunteer project in those counties that presently do not have staff specifically assigned to coordinate volunteers. These projects must be in accordance with the Guidelines for the Development and Management of Volunteer Probation Programs developed by the Administrative Office of the Courts.

As a general policy, projects in this area will not be funded for more than three years. Projects for volunteers in probation will not be funded for more than two years. Continuation funding is also dependent on the availability of funds on a year to year basis.

Subgrant Data:

Up to four probation projects will be considered for continuation funding.

Up to four new projects designed to improve probation services will be funded at up to \$25,000 for Volunteers in Probation and up to \$80,000 for other types of probation projects depending on the need, population and existing services.

Budget:

	LEAA	State, Local or Other	Percentage of State/Local Match
Total Part C			
Block Support	\$475,000	\$52,778	10%

PROGRAM D-3: Corrections Support Programs

Relationship to Problem Analysis:

Changes in such areas of the correctional system as the civil rights of inmates, parole proceedings and conditions of confinement give rise to problems to which correctional administrators must respond quickly. The purpose of this program area is to provide a resource for funding correctional projects implemented by State agencies such as the State Department of Corrections, the Department of the Public Advocate and the State Parole Board. Such projects are largely one of a kind programmatically but have system-wide impact, including local corrections.

Projects under development, such as the Disciplinary Hearing Officer project, the Leesburg Prison Inmate Grievance Mechanism project and the Planning, Management and Evaluation Unit (all operational under the aegis of the Department of Corrections) did not require continuation funding

under the 1978 Plan but will be considered for funding under this Plan.

The program area also supports the due process protections and rights of incarcerated individuals under the Youthful Fina! Parole Revocation Hearing Representation and the County/Municipal Inmate Advocacy projects.

A project is anticipated that will focus on formulating plans to enrich the programs at the Training School for Boys/Girls, Jamesburg, and to begin implementation of new, expanded or altered treatment and service activities.

Objectives:

To continue a program of inmate advocacy at the local level of corrections. To conduct investigations of approximately 4,500 inmates and to conduct an

inspection of the conditions in 23 local correctional institutions.

To continue to provide final parole revocation hearing representation for approximately 650 parolees.

To operate a disciplinary hearing officer program in 5 major State correctional institutions.

To conduct annually, approximately 12,000 disciplinary hearings.

To develop an inmate grievance handling mechanism at Leesburg Prison servicing approximately 300 cases per year.

To continue the Planning, Management and Evaluation Unit.

To produce an analytical, two-phased plan to enrich and expand service to the youth at the Training School for Boys/Girls at Jamesburg and to begin its implementation.

General Strategy for Implementation:

All applications for funding under this program area must address the following criteria:

1. Identification of the existing staff resources committed to the project.
 - a. The staff positions and the amount of time allocated to the project.
 - b. Existing programs and procedures that address the project.
2. The physical space required to implement the project and the availability and specific location of such space.
3. A clear definition of authority and responsibility both within the project and within the departmental organization.
4. A phased schedule for planned activities during the grant period indicating:
 - a. Regularly scheduled operational and reporting activities including the type of information to be included in reports and the relationship of such

information to the purpose of the project.

- b. Any initially funded projects will provide a phased start-up schedule specifically including consideration for the time required to hire staff and to purchase equipment.

Support projects funded under this program are considered pilot demonstration projects and it is anticipated that funding will not exceed three grants whether monies are received from LEAA, SLEPA or a combination of both. Project phasing during the first grant period should include start-up and first operational phases.

The second grant period should include the evaluation and model adjustment phase.

The third grant includes the major productive operational phase and the final evaluation and report phases.

Subgrant Data:

The Department of Corrections will be eligible for \$221,300 Part E funds; \$26,600 of Part C funds for the Training School project; and the Department of the Public Advocate will be eligible for \$150,000 Part C funds and \$111,400 Part E monies.

Final continuation funding is provided for the following projects: Youthful Parole Revocation projects, County/Municipal Inmate Advocacy project, Disciplinary Hearing Officer project; Leesburg Grievance Mechanism project and the Department of Corrections Planning, Management and Evaluation project.

Budget:

	LEAA	State, Local or Other	Percentage of State/Local Match
Part C			
Block Support	\$176,600	\$19,623	10%
Part E			
Block Support	\$332,700	\$36,967	10%
Program Total	\$509,300	\$56,590	

PROGRAM D-4: State Correctional Education Programs

Relationship to Problem Analysis:

The goal of the 1979 Plan will be to further focus, through research and evaluation, on those specific elements of correctional education which appear to have a positive impact upon the offender on his return to the community. As the majority of inmates are lacking in the requisite academic and vocational skills to enable them to compete effectively in the labor market, and also as the learning environment

in correctional institutions is largely negative and unmotivating, it is necessary to develop an innovative education program to meet these deficiencies.

Program monitoring and evaluation will be continued under the 1979 Plan. Follow-up histories of inmates completing courses will be examined and assessed to provide feedback to the operational

units for curriculum revision and program development.

The need for more productive use of inmate time and labor will continue to be addressed as the problem is so deeply entrenched in traditional corrections and public opinion that improvements in this area will, of necessity, have to move slowly.

Objectives:

To continue an annual research program in which follow-up data will be collected and analyzed on 4,000 clients who have participated in educational programs. The study will include clients both during the remainder of their stay within institutions and then upon their release to the community under parole supervision and will utilize the data base developed under the 1977 Plan to determine both project impact and specific program planning questions.

To provide each inmate entering a State Correctional Institution with educational testing, an individualized instructional plan and follow-up counseling sessions.

To analyze and evaluate existing educational programs and to formulate recommendations for continuance, improvement and/or redirection of ineffective or under-utilized program components, as well as to develop new programs.

To provide vocational awareness and training to a minimum of 400 inmates.

General Strategy for Implementation:

Application for funding must address, but are not limited to, the following general criteria:

1. Emphasis will be placed on literacy, mathematics and learning disability testing, evaluation and individually prescribed programming. The learning centers will implement remedial programs and will also provide specialized academic support to inmates entering vocational training shops.

2. Social and coping skills, such as consumer and family life education will be included in both academic and vocational curriculum design. Emphasis will be placed on improving motivational and career counseling to increase inmate participation in programs by relating the potential benefits of education and training to the inmate's life situation upon release to the community. It is necessary that curriculum design provide methodology for encouraging the client in establishing goals and objectives,

and developing an ability to defer achievement of goals, thereby reducing need for immediate satisfaction. Project curriculum and the manner in which the above considerations will be met are to be included in each application.

3. Each vocational project application must contain a current vocational needs assessment of the inmate population, a job market analysis of existing or emerging occupations, potential restrictions to offender employment and a performance analysis which documents the skills and knowledge needed to acquire the occupation.

Vocational projects should be designed to allow a period of work sampling and should indicate the horizontal and vertical training and job placement options available to the inmate upon completion of the course, either at the institution or upon release to the community.

4. Applications for vocational projects will contain an analysis of work activities within the institution and will consider the area of prison industry on-the-job training as follow-up work experience to the formal vocational training.

5. The Garden State School District Research and Evaluation Unit will be continued to develop and test educational evaluation models which will be applied to measure and improve the effectiveness of the State Correction Program.

Subgrant Data:

The Department of Corrections and the Department of Education shall be joint applicants for these projects, all of which operate through the Garden State School District Central Office.

The following projects are provided final continuation funding:

- Project LEAP, Leesburg State Prison
- Research and Evaluation Unit, GSSD
- Project TEAMS, Youth Correctional Institutions, Bordentown
- Learning Center, Jamesburg Training School

Continuation funding is provided for the Vocational Careers Project, YCIB and initial funding for the Child Study Teams.

Budget:

	LEAA	State, Local or Other	Percentage of State/Local Match
Total Part E			
Block Support	\$320,300	\$35,589	10%

PROGRAM D-5: State Correctional Treatment Programs

Relationship to Problem Analysis:

The 1979 Program will address the lack of role diversity and limited promotional opportunities for corrections officers through the restructuring of certain custodial positions, especially those positions responsible for programmatic operations. The goal of this project will be to increase the involvement of custodial staff in the planning and implementation of treatment plans.

While much emphasis has been placed on developing post release treatment plans for those inmates with drug and alcohol abuse problems, implementation of such plans has been a very difficult task due to limited staff and increasing caseloads. This program component provides inmates, having a history of substance abuse, with assessment and treatment plans, including referral to community treatment programs when appropriate.

A new addition to the program area is the Women's Development Unit. In order to help this offender group to adjust to, and plan realistically for re-entry into the community, a rehabilitative process that provides individual and group counseling, educational/vocational counseling and training, and pre and post-release counseling will be established. Program objectives will be organized to meet the needs of both English speaking and bilingual women.

Objectives:

To increase the referral of State inmates requiring treatment for alcoholism or drug addiction to community treatment programs by improving diagnostic, release planning and follow-up information available to releasing authorities. Approximately 480 treatment plans will be developed during the program year.

To maintain an active group of 20 women in the Development program and to provide services to approximately 40 women during the program year.

To effect a smooth process of classification, evaluation, and referral for substance abuse treatment for a minimum of 200 inmates.

To develop a system to coordinate the custodial and program functions through the establishment of officer counselor positions.

General Strategy For Implementation:

Community Treatment Services Project. This project will continue to be implemented as a cooperative effort of the Department of Corrections and the

Department of Health.

Although elements of client diagnosis and the provision of release planning information to institutional and releasing authorities have been an integral part of the institutional Special Offenders Treatment Teams Project, the CTS project has resolved many problems affecting a smooth process for referral of releasees to community-based treatment projects. This project, while operating as an adjunct to the Treatment Team project, relates directly to the inmate having a history of substance abuse, provides inmate screening, diagnosis, treatment plans and makes referral recommendations to be implemented upon the inmate's release. Follow-up of the client's progress in treatment is accomplished in conjunction with the regular parole program.

Officer Counselor Project. The application for funding will address the following areas:

- The processes that will be utilized in the establishment of promotional opportunities for correctional officers.
- The criterion for selection of personnel into the program.
- A plan for motivating correctional officers to further their education.

Priority program consideration should be given to the upgrading of existing positions assigned to areas of treatment or education. The purpose of this project is not to initiate new staff positions but to improve the functioning of existing staff positions by encouraging correction officers having attained a minimum of an associate degree level of education to utilize both their correctional and academic experience to improve the operation of rehabilitative programs. Each correction officer selected for the project will be given an intensive orientation to the purpose and programmatic concepts contained in treatment, academic and vocational education programs.

Women's Development Unit. The primary objective of the Unit will be to reach, motivate, and assist women in developing those skills and attitudes necessary to resolve the problems they will face upon release. Program emphasis will be placed on the development of positive attitudes and on learning the concepts of leadership, division of labor, decision-making and shared responsibility. Special emphasis is to be placed on the development of an educational/vocational counseling program, the development of job skills and on job placement.

The Unit will be located at the Clinton Institution for Women and will be staffed with instructor counselors and social workers. Educational assistance to

the Unit will be provided through the institutional school program.

Subgrant Data:

The Department of Corrections is the sole eligible applicant. Program monies will be utilized to fund the Community Treatment Services project, the Officer Counselor project and the Women's Development project.

Budget:

	LEAA	State, Local or Other	Percentage of State/Local Match
Total Part E			
Block Support	\$137,000	\$15,223	10%

PROGRAM D-6: Community Manpower and Adult Probation Programs

Relationship to Problem Analysis:

The purpose of this program area is to meet the social coping skills and economic needs of offenders released to the community under the broad range of supervisory status, e.g., pre-trial intervention, probation, work release and parole. These mechanisms for release are apt to become hollow euphemisms of corrections if the needs of offenders to live in a lawful manner are not addressed. Although these services do not guarantee rehabilitation, they may be, in many cases, the deciding factor should an ex-offender attempt to lead a crime-free life.

To meet these offender problems, the Vocational Service Center (VSC) has been developed within a variety of host agencies such as probation, parole and non-profit private corporations. The VSC is provided with a core administration unit client evaluation and referral staff, and also utilizes the services of on-loan staff from other interested agencies serving client needs. A direct benefit of the Vocational Service Center program for the local jurisdiction is the improved capability to manage its ex-offender service delivery program.

Identification of those services having an apparent impact on offender recidivism, e.g., job placement with career advancement opportunities, referral to treatment programs for alcohol and drug abusers, and the provision of social and emergency services, continue to be a major goal of this program area.

Contract probation emerges as a new program concept in the 1979 Plan. The "contract" with the probationer requires that the period of probation is governed by the rate of accomplishment, by the probationer, on mutually agreed upon objectives. In this way, the probationer must utilize some element of self-determination in regard to reducing the length of his/her sentence rather than serving out the time of a sentence under a court stipulated period of time.

Objectives:

To fund nine vocational service center projects providing pre- and post-release counseling and job bank services at the local level of corrections. A

minimum of 1,000 releasees from the courts via conditional bail, pre-trial intervention, parole and probation as well as from county jails will receive assistance.

To continue a follow-up survey of 400 clients to identify those manpower services and factors which relate most effectively to job placement.

To introduce the concept of contract programming into one probation department. To increase the capacity of the probation department to rehabilitate its clients.

To initiate a program to provide modern and efficient caseload management for one probation department. The use of computerized management and scheduling will be demonstrated.

General Strategy for Implementation:

The following information is considered an essential component of those applications for manpower service center projects:

1. Identification of existing resources in the geographical area to be served by the projects that have, as their prime responsibility, the provision of such services as vocational testing and evaluation, career counseling, vocational training and job placement. Indication of the capacity and number of clients served by these resource agencies.

2. Functional description of the local and State criminal justice agencies releasing offenders to the geographical area to be served and the specific nature and extent of supervisory constraints, if any, placed on the released offenders.

3. A survey of the ex-offender population within the project area, determining the number of potential clients, categorized as applicable, and describing in quantifiable terms the types of specific manpower needs. This survey should identify sources of information, such as criminal justice agencies, and indicate the survey methodology utilized.

4. Documentation of the extent that existing service agencies are available to service the needs of

this client group, including an assessment of the status of such service agencies.

5. A program design for client evaluation, referral, placement and follow-up assessment.

6. The following objectives are to be accomplished during the initial program development phase and are to be documented in applications for vocational service centers:

a. An agreement whenever possible that the MSC would function as a liaison among the various service agencies and between these agencies and the criminal justice system;

b. Identification of the sources and extent of financial and non-financial assistance available to service agencies;

c. Design for an on-going evaluation device to: 1) improve project operations, and 2) assess identifiable client success factors.

7. Applicants are advised to consult with SLEPA staff, prior to the development of a formal application, for technical assistance in program design including project functions and activities and methodology for data collection.

Probation Caseload Management. The use of computerized probation caseload management and scheduling is proposed to improve efficiency and resource allocation of the probation department. The computerized management system will be designed for integration into the present computerized court management information system and will require essentially software and hardware upgrading. Application for this project must include endorse-

ment from the State Administrative Office of the Courts.

Probation Contract Programming. Application for the contract probation project must include the endorsement of the State Administrative Office of the Courts. As the basic program design incorporates a shift of emphasis from a calendar oriented system to a behavior-change oriented system, the mechanisms to establish contract criteria and to monitor behavior change must be clearly described. Indications of cooperation from community resource agencies as well as the affected criminal justice department must be included in the application.

Subgrant Data:

Part C funds in the total amount of \$620,000 are provided to fund manpower projects in the following counties: Union, Gloucester, Cumberland, Newark (Project RESOURCE), Newark (Female Ex-offender), Somerset, Passaic and Burlington.

Remaining Part C funds are allocated to support the Passaic (Modification of Probation Principles project) and the Camden County Probation Caseload Management project.

Budget:

	LEAA	State, Local or Other	Percentage of State/Local Match
Part C Block Support	\$685,000	\$76,112	10%

PROGRAM D-7: Alternatives to Adult Offender Incarceration

Relationship to Problem Analysis:

There exist many aggravating factors which appear to contribute directly toward recidivism during the incarcerated offenders period of re-entry into the community. These factors include difficult family situations, financial insolvency, inadequate job resources and personal adjustment from the highly structured environment dictated by the prison situation.

The purpose of this program is to develop and utilize supportive services that would resolve the offenders specific needs and also provide both the institutions and the courts with a viable alternative to incarceration for selected offenders. The projects provided under this program are described as semi-custodial and treatment oriented and operate under the premise that such settings will prove more rehabilitative and will motivate the client toward accepting positive levels of responsibility for employment,

family, substance abuse treatment and other services to resolve individual problems.

An anticipated additional benefit of these projects will be to avoid unnecessary incarceration thereby reducing actual prison time served by inmates when the safety of the community no longer remains a major consideration for incarceration.

Objectives:

To provide graduated community re-entry to approximately 400 offenders released from State correctional institutions through continuation of the residential halfway facility and the purchase of community bedspace projects.

To provide the courts with an additional alternative to incarceration by continuing two and initiating one community-based residential center. The three centers will serve at least 300 offenders who would

otherwise have been sentenced to a correctional facility.

General Strategy for Implementation:

Applications are to be designed to provide the court and correctional institutions with treatment alternatives to incarceration for offenders potentially benefiting from a semi-custodial, treatment oriented setting based on the premise that such a setting would prove more rehabilitative and less disruptive in terms of continued employment, family contact and the availability of problem oriented counseling. The following must be provided for either by the center or through community agency referral:

1. Educational, vocational and recreation programs;
2. Job development and placement services;
3. Treatment programs for problems associated with alcoholism, drug addiction and mental or physical health; and
4. Counseling programs for problems arising from marital, employment, financial or social responsibilities.

Each community-based facility will require the endorsement (including a quantified statement of need) of the assignment judge and the county chief probation officer.

Subgrant Data:

The State Department of Corrections is the sole eligible applicant for Part E funds used to support this program area. The following projects will be considered for funding: Purchase of Bedspace and one residential program.

Local Part C funds will be used to fund continuation projects in Hudson and Salem Counties. Funding is also provided for one additional project.

Budget:

	LEAA	State, Local or Other	Percentage of State/Local Match
Part E			
Block Support	\$200,000	\$22,223	10%
Part C			
Block Support	232,500	25,833	10%
Program Total	\$432,500	\$48,056	

PROGRAM D-8: Program Efforts to Provide for Separation of Adult and Juvenile Offenders and to Insure Deinstitutionalization of Status and Non-Offenders

Relationship to Problem Analysis:

As required by New Jersey's participation in the Juvenile Justice and Delinquency Prevention Act of 1974, as amended (JJDP Act) a plan must be developed and implemented to insure that no juveniles shall be placed in an "institution where they have regular contact with adults incarcerated because they have been convicted of a crime or are awaiting trial on criminal charges."

The Act also requires that status offenders and non-offenders are not held in detention or correctional facilities. This occurred through legislative mandate in New Jersey in 1974. Continued compliance with deinstitutionalization of status offenders as well as the separation mandate can be assured only through careful monitoring and the availability of appropriate programming for these populations.

Objectives:

To supervise the classification and placement of juveniles committed to the Youth Correctional Institution Complex to insure that by December 31, 1979, no juveniles are placed in the Complex where they would have regular contact with adult offenders.

To initiate and to continue the funding of projects under this program area which will encompass approximately 300 juveniles who would otherwise be in regular contact with adult offenders in State correctional institutions.

To oversee the operation and development of additional projects which will provide for the remaining population of approximately 150 juveniles who would otherwise be in regular contact with adult offenders in either the Youth Correctional Institution Complex or State Prison system.

To provide for a system of monitoring which will survey, assess and insure compliance with the requirements to separate juveniles from adult offenders and to prohibit the placement of status and non-offenders in detention and correctional facilities.

General Strategy for Implementation:

Grants available from this program area will be awarded to the Department of Corrections. They will provide for projects which further the implementation of the JJDP Act requirements to separate juveniles from adult offenders in correctional institutions

and to insure that status and non-offenders are not confined in detention and correctional facilities. The projects will include administration, research, planning and monitoring capabilities as well as the development of direct treatment services for the two target populations. Activities will include intensive therapy, group counseling, education, vocational instruction and placement, recreation and community follow-up.

Direct service projects established to further the implementation of the plan to separate juveniles from adults must be specific as to the characteristics of the population to be served. The selection process for the project participants should also be clearly defined. Juveniles who participate in the projects must be those who are committed to the Youth Correctional Institution Complex or who are now at Jamesburg but who would have, prior to December, 1977, been committed to the Correctional Institution for Women at Clinton.

Juveniles may be transferred to the projects from the Yardville, Annandale, Bordentown or Jamesburg institutions and their satellites where they may have already served part of their sentences or they may be placed in the projects immediately upon commitment to these institutions by the court.

Each project description should include how the particular project relates to the separation plan as a whole to insure that the project is furthering the goal to separate juveniles from adults. Projects may be developed within the existing institutions to effect separation as well as created outside the institutions themselves. Services as part of the projects should meet the individualized needs of the population, particularly in the areas of educational and vocational skills.

Through the utilization of programming funds under the 1979 Plan in this area, the number of juveniles having regular contact with adults in State correctional facilities should be decreased by approximately 300. Together with additional programming supported by the State and other funding sources it is anticipated the entire population of approximately 450 should be separated by December 31, 1979. Based on the present projected plan for separation, the JJDP Act funds available under the 1979 Plan are not sufficient to support all the projects needed to achieve total separation by December 31, 1979. At least two projects which would serve approximately 100 juveniles require additional funds. A grant to support projects sufficient to accommodate these juveniles will be requested from the Law Enforcement Assistance Administration.

The timetable assumes that the rate of commitment of juveniles to the Youth Correctional Institution remains stable over the period planned for the

implementation of the separation. Any significant acceleration in number of juveniles committed to these institutions would have to result in plan and timetable revisions.

The Youth Administrative and Classification Unit, under the supervision of the Superintendent of Yardville, will continue to coordinate the development of the projects to implement the separation, assessing the remaining needs of the population yet to be provided for through specific projects and developing projects for that population. The unit will insure that the individual goals and objectives of each project are met. Staff of the unit will also oversee the classification of juveniles for appropriate placement in separation projects.

A Monitoring Unit in the Office of the Commissioner will continue to oversee compliance with the Juvenile Justice and Delinquency Prevention Act's requirements to insure that no status or non-offenders are in correctional or detention facilities as well as to insure separation of juveniles from adults in correctional institutions. The Unit will determine whether projects are being implemented in accordance with the separation timetable and whether the numbers of juveniles mixed with adults in correctional institutions decreases at a level proportionate to the number of slots being created to provide for the separation and prepared annual report to the Office of Juvenile Justice and Delinquency Prevention, Law Enforcement Assistance Administration.

The projects in this area will also be reviewed and monitored by the JJDP Advisory Committee. Both the achievement of the overall goals of complete separation and removal of status and non-offenders from detention and correctional facilities will be assessed as well as specific goals attached to individual projects.

Information to be requested from project personnel for monitoring and evaluation purposes will include total numbers of juveniles involved; characteristics breakdown including sex, age and race of offenders; offense upon which adjudication was based; offense history and short and long-term treatment goals with periodic progress reports on the status of these goals. Information gleaned from the quarterly narrative, site visits and recommendations from Youth Administrative and Classification Unit staff will shape the directions to be pursued in developing and/or continuing projects which will further the JJDP Act requirements.

The program area will be continued for a minimum of three years. Projects will receive three full years of funding depending upon the availability of federal funds and satisfactory project evaluation.

Subgrant Data:

Funds will be available to the Department of Corrections for the following purposes:

\$165,000—To continue a project for the administration and development of separation projects and to provide for the separate reception and classification of juveniles committed to the Youth Correctional Complex.

\$300,000—To continue a project providing for separation within the existing institution at Yardville.

\$639,025—To continue four to five community

based and other projects outside the existing correctional institutions which further separation.

(At least two new projects will require funds in addition to those available through the JJDP block award which will be requested from the Law Enforcement Assistance Administration.)

Budget:

	LEAA	State, Local or Other	Percentage of State/Local Match
Total JJDP			
Act Funds	\$1,104,025	—0—	

**APPLICANTS
GUIDE
1979**

NEW JERSEY STATE LAW ENFORCEMENT PLANNING AGENCY

JOHN J. MULLANEY

Executive Director

HAROLD F. DAMON

Deputy Director

ADMINISTRATION UNIT

RONALD D. SOST

Assistant Director

<p>Frederick P. Schrenk Chief Fiscal Officer</p> <p>Michael J. Boccanfuso Assistant Fiscal Officer</p> <p>Vincent M. Pennacchi John J. Roman Technical Specialist</p> <p>Venita Broughton Research Assistant</p>	<p>Auditing Section</p> <p>Robert J. Caccese Supervisor</p> <p>Kathleen Coury Ann L. Osborn Anthony C. Sajeski</p>	<p>Bookkeeping Section</p> <p>David Hiestand Accountant II</p> <p>Jean Anderson Supervisor of Accounts</p> <p>June Connor Raymond E. Elmer Ervin J. Kovacs Gert T. Kowalski</p>	<p>Office of Administration & Supplies</p> <p>Martin J. Wallace Supervisor</p> <p>Luke J. Horvath Assistant</p>
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OPERATIONS UNIT

GERALD A. GRIFFIN

Assistant Director

<p>Adult Corrections & Rehabilitation</p> <p>Charles Leone Chief</p> <p>Curtis A. Woods</p>	<p>Police</p> <p>Alvin J. Beveridge Chief</p> <p>Karl Koehler Edward Rowland</p>	<p>Courts/ Ancillary Services</p> <p>John H.C. West Chief</p> <p>Giles T. Dunn William Bostic</p>	<p>Juvenile Justice & Delinquency Prevention</p> <p>Terry L. Edwards Chief</p> <p>Arnold Cohen Dennis O'Hara Margaret Williams</p>
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PLANNING UNIT

DONALD J. APAI

Assistant Director

Planning Section

Martha A. Lackey
Supervising Planner

Planners:
Karen Walsh
Lorrie Wendruff

Wilma Solomon
Supervising Planner JJDP

Evaluation Team

Mark Geller
Principal Researcher

Elinor Zimmerman

SECRETARIAL STAFF

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Julie M. Anderson
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ORGANIZATION AND FUNCTION OF THE STATE LAW ENFORCEMENT PLANNING AGENCY

The State Law Enforcement Planning Agency (SLEPA) was created by an executive order of the Governor of the State of New Jersey in August of 1968 in compliance with the Omnibus Crime Control and Safe Streets Act of 1968. Actual operation of the agency began in early 1969 with the major task being the development of a comprehensive plan for the improvement of the criminal justice system. This planning phase continued through 1970 when the focus of the Agency turned toward the implementation of programs and the increased emphasis on monitoring and evaluating projects.

Organizationally, SLEPA is located in the Governor's Office and is administered by the Executive Director who reports to the Governing Board. The Deputy Director is responsible for the coordination of the overall operations of the three major units. The Board is appointed by the Governor to represent various components of the criminal justice system and the general public.

SLEPA is charged with three main responsibilities: The annual development and updating of the comprehensive plan, the review of applications from units of government; the fiscal and program monitoring of funded projects. To fulfill these functions, SLEPA is divided into three units, each administered by an Assistant Director.

The Planning Unit has the prime responsibility of collecting data, coordinating the local planning and State planning efforts, disseminating information to the public, the actual drafting of the comprehensive plan and the agency's evaluation effort.

Applicants for funds deal with the Operations Unit which provides technical assistance for the development of fundable projects, reviews applications, monitors and provides technical assistance to ongoing projects, evaluates projects for possible re-funding, and makes recommendations to the Governing Board for the final decision on funding.

Once a project has been funded, the Administration Unit prepares the necessary documents for the contract, releases funds after review of reports submitted by a subgrantee, coordinates the fiscal reporting to the State and federal governments, and conducts interim and final audits.

Technical Assistance

Technical assistance to subgrantees is an ongoing activity of the State Law Enforcement Planning Agency. Since the planned delivery of technical assistance is an essential ingredient of effective plan implementation, this Agency offers a broad-based strategy encompassing 1) an explanation of

the Crime Control Act and State Law Enforcement Planning Agency programs; 2) assistance in the development of comprehensive planning techniques, including the creation of local criminal justice planning units; 3) the identification of effective crime control methods and programs within the prevention, police, court and corrections disciplines; 4) assistance in the preparation of requests for action funds; 5) an explanation of the various federal and State administrative regulations affecting program implementation; 6) a full range of post grant award services including financial monitoring, a review of project activities, site visits and project audit and evaluation and 7) a technical assistance plan designed to provide a formal and clearly defined mechanism for directing a resource to an identified point of need.

The Technical Assistance Plan can provide an agency or subgrantee with proven professional expertise, publications, training, existing equipment or guidance that will direct a client to the potential goods or services. The technical assistance process is designed to incorporate a wide range of Agency input while at the same time isolating administrative accountability to monitor activities for the delivery of services within reasonable time frames; and to evaluate the quality of the assistance rendered. The Plan's emphasis will utilize in-State resources where possible and apply past experience to present problems. Both proactive and reactive determinations of areas of need are within the context of the Plan and will be pursued as an integral and important component of the State Law Enforcement Planning Agency service.

Administrative Mechanism — Technical Assistance Plan

All requests for program related technical assistance should be directed to the Assistant Director — Operations. Requests for assistance in areas related to fiscal and contract matters should be addressed to the Assistant Director — Administration. Clients are requested to complete the SLEPA Form 110 when requesting technical assistance from the Agency.

The Technical Assistance Specialist will acknowledge receipt of a request, activate the evaluation process, follow-up and secure an assessment of the quality of the request. A technical assistance review panel will examine requests for technical assistance and assess the best means of response through identified resources. Applications will be studied to determine the need for and the availability of the

technical assistance requested. Requests that cannot be met through resources within the State will be endorsed by the Agency and forwarded to LEAA for action. If technical assistance is inappropriate or unavailable, the applicant will be so notified. Applicants receiving technical assistance will be required to complete a Technical Assistance Assessment

form upon completion of the technical assistance activity. The form is used to assess the quality of the assistance and to see if the assistance meets the needs of the client.

Copies of the complete Technical Assistance Plan are available from the Agency upon request.

GENERAL INFORMATION FOR APPLICANTS

I. TYPES OF GRANTS:

A. Grants administered directly by SLEPA

Planning: Federal funds provide support to local criminal justice planning units. No more than 90% of the total project will be paid for by federal funds.

Action: Program areas under which applications for action projects may be made are grouped under the following general categories:

A. Legislation, Support Services and Prevention— This category includes activities which are related to the legislative process; are related to the general process of program development, planning, evaluation and system "overhead"; are basically of a research nature; deal primarily with information systems and data collection; are aimed at crime prevention used in its broad context, whether undertaken by criminal justice or noncriminal justice agencies; or represent efforts aimed at the prevention of juvenile delinquency.

B. Detection, Deterrence and Apprehension— Included in this category are those activities involving direct law enforcement functions.

C. Diversion and Adjudication— Included here are activities designed primarily to divert persons from further processing within the criminal justice system following initial contact as well as efforts related to the adjudicative process.

D. Institutional and Non-Institutional Rehabilitation— This category includes programs which operate within an institutional setting as well as rehabilitative efforts which take place outside the conventional institutional setting.

For descriptions of specific programs under which application for funds may be made, refer to the "Annual Action Programs" section of this document.

Local Block Grants: Any jurisdiction or combination with a total of 250,000 population or more is eligible to apply for funds under a comprehensive Local Block Grant Plan. Detailed procedures have been established and may be requested by writing to the Agency.

JJDP: Federal funds are available for juvenile justice programming. Action projects as well as grants

for the criminal justice planning units may be supported by these funds. The planned use of JJDP action funds has been incorporated within selected program areas found in the "Annual Action Programs" section of this document.

B. Other LEAA Programs

1. Law Enforcement Education Program (LEEP)
2. Law Enforcement Assistance Administration Discretionary Grants.
3. National Institute for Law Enforcement and Criminal Justice Research Grants.
4. National Institute for Juvenile Justice Delinquency Prevention.

II. CRITERIA:

Planning: The intent of awarding planning grants in New Jersey is to develop and implement within local units of government a comprehensive planning capability for the entire criminal justice system and thereby serve as an input to the state comprehensive plan for criminal justice. In addition, the development of comprehensive plans at the local level will facilitate application for action funds by presenting needs, problems, and priorities in a rational manner.

Action: The intent of awarding action grants is to meet the needs and problems in law enforcement and the administration of justice encompassing the functional categories of prevention, apprehension, adjudication and rehabilitation.

III. ELIGIBILITY:

Planning: The policy of the Agency Governing Board is to provide the broadest possible geographic coverage planning funds will permit. Consistent with this policy, has been the encouraged local assumption of planning unit operations within cities of under 250,000 population and the recent addition of several county level planning units. Specific local eligibility for planning funds is determined annually by the Governing Board based on such criteria as population, crime rate and law enforcement activity intensity.

To qualify for planning funds, an otherwise eligible

locality must complete the following:

1. The locality must form a Criminal Justice Planning Board.

2. The local unit of government must designate a full time Criminal Justice Planner.

3. The unit of government must designate a project director and fiscal officer.

4. The unit of local government must furnish the Agency with an application for funds in a form approved by the Governing Board.

5. The application itself must fully explain the methodology to be used in achieving the objectives of the planning program.

6. Three copies of the application should be prepared by the local unit of government and submitted to SLEPA.

Action: Any State agency or local unit of government eligible under the current year programs for action grants may apply for action funds if it meets the following:

1. Within the State comprehensive plan are program approaches aimed at controlling or reducing criminal behavior or improving and upgrading the criminal justice system and its personnel. Only applications for action funds designed to implement and carry out projects which fall within the objectives of these programs will be considered by SLEPA for funding.

2. The implementing agency, if not a State agency or local unit of government, must be represented and supported by a State agency or local unit of government before application for action funds can be submitted. The signature of the Mayor, Chief Executive or State Department Head is required on all applications as an endorsement and evidence of support for the projects.

3. The applicant must provide assurance that the legal matching requirement percentage of the total project cost will be supplied by the applicant.

IV. APPLICATION PREPARATION INSTRUCTIONS

The Omnibus Crime Control and Safe Streets Act has been amended to require that State Planning Agencies complete their review process of applications within a 90-day period from the time an application is received. For purposes of this requirement, the 90-day review period will commence only when the application in question is in compliance with LEAA and SLEPA guidelines as set forth in the 1978 *Applicants Guide*.

Prior to the submission of a formal application, it is strongly advised that a letter of intent accompanied by a brief project description be filed with the appropriate desk (police, courts, corrections, JJDP) within the SLEPA Operations Unit.

No later than three months prior to the expiration of a grant period the applicant must submit a continuation application to SLEPA for the subsequent year if additional funds are being requested.

The required application format is outlined on page two of the application (SLEPA 101). Each of the five attachments presented therein must be completed as part of any formal application. Instructions for Attachment Three "Non-Supplanting Certification," Attachment Four "Negative Environmental Impact Statement" and Attachment Five "A-95 Clearinghouse Review Procedures" appear within the application itself and should need no further explanation. Attachments One and Two constitute the major components of the application. In an effort to promote a high level of consistency and as an aid in the development of applications by prospective subgrantees, the following instructions and guidelines are offered for the completion of each attachment. While content may vary by type of project, the format which follows must appear within every application.

Attachment One: Description of Project

Each of the following sections must be included as part of this attachment:

A. Statement of Problem

Define the problem or need as you see it. The following questions may be used as a guide:

1. What specific problem(s) will the project address? (Example: an increasing incidence of breaking and entering, a low clearance rate or mounting public complaints).
2. What is the *scope* of the problem?
 - a. Geographical
 - Is it concentrated in one neighborhood or several with similar characteristics?
 - Is it a region-wide problem, or does it appear in two or more adjacent towns?
 - Is it a statewide problem for which you may have a model solution?
 - b. Socio-cultural
 - What population group is affected by this problem or need?
 - In what way is this population group involved — as causing the problem, as victim, as responsible for providing a service?
 - c. Organizational
 - Are other agencies affected by the need or problem?
 - In what way do such agencies feel the impact of the stated problem?
3. What is the *magnitude* of the problem?
 - All available, pertinent statistical data (e.g. arrest rates, agency referrals, caseloads, clearance rates, etc.) should be included. Also, any other indicators that further define the problem should be described.
4. How has the municipality, county or State agency dealt with this problem in the past? What were the limitations in that approach? Describe factors which limited the unit of government's handling of the problem to date.

5. Why must the problem be addressed at this time?

B. Goals

When the problem has been identified and the need documented, the particular proposal for attacking the problem(s) should be stated. This is the heart of the application, the content of which enables the reviewer to assess the probability that the measures proposed will produce the desired impact or results. The following framework may serve as a guide with regard to definition of terms and contents:

A **goal** may be defined as a general statement of an undesirable condition to be improved, or a desired state of affairs toward which to stride. Criminal justice goals can fall into broad types.

For example:

1. Crime specific—the reduction of property crime, and
2. System improvement—the provision of alternative diagnostic, treatment, and rehabilitation services for the first time juvenile offenders.

C. Objectives

An **objective** is a **specific** statement of a **measurable** end condition to be achieved within a **stated** period of time. Examples:

1. Crime specific—The reduction of breaking and enterings in the 20-block South End neighborhood by 3% over the next 12 months; improvement of the apprehension rate by 2%.
2. System improvement—The diversion of 15 girls, aged 11-18, from institutionalization, by providing a community-based home with supportive diagnostic, treatment and vocational services.

D. Project Activities

Having specified the Goals and Objectives, state the method of approach or Project Activities you propose to use. For example, having identified the problem of breaking and enterings, the causes might have been defined as a combination of poor patrol methods, slow response time, lack of coordination between patrol and detective divisions, and public apathy. The approach might be Team Policing (i.e., a multi-expertise group of patrol, investigative and community relations officers assigned to the problem neighborhood, fully responsible for all operations during the project period).

On the basis of progress to date (past progress, for prior funded or ongoing projects, preliminary arrangements for new projects), this section should address key project elements, such as: (1) sequence and time schedule involved, (2) resources required (i.e., staff, training, support services, public relations, etc.) and (3) the expected outcome or impact from the project in terms of explicit needs, goals and objectives.

Examples of the type of information sought would include but not be limited to the following:

1. A project schedule detailing what will be accomplished at each phase, including the division of labor and the estimated time intervals involved;

2. A description of criteria to be used in deciding when to advance from phase to phase;

3. A description of equipment to be purchased as a part of the project, including its proposed use and the manner in which it will enhance project capabilities;

4. A description of any special or technical assistance from outside the applicant agency which will be required to complete the actual work, including the manner in which this assistance is to be utilized;

5. An outline of available resources;

6. A description of the specific gains, benefits, improvements, increased efficiencies, changes or other planned impact on the existing problem area or operating system that are expected to occur as a direct result of the project (i.e., workloads to be handled, persons to be treated, type of clientele to be served, new services to be provided, new systems capabilities to be established).

While not a requirement, applicants may wish to consider the development of a detailed Work Plan. The purpose of a Work Plan is to help applicants pre-plan realistically by breaking down major elements and phases identified as Project Activities into more detailed steps or "milestones" within a specific time frame. Experience has shown that it is careful attention (or lack of it) to just such detailed operational procedures that has been a major factor in determining the smooth implementation or ongoing difficulties of a funded project. The Work Plan is designed to elicit the applicant's knowledge of local conditions and implementing agency procedures that might affect project implementation, particularly in the crucial start-up phase. Additionally, the Work Plan provides the applicant and the funding agency with a realistic basis for project monitoring and required progress reporting once the project is funded.

E. Project Management

Describe the proposed duties and responsibilities of the Project Director (if appropriate). Indicate to whom the Director reports and the manner in which project accountability will be maintained.

F. Personnel

If the project requires the employment of full or part-time personnel, indicate the positions to be filled and the duties or responsibilities of each. If training is involved, indicate the number of persons (by position) to be trained.

G. Brief Personnel Biographies or Job Specifications

Include a detailed resumé or biography for each person selected to work on the project. If personnel are not selected at time of submission, describe position qualifications.

H. Participating Agencies/Relationship to Local Plan

List all State or local jurisdictions, agencies or organizations directly participating in the project. Describe the responsibilities of each and include letters of intent.

Indicate the relationship between the proposed project and other components of the overall plan for criminal justice improvement within the applicant jurisdiction. Also indicate the ranking originally assigned to the proposed activity within the list of priority projects (if any) submitted by the local jurisdiction for inclusion into the Criminal Justice Plan for New Jersey. If the project's priority ranking has changed since that time, explain how and why.

I. Project Evaluation

Presented within this section should be the evaluation methodology to be used by the applicant in answering the following types of questions about the project: Did the project accomplish what it said it would? What impact, expected or unexpected, did it have? What were the key factors that made the project a success or failure? How should the project be modified?

The elements of the evaluation design which should be addressed in each application are outlined as follows:

1. **DEFINITION OF PROGRAM OBJECTIVES**—The evaluation design should contain an explicit restatement of the end(s) for which the project is designed (e.g., effectively remove from further juvenile justice contact those youth whose problems could more appropriately be handled by direct 'social' service staff or other appropriate community resources).
2. **STATEMENT OF ASSUMPTIONS**—Every program makes assumptions as to the nature of the problem it addresses (e.g., there are individual juvenile offenders who are unnecessarily processed through the juvenile justice system for whom referral to direct 'social' services would be more appropriate). These assumptions have significance for the mode in which the problem will be addressed.
3. **CRITERIA FOR GOAL ATTAINMENT**—Establish criteria (indicators or measures) that will demonstrate the degree to which stated goals and objects were achieved (e.g., an increase in the number of juvenile offenders removed from and/or provided alternatives to further juvenile justice involvement).
4. **DATA COLLECTION**—In view of the listed indicators, what records must be kept, for what period and by whom?
5. **DATA ANALYSIS**—Within this section, outline the methods of analyses which will be utilized to assess the extent of relationships between the variables (e.g., time series analysis, pre

and post comparisons and/or comparison groups).

The above outline may be used by the applicant for developing the evaluation component tailored specifically to the evaluation needs of the proposed project.

Certain program areas are selected for intensive evaluation by the State Law Enforcement Planning Agency. Projects funded under the program areas that are selected for evaluation will be expected to conform with the established evaluation design.

J. Assumption of Costs

If the project will last more than one year, describe how the applicant agency plans to assume the total costs of the program (after a limited period of SLEPA assistance). The specific steps and plans to be taken to achieve the assumption should be included in the application.

K. Civil Rights Compliance

If an Affirmative Action Plan is not complete or it is not required for the jurisdiction, provide the explanation in this section. Civil rights compliance and investigations will be conducted in the manner as outlined in the regulations covering "Nondiscrimination in Federally assisted Crime Control and Juvenile Delinquency Programs" and other appropriate regulations.

Attachment Two: Budget Detail/ Budget Explanation

Estimated cost details of the project's budget should be itemized on Attachment Two. Additional pages should be used to provide narrative justification for all budget items. Costs should be broken down as indicated within the column headings appearing on Attachment Two. All projects funded with FY 75 LEAA funds and after will adhere to the following matching formula: 90% federal funds and 10% cash match. Note that particular items of cost may appear as 100% federal, while others may be funded with a combination of federal, State and/or local money.

CASH MATCH

The Act includes two important fiscal conditions affecting subgrantee matching funds. These amendments became effective with FY 1974 funds and have been extended to subsequent block grant appropriations, as well.

The first of these is the "hard match" provision, of the Act, which states:

"The non-federal funding of the cost of any program or project . . . shall be of money appropriated in the aggregate, by State or individual units of government for the purpose of the shared funding of such programs or projects."

In essence, all requests for funds starting with the

FY 75 block grant appropriation must include cash as the required matching share. In-kind goods and services are not acceptable as a matching contribution.

In order to meet the "hard match" requirement, funds must be for the express purpose of matching federal LEAA funds. These new funds for law enforcement purposes must be specifically earmarked for the project in the budget of the jurisdiction being funded. Private or Model Cities fund sources may be used as hard cash match. Identification requires an earmarking in some document associated with the appropriation or budget process, which by local government law or practice binds local units to use the funds for the purposes of the Act. This cash must be supplied during the life of the project which may carry over into a new fiscal year.

The simplest way to follow this change is through a sample project funding. If the total project cost (non-construction project) is \$100,000, the following breakdown would be made:

\$ 90,000	LEAA funds	(90%)
\$ 10,000	Cash match	(10%)
<u>\$100,000</u>	Total project cost	<u>100%</u>

The second fiscal amendment is the State "buy-in" provision of the Act, which states:

"With respect to such programs or projects the State will provide in the aggregate no less than one-half of the non-Federal funding."

The New Jersey Legislature has appropriated sufficient funds in the budget to cover the "buy-in" provision. It is important to note that municipalities and counties benefit from the "buy-in" provision, since the State funds are used to meet part of the hard cash match requirement. Using the same example above, a non-construction project to a local unit of government would be as follows:

\$ 90,000	LEAA funds	(90%)
5,000	State Buy-In	(5%)
<u>5,000</u>	Local Cash	(5%)
<u>\$100,000</u>	Total project cost	<u>100%</u>

Note that the cash match requirement of 10% of the total project cost is met in part through the State buy-in (5% of the total project cost or one-half of the matching share) leaving only 5% to be provided through local cash appropriation. Subgrantees applying for funds under the Juvenile Justice and Delinquency Prevention Act of 1974 will be required to put up a 10% match without any contribution through State Buy-In.

Local applicants should refer to Section XIII of this Guide for instructions issued by the N.J. Department of Community Affairs, Division of Local Government Services, outlining the proper procedures for budgeting and accounting for hard cash match monies.

ALLOWABLE COSTS

The allowability of charges made to funds granted

under the Act shall be determined in accordance with the general principles of allowability and standards for selected cost items set forth in General Services Administration Federal Management Circular FMC 74-4 entitled "Principles for Determining Costs Applicable to Grants and Contracts with State and Local Government;" "Office of Management and Budget Circular A102" entitled "Uniform Administrative Requirements for Grants In-Aid to State and Local Governments;" and the LEAA Financial Guide. These documents appear in previous editions of the *Applicants Guide* and are available upon request.

Costs allowable only with specific prior approval of LEAA include:

1. Automatic Data Processing—Prior approval is required only for the acquisition of equipment, whether by outright purchase, rental purchase agreement or other method of purchase.
2. Professional (including contract and consultant) services—Prior approval is required where costs for arrangements with individuals will exceed \$135 per day.
3. Confidential Expenditures—Prior approval is required. Confidential expenditures include payment to informants, purchase of materials as evidence (such as narcotics), or other uses as may be required by law enforcement personnel working in an undercover capacity.
4. Medical Research—Prior approval is required for any medical research not specifically documented in the *New Jersey Plan for Criminal Justice*.
5. Foreign Travel—Any travel outside of the United States and its territories and possessions or Canada must receive specific prior approval.
6. Sole Source Procurement—On all sole source procurements over \$2,500, a justification for the use of this method must be contained within the application. When the amount involved exceeds \$5,000 prior approval from LEAA is required.

UNALLOWABLE COSTS

1. Personnel Costs—Expenditure of more than one-third of the costs of any action grant for compensation of regular criminal justice personnel (police, prosecutors, public defenders, judges, probation officers, and all correctional personnel). The costs of consultants and/or private or educational institution contractors providing services to a subgrantee are excluded. Also, this limitation does not apply to Part B Planning grants.
2. Land Acquisition—Federal funds granted for renting, leasing, or constructing facilities may not include land acquisition. Land acquisition, if necessary, should be included within the subgrantee matching share.
3. Compensation of Federal Employees—Salary payments, consulting fees, and travel costs (in-

cluding subsistence and lodging) of full-time federal employees are unallowable.

4. Bonuses or Commissions—Payment to any individual for the purpose of obtaining approval of an application for federal assistance is unallowable.

All allowable items of cost will be reviewed by SLEPA to determine acceptability. Costs generally allowable, may be rejected if in SLEPA's determination such costs are deemed excessive or not integral to the success of the project for which said costs are requested.

BUDGET CATEGORIES

Budget categories appearing on the application form are listed and explained below. Note that applicants should use only whole dollars when itemizing costs.

A. Salaries and Wages

List each position for which funds are requested indicating the percentage of time to be spent on the project and the total annual salary of each. For continuation applications, list under "Current Annual Salary" the equivalent annual salary paid to the same individual on the immediate preceding grant. Employee benefits, such as retirement, FICA and health insurance should be shown separately.

The project must be divided into two categories. The first group would include all regular criminal justice personnel. The total cost of compensating this group out of federal (SLEPA) funds may not exceed one-third of the total SLEPA grant. (This requirement may be waived by SLEPA on a case-by-case basis).

The second group would include all other personnel costs "whose primary responsibility is to provide assistance, maintenance or auxiliary services or administrative support to the regular operational components". There is no limitation placed on the proportion of these salary costs.

To illustrate this requirement: Salaries for police and other regular law enforcement and criminal justice personnel on a project for which an applicant requests \$60,000 of SLEPA funds may not exceed \$20,000 (1/3 of \$60,000). However, salaries for other personnel may be in addition to the \$20,000.

With respect to ongoing SLEPA funded projects, federal funds may be used to provide no more than 50% of any salary increases from one grant period to another. The subgrantee is not required to apply this special matching requirement to new project personnel. To illustrate: a subgrant project conducted in a particular law enforcement agency involves an outlay of \$5,000 from federal funds to increase the compensation of existing project personnel and an outlay of \$20,000 for new project personnel. The special matching requirement will be deemed to have been met if subgrantee funds of at least \$5,000 are

provided during the project period to increase the compensation of existing project personnel.

It is essential that subgrantees adequately forecast salary requirements (including base salaries and anticipated increments) when submitting applications to SLEPA. All requests for salary increases, not provided within the approved project budget, will be reviewed on a case by case basis. Approval of such requests will be based upon reasonableness, consistency with local policy and availability of funds within the project budget. In no case will the amount of the original subgrant award be increased.

Line items appearing within the application under Category A, Salaries and Wages must be paid in accordance with established state or local employment procedures. Under no circumstances will payment of gross wages to project personnel be accepted.

B. Purchase of Services

1. Individual Consultants. List by name or type the consultant to be selected, and show the total estimated costs. As a general rule, a maximum of \$135 per day (8-hour day) including fringe benefits may be charged.

SLEPA reserves the right to approve or disapprove consultant services prior to commitment for such services.

2. Contracting or Service Organizations and Associations. With respect to such services, the arrangement must be formal and consistent with Federal, State and Local procurement regulations. Selection of contractors should involve securing of competitive bids or proposals from a group of qualified organizations. On all sole source contracts over \$2,500, justification for use of this method must be included in the application.

A detailed cost estimate should be shown in the Budget Explanation, including the scope of services to be performed, professional qualifications, and the basis for calculating fees including the estimated number of man days required, rate travel, overhead, profit charges etc. Prior to obtaining the services of any organization, a copy of the proposed contract must be submitted to the State Law Enforcement Planning Agency for review and approval. The proposed contract will not be reviewed for legal sufficiency, but rather to insure that the scope of services to be provided is consistent with overall project goals and objectives. The proposed contract should be submitted along with the Consultant Report Form (SLEPA 109).

3. Costs incurred for outside professionals for staff training including costs for travel, transportation and subsistence for these professionals and will be included under Instructional Costs. Provide

details that show the basis for the amount requested.

Travel costs incurred for grant personnel to attend training seminars and or instructional sessions will be reflected in budget category C (travel). Also included in that budget category will be registration in the amount of \$10.00 or less. Registration fees exceeding \$10.00 will be reflected in Category B under Instructional Costs.

4. Other costs for professional services i.e., psychological/social services. Show rates and method for calculating budget request.

C. Travel, Transportation, Subsistence

Show travel costs by estimating the number of trips, multiplied by the estimated cost per trip. Where possible, show the proposed destination and purpose of the trip(s). In the absence of a locally approved rate, costs for travel and subsistence should be budgeted in accordance with State regulations, e.g. \$.14 per mile, maximum of \$14.00 per day for three meals, maximum of \$28.00 per day room costs when engaged in regular official travel in the conduct of State business. When attending a convention or conference and when overnight lodging is necessary, the following rates apply: Maximum of \$36.00 for lodging, \$14 per day for three meals. (Full details should be obtained from the State of New Jersey Travel Regulations.)

Applicants desiring to use travel rates in excess of the State maximums must submit such requests in writing to SLEPA. Written approval from SLEPA must be received prior to the expenditure of funds for travel costs. Justification must include assurances that travel rates being requested are consistent with rates normally authorized by the applicant unit of government. Copies of any documentation outlining and authorizing local travel rates should be included in the request.

D. Consumable Supplies

Estimate the cost of materials directly required by the project, such as office supplies, postage, printing and other expendable materials needed during the course of normal operation of the project.

E. Facilities, Office Space, Utilities, Equipment Rental

Estimate the cost of construction, office space rental, furniture or equipment rental, maintenance costs, equipment maintenance contracts, utilities, telephone, etc. Show the cost per square foot for office space.

Note that rent may not be charged for the use of public buildings, however, actual costs that can be accounted for may be used.

Rental space, including space for file, conference, mail, supply, reproduction, and storage rooms should not exceed 150 square feet per employee.

Costs should be consistent with prevailing rates in the area and should not exceed \$7 annually per square foot.

Costs for rearrangements and alterations in excess of \$1,500 must be justified in the application to show that:

1. The building involved is in reasonably good condition with a life expectancy of five or more years,
2. The costs are true rearrangement or renovation costs as distinguished from new construction or expansion of an existing building,
3. Total costs do not exceed 25% of the current value of the building.

Any project or component thereof which involves the erection, acquisition, expansion or repair of new or existing buildings or other facilities is deemed a construction project subject to a special matching ratio of 50/50 (Part C funds) rather than 90/10. Refer to the LEAA Financial Guide, Chapter 4, Paragraph 5 for a complete description of the identification of construction costs.

F. Equipment

It is requested that all SLEPA subgrantees search and examine existing excess federal property prior to the issuance of purchase orders. This action is suggested in the Federal Property Management Regulations. One or both of the forms shown in the Forms section of this document must be submitted, in accordance with the instructions included.

SLEPA may approve the purchase of equipment deemed appropriate and essential to the successful operation of projects under the State Plan. Requests for equipment should contain adequate cost specifications, including equipment type, quantity and estimated cost. An inventory of all equipment purchased with grant funds or through the federal excess property program must be submitted to SLEPA within 90 days upon termination of each grant. Property inventory forms are available from SLEPA.

In preparing requests for acquisition of equipment, the following general cost allowability principles should be kept in mind:

1. Federal Management Circular FMC 74-4 prohibits the purchase of automatic data processing equipment without specific approval by the grantor agency (LEAA).
2. Equipment should be requested only after determination by responsible officials that no other identical or similar equipment owned by the applicant is available for project use.
3. SLEPA funds will not be authorized to provide reimbursement for the purchase price of equipment already owned by the applicant.
4. If equipment purchased is used commonly for two or more Federal grant programs or for a

Federal grant program and a non-federally supported State or local government activity, appropriate proration of cost to each activity involved must be effected.

5. All equipment specifications, requests for proposals, and bid awards will be made no later than ninety (90) days after the release of initial grant funds. Failure to do so may result in termination of the grant award.
6. All contracts shall contain a performance clause fixing a specific date for work completion.

A detailed explanation of equipment utilization should be included in the application. If training in the use of equipment is necessary a schedule of training, including length of training, trainees and instructors should be presented.

Applicants should become familiar with Office of Management and Budget Circular A102, Appendix N, Property Management Standards. This guideline outlines subgrantee responsibilities in developing and maintaining adequate property records, internal control systems and periodic physical inventory checks.

Further specific guidelines governing equipment purchases may be issued by the various desks within the Operations Unit. Applicants for radio communications equipment should follow the requirements available upon request.

G. Indirect Costs

These costs are limited to the applicant's match and are not chargeable to the SLEPA share for grants made with Part C or E funds. JJDP action awards may charge up to 5% of direct project costs in this category. Refer to item "K", part 1 Section B for a more complete discussion of limitations.

Application Authorization

The final page of the application requires the signature of the applicant unit of government's chief executive officer or the individual authorized to enter the Unit of Government into a contractual agreement. Signature indicates that the information provided within the application is accurate and complete and that the applicant intends to comply with all conditions applicable to grants awarded pursuant to the Crime Control Act. An explanation of each guideline is offered below.

CIVIL RIGHTS COMPLIANCE

Applicants are required to comply with the Equal Employment Opportunity Guidelines issued by LEAA and appearing in the Federal Register, 28 C.F.R. 42.301 et seq., Subpart E. These guidelines provide recognition of the fact that "full and equal participation of women and minority individuals in employment opportunities in the criminal justice system is a necessary component of the Safe Street Act's program to reduce crime and delinquency in the United States."

In accordance with LEAA guidelines development of an Equal Employment Opportunity Program is re-

quired of all applicants meeting the following criteria:

Each recipient of LEAA assistance within the criminal justice system (project implementing agency not overall unit of government) which has 50 or more employees *and* which has received subgrants of \$25,000 or more since enactment of the Safe Streets Act in 1968 *and* which has a service population with a minority representation of three percent or more.

Where a recipient has 50 or more employees, and has received subgrants of \$25,000 or more, and has a service population with a minority representation of less than three percent, such recipient must develop an equal employment opportunity program relating to employment practices affecting women.

Applicants affected by these guidelines will be required to formulate, implement and maintain a written Equal Employment Opportunity Program (Affirmative Action Plan) relating to employment practices affecting minority persons and women. "Minority persons" shall include persons who are Black, not of Hispanic origin; Asian or Pacific Islanders; American Indians or Alaskan Native; or Hispanics.

Equal Employment Opportunity Program in accordance with LEAA Guidelines the applicant must take into consideration the relevant labor market as a basis to provide for full and equal participation of women and minority individuals.

Equal Employment Opportunity Programs should include as a minimum:

1. An evaluation of the following factors cross classified by race, ethnicity and sex:
 - a. Analysis of present representation of women and minority persons in all job categories;
 - b. Analysis of all recruitment and employment selection procedures;
 - c. Analysis of seniority, promotion and transfer procedures;
 - d. Analysis of external factors such as available housing and transportation which may inhibit minority employment.
2. A written Program which includes:
 - a. A job classification table indicating numbers of employees, numbers of employees in each classification cross classified by race, ethnicity and sex including rates of pay;
 - b. Disciplinary actions by race, ethnicity and sex, including sanctions imposed;
 - c. Number of entrance applicants by race, ethnicity and sex and resulting new hires by race, ethnicity and sex;
 - d. Number of transfer or promotion applicants by race, ethnicity and sex and number promoted or transferred by race, ethnicity and sex;
 - e. Number of employees terminated by race, ethnicity and sex and identification of volun-

- tary or involuntary terminations;
- f. Available labor market characteristics;
- g. Detailed narrative of existing employment policies, including:
 - (1) Necessary steps needed to be taken to assure full and equal employment opportunity.
 - (2) Recruitment program, if necessary.
- h. Plan for dissemination of EEO program;
- i. Designation of personnel for implementation and maintenance of the program.

Affected applicants must have on file a certificate no more than 2 years old with SLEPA indicating the existence of such an EEO program. The written EEO program need not be filed with SLEPA but must be made available for subsequent review and audit. The certification format is shown below.

CERTIFICATION OF EQUAL EMPLOYMENT OPPORTUNITY PROGRAM

I, _____ (Mayor, Chief Executive, State Department Head) certify that the _____ (criminal justice agency) has formulated an equal employment opportunity program in accordance with 28 CFR 42.301, et seq., subpart E, and that it is on file in the office of _____ (name), _____ (address), _____ (title), for review or audit by officials of the cognizant state planning agency or the Law Enforcement Assistance Administration, as required by relevant laws and regulations.

(signed) Title

A-95 CLEARINGHOUSE REVIEW

In accordance with the provisions of the inter-governmental Cooperation Act of 1968, state and local applicants are required to comply with Project Notification and Review System as outlined in Office of Management and Budget Circular A-95, and the LEAA Regulations. Prospective applicants for SLEPA funds are required to notify both the State and areawide planning and development clearinghouses, utilizing the multi-purpose federal form SF424 prior to their submission to the funding agency. However, concurrent submission of an application to the clearinghouses and the funding agency is permissible if the appropriate clearinghouses agree to concurrent review, documentation must be submitted with the application indicating such agreement. Applications for continuation grants are subject to review upon request of the clearinghouses. Documentation must be submitted indicating that the applicant has notified the clearinghouse in accordance with A-95 Revised and that the clearinghouse did not request review.

Executive Order No. 35 issued by Governor Cahill created the following clearinghouse system:

A. *State Clearinghouse*: Division of State and Re-

gional Planning of the Department of Community Affairs, P.O. Box 2768, Trenton, N.J. 08625.

B. *Metropolitan Clearinghouses*:

1. Tri-State Regional Planning Commission, 1 World Trade Center South, 82nd Floor, New York 10048—Bergen, Essex, Hudson, Middlesex, Monmouth, Morris, Passaic, Somerset and Union Counties.
 2. Delaware Valley Regional Planning Commission, 1819 John F. Kennedy Blvd., Penn Towers Building, Philadelphia, Pennsylvania 19103—Burlington, Camden, Gloucester and Mercer Counties.
 3. Wilmington Metropolitan Area Planning Coordinating Council, Public Building, 1000 King St., Wilmington, Del. 19801—Salem County.
 4. Atlantic County Planning Board, 25 Dolphin Avenue, Northfield, New Jersey 08225—Atlantic County.
 5. Cumberland County Planning Board, 800 Commerce Street, Bridgeton, New Jersey 08302—Cumberland County.
- C. *Non-Metropolitan Clearinghouses*:
1. Cape May County Planning Board, County Court House, Cape May Court House, New Jersey 08210—Cape May County.
 2. Hunterdon County Planning Board, Flemington, New Jersey 08822—Hunterdon County.
 3. Ocean County Planning Board, 119 Hooper Avenue, Toms River, New Jersey 08753—Ocean County.
 4. Sussex County Planning Board, Administration Building, 39 High Street, Newton, New Jersey 07860—Sussex County.
 5. Warren County Planning Board, Oxford and Hardwick Streets, Belvidere, New Jersey 07823—Warren County.

The responsibilities of these clearinghouses are:

- a. to receive from prospective applicants within their jurisdiction all notices of intent to apply for federal aid under programs covered by OMB Circular A-95;
- b. to determine the State, regional or local interests in the project in light of the comprehensive development plans and policies of the agencies represented by the clearinghouse;
- c. to arrange conferences between the applicant and the appropriate agencies to identify and resolve conflicts pursuant to the application;
- d. to prepare evaluative comments to be submitted with the final applications; and
- e. to issue letters of clearance attesting that the applicant has complied with the provisions of the A-95 Project Notification and Review System.

State, metropolitan and non-metropolitan clearinghouses may have a period of thirty days after receipt of the project notification in which to distribute the notification to their respective reviewing agencies.

Within this thirty-day period, the clearinghouses will solicit the comments of the reviewing agencies. Based on these comments, they will notify the applicant that (a) the project does not apparently conflict with the development programs and policies of the agencies within the clearinghouse's jurisdiction, in which case the applicant may complete and submit the application directly to SLEPA; or (b) issues or conflicts have arisen pursuant to the application which will require additional review and discussion.

In cases where conflicts arise, the application will enter an indeterminate period, during which time the clearinghouse will attempt to resolve the conflict, either through informal meetings with the applicant or through formal conferences. If the conflicts cannot be resolved through discussions during the indeterminate period, a clearinghouse may exercise its option to review the applicant's formal application for thirty days. During this final review period, the clearinghouse will prepare formal comments to be returned to the applicant for submission with the application to SLEPA.

Applicants must complete Attachment Five included in the application to indicate full compliance with the A-95 review process.

SLEPA staff will give due consideration to all clearinghouse comments submitted with applications. Also, SLEPA will notify the appropriate clearinghouse of substantive action—approvals, amendments, rejections—taken on applications. These notifications of action taken will be channeled through the Central Receiving House (New Jersey Bureau of the Budget).

V. STAFF SCREENING:

A. Funding decisions for all grants will be made solely on the basis of the formal application submission prepared on the official agency forms (SLEPA 101).

B. A formal application consists of the following:

1. Three copies of the application (SLEPA 101), all with original signatures presented in the proper format and including Attachments One through Five and the Application Authorization page.
2. Two certified copies of a resolution of the local governing body (illustrated on SLEPA 102), duly signed and sealed, approving the applicant's participation with the State of New Jersey in the SLEPA programs. All resolutions must be submitted in the form as indicated in this Guide.
3. In the case of State agencies, all applications must be reviewed by the Bureau of the Budget as outlined in Budget Circular 74-5. Applications will be handstamped by the Budget Bureau as evidence that this review has been completed. Budget Circular 74-5 is reprinted as Section XIV of this Guide.

C. The Omnibus Crime Control and Safe Streets Act has been amended to require that State Planning

Agencies complete their review process of applications within a 90-day period from the time an application is received. For purposes of this requirement, the 90-day review period will commence only when the application in question is in compliance with LEAA and SLEPA guidelines as set forth in the *Applicants Guide*.

Any submission that does not comply with LEAA and SLEPA application requirements as set forth in this Applicants Guide will not be accepted as an application for purposes of the 90-day review requirement. An application filed in compliance with these guidelines will be acted upon within 90 days.

D. Every application received will be dated and logged into the incoming mail book. Action grant applications will then be referred to the Operations Unit of SLEPA, Planning Grant Applications to the Planning Unit.

E. The project controller assigns each application a project number and this number is logged in the project control log. Two copies of the application are filed in the Administration file, and two copies are referred to the Assistant Director.

F. The Assistant Director completes a preliminary screening process, and if the application is not within the purview of the comprehensive plan, the applicant is so advised in a letter of acknowledgement. Any deficiencies are itemized and the application is assigned to a unit staff member to follow through with the applicant until the application is technically correct.

G. Applications for funding which are subject to review by the Judicial Planning Committee should be submitted to the Administrative Office of the Courts simultaneous with submission to SLEPA. These applications include all court implemented projects including but not limited to areas such as: Pre-Trial Intervention, Juvenile Court, Municipal Court, and Probation projects.

H. All applications requesting funding for Juvenile Justice and Delinquency Prevention Projects will be submitted by SLEPA to the JJDP Advisory Committee for its review and comment.

I. A technically correct application is then forwarded to the Application Review Committee composed of the Executive Director, Deputy Director, the Assistant Director-Planning, the Assistant Director-Operations, and the Assistant Director-Administration. The Committee meets for the final review of the application to determine the staff recommendations to the SLEPA Governing Board.

J. Staff recommendations will be based upon the relative merits of applications, within any one program category, in contributing to the goal under which submitted, and with due regard for a distribution of funds that will assist those jurisdictions with the most serious crime problems.

VI. APPLICATION REVIEW AND AWARD:

A. Applications for projects specifically outlined

in an approved plan will be reviewed and acted upon by the Application Review Committee, and will not require Governing Board approval.

B. The Governing Board will review all other action grant applications which have been recommended for funding.

C. The Board will approve action grants at a regularly scheduled meeting based on the following criteria:

1. Conformity to the purposes of the Act and its regulations and guidelines, i.e. LEAA Financial Guide, federal circulars.
2. Compliance and coordination with New Jersey's current comprehensive law enforcement plan.
3. The estimated impact on the support of the State's priority programs.
4. The degree of probable constructive contribution to the improvement of the State of New Jersey's criminal justice system.
5. The likelihood of achieving stated grant objectives.
6. The amount of estimated benefit derived versus the cost incurred as compared to similar projects and to those other action grant applications being considered.
7. The degree of innovation displayed.

D. When a decision is reached, the applicant is so notified by letter. If the decision is favorable, a subgrant award (SLEPA 103) form is executed. The applicant for the signature of the Chief Executive Officer or the individual authorized to enter the unit of government into a contractual agreement.

VII. APPEAL PROCEDURES:

Upon receipt of notification of denial, the applicant has twenty (20) days after receipt to request in writing that an appeal be held on the denial. SLEPA Form 104 (Notice of Appeal) is forwarded to the applicant for the signature of the Chief Executive Officer or the individual authorized to enter the unit of government into a contractual agreement.

The Board Chairman of SLEPA or any authorized officer thereof, will convene the Governing Board to hold a hearing at the next regularly scheduled Board meeting providing at least thirty (30) days have elapsed after the SLEPA Form 104 has been returned to the SLEPA offices. Such hearings or investigations will be held at such times and places as designated following appropriate written notice to such applicant or subgrantee.

The hearing shall not be bound by the rules of evidence whether statutory, common law, or adopted by Rules of Court. The Governing Board may in their discretion exclude any evidence if they find that its probative value is substantially outweighed by the risk that its admission will either (1) necessitate undue consumption of time, or (2) create substantial danger or undue prejudice or confusion. In that event, they will accept for filing a written offer or

proof which may also argue relevancy to the issue at hand.

The Governing Board will render its decision and so inform the appellant immediately following the hearing. There shall be ten (10) days after the hearing to file written exceptions, objections and replies to the findings of the Governing Board.

The findings of fact and determinations made by the Governing Board of SLEPA shall be final and conclusive, unless the Governor shall, within thirty (30) days of the Governing Board decision, reverse that decision.

VIII. SUSPENSION OR TERMINATION OF GRANT:

Determination for suspension or termination of funds will initiate with SLEPA and will be based upon the subgrantee's inability to perform in accordance with the conditions of the grant award; upon the unsatisfactory or non-filing of cost statements and/or the unsatisfactory or non-filing of quarterly reports as required under the grant conditions.

SLEPA will notify the subgrantee by letter advising of SLEPA's initial determination and citing the reasons for such termination or suspension of funds. This will be followed immediately by a letter to the subgrantee, with copies to the Project Director and the Financial Officer, detailing the exact discrepancies with regard to the grant award.

Reinstatement of funding may be approved by SLEPA after satisfactory compliance by the subgrantee.

IX. SUBGRANTEE OFFICIAL FILE:

Subgrantees are required to combine all files into a manageable holding system, to assure that the following documents are included and are available for review by Agency Program Analysts and Auditors.

- a. Copy of approved Application for Subgrant
- b. Copy of award letter
- c. Copies of all Project Modification Requests and related written approvals from the SLEPA
- d. Copies of all Fiscal Reports
- e. Copies of all Subgrant Progress Reports
- f. Copies of any required prior approvals
- g. Personnel information
 - Copies of all necessary payroll evidence
 - Copies of all necessary staff assignment forms
 - Copies of all necessary time reports and certifications
- h. Consultants and Contract Services
 - Copies of all necessary contracts and bid documents where appropriate
 - Copies of all necessary prior approvals
 - Copies of all invoices
 - Copies of all payments
- i. Equipment
 - Copies of all purchase orders
 - Copies of all receiving documents
 - Copies of all invoices

- Copies of all bid or competitive quotations information
- Copies of all paid vouchers
- Copies of all inventory data
- Copies of all in-kind certification forms
- j. Supplies & Operating Expenses
 - Copies of all space contracts and/or certificates
 - Copies of all bid information
 - Copies of all purchase orders
 - Copies of all invoices
 - Copies of all payments
- k. Renovation and Alteration and Construction
 - Copies of all necessary approvals
 - Copies of all bids
 - Copies of all contracts
 - Copies of all records of project completion
 - Copies of all payments
- l. Travel
 - Copies of all travel authorization
 - Copies of all travel vouchers
 - Copies of all payments
- m. Banking information
 - Cash verification
 - Receipts documentation
 - Check register
 - Cancelled checks
 - Bank statements

X. REPORTING PROCEDURES:

A. Quarterly Narrative Reports: Subgrantees are required to submit quarterly narrative reports (SLEPA 106) for the duration of the project period to SLEPA, describing the project activities and progress made during the reporting period. Quarterly narratives are required on a calendar year basis (i.e. January 1-March 31, April 1-June 30, July 1-September 30, and October 1-December 31) for all subgrants.

If a subgrant begins less than one month before termination of a calendar quarter, a narrative report is not due for that quarter. Activities for this shortened period should be accounted for in the subsequent quarterly report. (e.g. Contract date is March 2, 1977, quarterly narrative due June 30, 1977, covering all activities from March 2 to June 30).

Two copies of all quarterly narrative reports should be submitted to SLEPA within 30 days of the end of the calendar quarter.

B. Final Narrative Reports: Upon termination or completion of a subgrant, a final narrative report (SLEPA 106), in addition to the scheduled quarterly report, will be required by SLEPA and will be submitted within 30 days of the termination or completion date of the project. This report should contain a complete description of the project including goals, problems, results, recommendations, and an evaluation of effectiveness. If a publication results from the grant and contains an overview of the projects goals and objectives, then this report could be accepted as the final narrative report. Subgrantees

should remember that this report will be one of the criteria upon which any application for an action grant, based on or related to the planning grant, will be judged.

Two copies of all final narrative reports should be submitted to SLEPA.

XI. TIMING OF STATE AND/OR LOCAL CONTRIBUTIONS:

State and local contributions need not be made in exact proportion with and time concurrence of withdrawal and expenditure of federal funds. During the first months of program or project operation, for example, the subgrantee may spend a greater proportion of its matching funds to meet program expenses than may be required by the applicable statutory ratio, or it may spend a larger proportion of federal funds. However, the full subgrantee matching share must be contributed by the end of the period that federal funds are available for obligation or expenditure under a given subgrant and in no event later than the date at which the complete federal award has been expended.

XII. SUBGRANTEE FISCAL RESPONSIBILITY:

The subgrantee shall be responsible for maintaining a bookkeeping system, records and files to account for all grant monies spent and all matching funds contributed to the project.

SLEPA is in no way specifying a definite system, but it will expect subgrantees to develop one that conforms to good accounting practices.

SLEPA has members of its staff with fiscal responsibility who will be available to subgrantees to provide technical assistance with respect to fiscal administration of the subgrants.

A. Special consideration should be given to the following general conditions pertaining to the administration of subgrants:

1. Fiscal Control and Fund Accounting. Procedures will be established which assure proper disbursement of, and accounting for grant funds and required non-federal expenditures.
2. Accounting Procedures. Accounting procedures must provide for an accurate and timely recording of receipt of funds by source of expenditures made from such funds, and of unexpended balances. Controls will be established which are adequate to ensure that expenditures charged to subgrant activities are for allowable purposes and that documentation is readily available to verify that such charges are accurate.
3. Retention of Records. Financial records of the grantee and its subgrantees and contractors, including books of original entry, source documents supporting accounting transactions, the general ledger, subsidiary ledgers, personnel and payroll records, cancelled checks, and

related documents and records must be retained for a period of at least three years. The retention period starts from the date of the receipt of the final expenditure report.

Records must be retained beyond the three year period if an audit is in progress and/or findings of a completed audit have not been resolved satisfactorily. If an audit is completed and the findings are resolved prior to the three year period, records will be retained until the end of the three year period. If the three year period has passed and no audit has been initiated, the records will be retained in accordance with other State and local law. If State or local law requires a longer period of record retention, the subgrantee must abide by the most restrictive regulations.

If after the three year period no audit has been initiated and State or local law does not require record retention beyond the three year period, subgrantees must receive prior approval from SLEPA before disposing of any grant records.

4. **Fund Payment.** All payments made to the subgrantee under this grant will be recorded by the subgrantee in accounting records separate from all other fund accounts, including funds derived from other grant awards. Amounts paid shall be available for expenditure by the subgrantee in accordance with the provisions of the subgrant throughout the project period subject to such conditions as the State Law Enforcement Planning Agency may prescribe.
5. **Use of Grant Funds.** Funds granted may be used only for the purposes required to carry out the approved project and identified in the approved project budget. Any deviation in the total project budget of \$100 or more within or between budget categories requires prior written approval of SLEPA.

Subgrantees may, without prior SLEPA approval deviate from a budget category when the change, either between or within the category does not exceed \$100. The subgrantee is required to notify agency bookkeeping staff of this change on the remarks section of the *Cash Request Report*. Deviations from the approved project budget within a budget category exceeding \$100 must be requested in letter form prior to the expenditure of funds. When the deviations exceed \$100 and are between budget categories, the SLEPA form #108 (Budget Revision/Grant Extension Request) must be submitted requesting prior approval.

Once approval is granted to deviate from the approved project budget in excess of \$100, the requested operating budget becomes a new

base against which the \$100 flexibility can be applied.

6. **Project Income.** All interest or other income earned by the grantee with respect to grant funds or as a result of conduct of the grant project (sale or publications, registration fees, service charges on fees, etc.) must be accounted for.
7. **Obligation of Grant Funds.** Grant funds may not, without advance written approval by SLEPA, be obligated prior to the effective date or subsequent to the termination date of the grant period. Obligations outstanding as of the termination date must be liquidated within 90 days. Such obligations must be related to services provided within the grant period or to goods as specified in the approved project budget. Subgrantees will be required to submit additional monthly Detailed Cost Statements during the time period in which obligated funds are being liquidated.
8. **Return of Unobligated Funds.** Funds that remain unobligated at the end of the fiscal budget period shall be returned to SLEPA within sixty (60) days after the end of such budget period.
 - B. Consideration should also be given to the following Agency policies concerning budgetary and payment procedures.
 1. Grants are awarded for a one-year period or a part thereof.
 2. The starting date for the grant period is established by SLEPA at the time of approval of the application.
 - C. Cost Allowability—Refer to Federal Management Circular FMC 74-4.
 - D. Fiscal Reporting Requirements. The grantee must maintain a generally accepted accounting system which provides, as a minimum:
 1. A separate account for the grant project (this means a separate appropriation account for State agencies) with separate accountability of receipts, expenditures, and balances for each Fiscal Budget Period.
 2. Itemization of all supporting records of grant receipts, expenditures and State/local contributions in sufficient detail to show exact nature for each Fiscal Budget Period.
 3. Provision of data and information for each expenditure and State/local contributions with proper reference to a supporting voucher or bill properly approved.
 4. Maintenance of payroll authorizations and vouchers.
 5. Maintenance of a time-reporting system for personnel charged to the grant and also covering State/local contributed services. (If your present system of reporting does not adequately provide for this, obtain copies of SLEPA Form 105 from the Agency.)

6. Maintenance of adequate records supporting charges for fringe benefits.
7. Maintenance of adequate inventory records for equipment bought, rented and contributed.
8. Provisions for payment by check.

E. It is suggested that prior to the obligation of funds for property (furniture, equipment, etc.) that the subgrantee make an effort to acquire needed property through the Federal Excess Property Program.

Procedures for Excess Property — When the location and identification numbers for excess personal property are not known, a general request to the General Services Administration to search its catalogs is made via ADM Form 5 "Request for Location Of Excess Personal Property". The quantity unit description (each dozen, etc.), and a description sufficiently detailed to enable GSA to identify the equipment desired are entered on the form. Three copies of the form, with a narrative explaining the relevance of each requested item, are submitted to the program analyst.

Any request for excess property will be made through SLEPA on Form ADM 5 with assurance that the unit of government will accept responsibility for the cost of transportation, accountability, insurance where applicable, proper care and maintenance.

In making this request for federal excess personal property on the Transfer Order Form SF-122, it is understood that the following conditions apply and that there will be compliance with all other applicable regulations, both current and future, as established by the Federal government and the State Law Enforcement Planning Agency. The narrative attached to each form SF-122 explains in detail the relevance of each item requested to the goals of the subgrant.

Title to all personal property shall remain with the State Law Enforcement Planning Agency, and may be transferred to the subgrantee at its discretion.

The subgrantee is responsible for the payment to LEAA of 25% of the original acquisition cost of any excess property transferred to the subgrantee. The use of grant funds for payment of the fee is allowable.

After receiving the excess property, the subgrantee will send a check for 25% of the original Federal acquisition cost of only the property received. The check(s) will be made payable to the LEAA and sent with two copies of the SF-122 directly to:

LEAA
Office of the Comptroller
Accounting Division
633 Indiana Avenue N.W.
Washington, D.C. 20531

The subgrantee must indicate on the check or as an attachment the grant number and the statement "excess program".

One copy of the check and one copy of the SF-122 will also be sent by the receiving agency to SLEPA.

The subgrantee is responsible for accountability, management maintenance, and protection from loss, damage, theft, and unauthorized use. The subgrantee is also responsible for making shipping arrangements and the costs required for initial acquisition, maintenance, and storage pending final disposition. If the property is transferred to another agency, it will be the next recipient's responsibility for the cost of such shipment and he may be charged only for actual packing and loading costs.

The subgrantee covenants and agrees to save harmless the federal government and its agencies from all liabilities and costs resulting from suits related to the use of property acquired under this program.

The subgrantee will prepare the Report of Excess Personal Property, SF-120 when there is no longer a need for any property item and submit three (3) copies to the program analyst at SLEPA.

XIII. BUDGETING AND ACCOUNTING REGULATIONS FOR LOCAL UNITS OF GOVERNMENT PARTICIPATING IN THE STATE LAW ENFORCEMENT PLANNING AGENCY PROGRAM:

The following memorandum issued by the Director, Division of Local Government Services, Department of Community Affairs should be adhered to when budgeting funds received through grant awards from SLEPA.

After meeting with officials of the State Law Enforcement Planning Agency, the Director of Local Government Services hereby prescribes the following budgeting and accounting regulations for grants allocated to counties and municipalities by the above-named agency.

1. *All State Law Enforcement Planning Agency grants shall be processed through the budget of the local unit at the time of the adoption of the budget or by a budget amendment utilizing N.J.S. 40A:4-87. No such grants shall be accounted for through the "Trust Fund" as a dedication by rider.*
2. *All such grants shall be designated in the budget as follows:*

REVENUE: State Law Enforcement Planning Agency Grant—Subgrant No.

APPROPRIATION: Unclassified: State Law Enforcement Planning Agency Grant—Subgrant No.

3. *The appropriation shall be a separate line item without a designation as to "Salaries and Wages" and "Other Expenses" and shall not be made a part of any existing appropriation.*
4. *The revenue when anticipated at the time that the budget of the local unit is introduced, shall be a "Special Item of Revenue with Prior Written Consent of the Director of Local Government services."*
5. *Commencing with the 1974 budget, all SLEPA grants will require a 5% "hard cash match." This 5% cash requirement of the local unit cannot be taken from any other appropriation but must be "new" money.*

It is hereby recommended to all local units of government considering submission of applications to the State Law Enforcement Planning Agency for a 1974 grant to provide an appropriation entitled, "Matching Funds for Grants" in the 1974 budget under the classification of "Unclassified."

6. *In the event that a local unit has not provided an appropriation and did not consider applying for any SLEPA grant, but now has an opportunity to do so, then the local unit will, by necessity, have to provide for the hard cash match by the adoption of an emergency resolution.*
7. *When a local unit has provided for the "hard cash match" in the budget and an application is approved by the State Law Enforcement Planning Agency which was not included in the budget, as adopted, the local unit must adopt an amending resolution to include the revenue and offsetting appropriation and also denote that the hard cash match is available. (See attached sample resolution).*
8. *Since the State Law Enforcement Planning Agency grants in most instances cover a fiscal year other than as provided by statute for New Jersey local units, the Division is allowing the appropriation as budgeted to be set up as a "Reserve" from which commitments and charges can be made beyond the calendar year. The revenue anticipated can be fully realized with any amount not received set up as a receivable and pledged to surplus. However, it is the determination of the Director that the portion of non-cash surplus attributed to the receivable will not be allowed to be anticipated in the following year's budget as surplus with prior written consent of the Director of Local Government Services.*

XIV. BUDGETING AND ACCOUNTING REGULATIONS FOR STATE AGENCIES PARTICIPATING IN THE STATE LAW

ENFORCEMENT PLANNING AGENCY PROGRAM:

The following memorandum issued by the Director, Bureau of the Budget, should be adhered to when budgeting funds received through grant awards from SLEPA.

Effective July 1, 1973, the following procedures shall be followed in accounting for Federal and State funds transferred for Federal Law Enforcement Projects.

1. *The State Law Enforcement Planning Agency (SLEPA) will prepare the Annual Plan in accordance with and at times required by directives issued by the Law Enforcement Assistance Administration (LEAA). The completed Plan along with a Budget Bureau Form BB-4 (Application for Non-State Funds) will be submitted to the SLEPA Governing Board for review and approval.*
2. *The Plan and Form BB-4 as approved by the Governing Board will be forwarded to the Budget Bureau for review and approval.*
3. *The Budget Bureau will return a copy of the approved Form BB-4 to SLEPA with an authorization for SLEPA to submit the Plan to the Federal Government for approval.*
4. *After notice of Plan approval is received from the Federal Government, SLEPA is thereby authorized to administer the Plan, not to exceed the limitations set forth in the approved Plan and Form BB-4.*
5. *Each Sub-grantee agency shall submit to the Budget Bureau for approval a Grant Application (SLEPA Form #101 with Attachments One and Two) for each sub-grant request. The Budget Bureau will review and forward approved Grant Applications to SLEPA.*
6. *After review and approval of individual sub-grant requests by SLEPA and its Governing Board, the applicant agency will be notified of such approval by SLEPA.*
7. *Upon receipt of notification of approval of a sub-grant, the recipient agency shall:*
 - (a) *Submit to Division of Budget and Accounting, Accounting Bureau, a written request to establish two separate accounts for each sub-grant which involves both Federal and State funds. If only Federal funds are involved, one account will be requested for each sub-grant. The account structure shall be as follows:*

	<i>Program Agencies</i>	<i>Non-Program Agencies</i>
<i>For Federal</i>	<i>XXXXX-XXX-2XX-0XX</i>	<i>XXX-2XX-0XX</i>
<i>Funds</i>	<i>or</i>	<i>or</i>
	<i>XXXXX-XXX-2XX-5XX</i>	<i>XXX-2XX-5XX</i>

**FORM OF RESOLUTION PROVIDING FOR THE INSERTION OF ANY SPECIAL
ITEM OF REVENUE IN THE BUDGET OF ANY COUNTY OR MUNICIPALITY
PURSUANT TO N.J.S. 40A:4-87 (CHAPTER 159, P. L. 1948)**

WHEREAS, N.J.S. 40A:4-87 provides that the Director of the Division of Local Government Services may approve the insertion of any special item of revenue in the budget of any county or municipality when such item shall have been made available by law and the amount thereof was not determined at the time of the adoption of the budget, and

WHEREAS, said Director may also approve the insertion of an item of appropriation for equal amount.

Section 1

NOW, THEREFORE, BE IT RESOLVED that the *jurisdiction* hereby requests the Director of the Division of Local Government Services to approve the insertion of an item of revenue in the budget of the year 19__ in the sum of \$ _____ which item is now available as a revenue from *State Law Enforcement Planning Agency Subgrant No.* _____ pursuant to the provisions of statute, and

Section 2

BE IT FURTHER RESOLVED that a like sum of \$ _____ be and the same is hereby appropriated under the caption of

State Law Enforcement Planning Agency Subgrant No.

(In some cases where there is appropriate provision for the municipality's share of any amounts made available to existing statutes, the following Section 3 must be adopted as part of the resolution. In some cases where no appropriation for the municipality's share has been provided, the resolution captioned 3a will be required:)

Section 3

BE IT FURTHER RESOLVED that the sum of \$ _____ representing the amount required for the municipality's share of the aforementioned undertaking appears in the budget of the year 19__ under the caption of *Matching Funds for Grants* _____, and is hereby appropriated under the caption of *State Law Enforcement Planning Agency Subgrant No.*

Section 3a

BE IT FURTHER RESOLVED that the sum of \$ _____ be anticipated from the proceeds of an emergency resolution heretofore adopted providing for the municipality's share of the said project or undertaking and the appropriation of the last named sum shall be added to and be supplementary to the appropriation provided in Section 2 hereof.

Adopted this ____ day of _____ 19 ____
and certified as a true copy of an original.

Clerk

Approved _____, 19 ____

DIRECTOR, DIVISION OF LOCAL GOVERNMENT SERVICES

Note:— This form must be filed in duplicate where special items of revenue are made available by any statute or authorization. In cases where Section 3 is used the "caption" on the last line must be the same as the "caption" on the last line of Section 2. 3a will apply where no appropriation is provided for the municipal share and the emergency resolution must accompany this resolution.

SLEPA FORMS IN USE

SLEPA Form #	Title	Use
101	GRANT APPLICATION (submit 3 copies with original signatures)	Applicants use to request a grant for any project. Federal Standard Form 424 must be included with appropriate program number(s) as follows: 16.501 Law Enforcement Assistance Discretionary Grants. 16.502 Law Enforcement Assistance — LEAA Block Grants Parts B, C & E. 16.516 Law Enforcement Assistance — Juvenile Justice and Delinquency Prevention — Formula Allocation to the States. 16.517 Law Enforcement Assistance — JJDP Special Emphasis Prevention and Treatment.
102	RESOLUTION FORM (submit 2 certified copies with original signatures)	Applicant unit of local government must pass resolution in this form and submit with application.
103	SUBGRANT AWARD (Both copies must be returned after being signed)	Contract form executed by SLEPA and mailed to subgrantee for signatures.
104	NOTICE OF APPEAL (Complete one copy and return to SLEPA)	Provided to an applicant who wishes to appeal a denial for funding.
105	INDIVIDUAL TIME AND SALARY REPORT (Kept on file by subgrantee per instructions)	Provided to subgrantee upon request for use.
106	QUARTERLY NARRATIVE REPORT (submit 2 copies)	To be used by subgrantees when reporting project activities.
107	DETAILED COST STATEMENT, CASH REPORT, CASH REQUEST (Combined form. Submit in triplicate with original signatures)	1. Cash Request section is completed to obtain initial cash to begin project. 2. Succeeding periods, per instructions, all three sections must be completed.
108	BUDGET REVISION/GRANT EXTENSION REQUEST (Submit in triplicate with original signatures)	To be used by subgrantees when requesting budgetary changes between categories in the amount of \$100 or more and/or when requesting extension of the project beyond the approved grant period.
109	CONSULTANT REPORTING FORM (submit 2 copies)	To be completed by subgrantees prior to engaging the services of a consultant.
110	REQUEST FOR TECHNICAL ASSISTANCE FORM	To be completed by subgrantees requesting technical assistance.
111	REPORT OF PROGRAM INCOME (submit in triplicate)	To report program income.
SF122	TRANSFER ORDER EXCESS PERSONAL PROPERTY	To be prepared for the transfer of federal surplus equipment from the Holding Agency to the subgrantee.
ADM-5	REQUEST FOR LOCATION OF EXCESS PERSONAL PROPERTY	To request excess personal property.

STATE OF NEW JERSEY
STATE LAW ENFORCEMENT PLANNING AGENCY
GRANT APPLICATION

(Under Public Laws 90-351 and 93-415 as amended)

Three copies required with original signatures

SECTION A

For SLEPA Use Only

PROJECT NUMBER	DATE RECEIVED
FUNDING SECTION NUMBER	SUBGRANT PERIOD
GRANT NUMBER	DATE APPROVED

1. Type of Grant Planning Action Juvenile Justice Act Funds
2. Type of Application Initial Revision of Grant or Project # _____ Continuation of Grant # _____
3. Short, Descriptive Project Title _____
4. Applicant Unit of Government _____
(STATE AGENCY, COUNTY OR MUNICIPALITY)
5. Implementing Agency _____
6. Project Address _____
7. Project Duration From _____ To _____
(REQUESTED STARTING AND CONCLUDING DATES)
8. Program Area (Number and Title) _____
(FOR ACTION GRANTS ONLY)
9. SLEPA Plan year under which this application is being made: 19____.
10. Project Director
Name _____ Title _____
11. Contact Person (Person directly responsible for project operations)
Name _____ Title _____
Address _____ Telephone Number _____
12. Financial Officer of Unit of Government (if other, specify)
Name _____ Title _____
Address _____ Telephone Number _____
13. Description of Project (describe in detail on ATTACHMENT ONE)
14. Budget (see instructions – provide itemization as called for on ATTACHMENT TWO)

TOTAL BUDGET COSTS SUMMARY			SLEPA Approved	
Source of Funds	%	Amount	%	Amount
SLEPA (Federal)				
NOT APPLICABLE TO JJDP				
State Buy-in				
State, local required cash				
TOTAL	100%		100%	

16. Estimate below the amount of SLEPA funds which will be required to continue this project for the next two years. (This assumes a satisfactory evaluation and that funds will be available and should not be construed as a commitment for future funding).

1st continuation \$ _____

2nd continuation \$ _____

SLEPA Budget Approval: _____

INSTRUCTIONS

Each of the following attachments must be included as part of the application: (Note: If this is not an initial application for this project, refer to the continuation application information at the bottom of this page before proceeding).

ATTACHMENT ONE: Description of Project

Each of the following sections must be included as part of this attachment:

- | | |
|-----------------------|--|
| A. The Problem | G. Brief Personnel Biographies or
Job Specifications |
| B. Goals | H. Participating Agencies/Relationship
to Local Plans |
| C. Objectives | I. Project Evaluation |
| D. Project Activities | J. Assumption of Costs |
| E. Project Management | K. Civil Rights Compliance |
| F. Personnel | |

ATTACHMENT TWO: Budget Detail/Budget Explanation

ATTACHMENT THREE: Non-Supplanting Certification

ATTACHMENT FOUR: Negative Environmental Impact Statement

ATTACHMENT FIVE: A-95 Clearinghouse Review Procedures

REFER TO THE CURRENT APPLICANTS GUIDE FOR DETAILED INSTRUCTIONS OUTLINING THE COMPLETION OF ATTACHMENTS ONE AND TWO ABOVE. INSTRUCTIONS FOR ATTACHMENTS THREE AND FOUR ARE CONTAINED WITHIN THIS APPLICATION AND CAN BE FOUND ON EACH RESPECTIVE ATTACHMENT.

CONTINUATION APPLICATION. In the case of a continuation application, the applicant must present an overview of the activities funded with the previous year's grant, and an assessment of project results supported by data. This overview should be developed in line with the stated goals and objectives of the previous project, and should be presented in addition to each of the Attachments referred to above. Continuation applications should be submitted approximately three months prior to expiration of the preceding project.

ATTACHMENT TWO

SECTION A – ITEM 14. BUDGET DETAIL (Estimate)
WHOLE DOLLARS ONLY

COST ELEMENT	SLEPA (FEDERAL) SHARE	REQUIRED HARD CASH MATCH		PROJECT TOTAL
		STATE BUY-IN PROVISION	STATE/LOCAL CASH	
A. Salaries and Wages				
1. Regular criminal justice personnel: Refer to explanation in current Applicants Guide.				
Position	% of time	Current Annual Salary		
2. All other staff:				
Position	% of time	Current Annual Salary		
		Sub-Total Salaries	\$ _____	\$ _____
		Fringe Benefits (Detail in Budget Explanation)	\$ _____	\$ _____
		Total Salaries	\$ _____	\$ _____

ATTACHMENT TWO (Continued)

SECTION A – ITEM 14. BUDGET DETAIL (Estimate)
WHOLE DOLLARS ONLY

COST ELEMENT	SLEPA (FEDERAL) SHARE	REQUIRED HARD CASH MATCH		PROJECT TOTAL
		STATE BUY-IN PROVISION	STATE/LOCAL CASH	
B. Purchase of Services				
1. Individual consultants (list by individual or type with fee basis and amount of time devoted).				
2. Contracting or Service Organizations and Associations (list each by type with fee basis and amount of time devoted).				
3. Instructional costs for training seminars, etc.				
4. Other costs for professional services, i.e., psychological/social services.				
Total Purchase of Services	\$ _____	\$ _____	\$ _____	\$ _____
C. Travel, Transportation, Subsistence (itemize)				
Total Travel	\$ _____	\$ _____	\$ _____	\$ _____

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ATTACHMENT TWO (Continued)

SECTION A – ITEM 14. BUDGET DETAIL (Estimate)
WHOLE DOLLARSONLY

COST ELEMENT	SLEPA (FEDERAL) SHARE	REQUIRED HARD CASH MATCH		PROJECT TOTAL
		STATE BUY-IN PROVISION	STATE/LOCAL CASH	
D. Consumable Supplies, Postage, Printing, Etc. (Itemize)				
Total Consumable Supplies	\$ _____	\$ _____	\$ _____	\$ _____
E. Facilities, Office Space, Utilities, Equipment Rental (Itemize)				
Total Facilities	\$ _____	\$ _____	\$ _____	\$ _____
F. Equipment (Itemize)				
Total Equipment	\$ _____	\$ _____	\$ _____	\$ _____
G. Indirect Costs				
Total Indirect	\$ _____	\$ _____	\$ _____	\$ _____
Total Project Costs	\$ _____	\$ _____	\$ _____	\$ _____

ATTACHMENT THREE

INSTRUCTIONS

Federal regulations require certification to the effect that federal funds have been used to increase State or local funds that would, in the absence of such federal aid, be made available for law enforcement and criminal justice. Certifications are required at the commencement and conclusion of the grant period.

- (1) Insert in the first blank in the body of the text, the title of the certifying body or individual, for example (Freeholder Director of Morris County) (Mayor of Trenton) (Commissioner, Department of Health)*
(2) Insert the dates of the grant period in the second set of blanks.
(3) Check the appropriate boxes, "two", "three", "four", or "five" years, depending upon the length of the averaging period selected by the subgrantee.

Where the certification cannot be made and there is a projected or actual, reduced, or unchanged local investment in law enforcement and criminal justice, enter in the space provided on the form an explanation demonstrating that the subgrantee's reduced or unchanged commitment would have been necessitated even if federal financial support under Title I of the Act had not been made available.

Subgrantee records in support of the certification should contain estimates of total funds annually made available for law enforcement and criminal justice for the year of certification and the years used to determine average annual increment. These records should identify the source or basis of such estimates.

Where subgrantees are "combinations of local units" certifications should cover the combined law enforcement and criminal justice expenditures of the participating units.

NON-SUPPLANTING CERTIFICATION

The _____ herewith certifies that federal funds will be used to increase State and/or local funds that would, in the absence of such federal aid, be made available for law enforcement and administration of criminal justice, and that expenditures for law enforcement and administration of criminal justice, for the period _____ to _____ will be or were at least as great as for the preceding year plus the average annual increment in such expenditures for the past () two () three () four () five years.

(Detail below the prior annual expenditures and the current budgeted amounts for law enforcement and administration of criminal justice. Use the number of base years checked above)

- 19 _____ \$ _____
19 _____ \$ _____
19 _____ \$ _____
19 _____ \$ _____
19 _____ \$ _____

* Those units of government applying for Juvenile Justice and Delinquency Prevention funds should respond only to the following:

The _____ certifies that federal funds will be used to supplement and increase the level of state, local and other non-federal funds that would, in the absence of such federal aid, be made available for programs provided for under the Juvenile Justice and Delinquency Prevention Act and will in no event replace such state, local, and other non-federal funds.

SIGNATURE OF MAYOR, FREEHOLDER DIRECTOR, CHIEF EXECUTIVE/STATE DEPARTMENT HEAD ON PAGE 101 P. 14 "APPLICATION AUTHORIZATION" CONSTITUTES CERTIFICATION OF THE ACCURACY AND CORRECTNESS OF THE ABOVE INFORMATION.

ATTACHMENT FOUR

**STATE OF NEW JERSEY
STATE LAW ENFORCEMENT PLANNING AGENCY**

NEGATIVE ENVIRONMENTAL IMPACT STATEMENT

The National Environmental Policy Act of 1969 Section 102 (2) (c) (P.L. 91-190) and Guidelines issued by the Council on Environmental Quality (CEQ) require that prior to "major Federal actions" significantly affecting the quality of the human environment an assessment of environmental consequences shall be made in the form of an environmental statement.

In compliance with NEPA and CEQ regulations and in an effort to measure the environmental impact of all potential subgrants, the New Jersey State Law Enforcement Planning Agency is requiring each applicant to submit, together with the original application, a Negative Impact Statement.

In preparing the Negative Impact Statement, the applicant should present responses in sufficient detail to indicate a valid assessment of all known possible environmental consequences of the proposed action. Particularly detailed environmental assessments should accompany those applications involving (1) the construction, renovation, or modification of facilities, (2) the use of herbicides and pesticides, and (3) the utilization of community-based residential centers. (Simple "No" answers are not acceptable.)

The following questions should be answered and forwarded to the State Law Enforcement Planning Agency as part of the grant application. (Add additional pages if needed.)

Project Title: _____

1. Will the project lead to a significant increase in air pollution?

2. Will the project lead to a significant increase in water pollution?

3. Will the project lead to a significant increase in the ambient noise level for a substantial number of people?

4. Will the project lead to poor land use, soil erosion or soil pollution?

5. Will the project destroy or derogate from an important recreation area?

A-95 CLEARINGHOUSE REVIEW PROCEDURES
ATTACHMENT FIVE

1. This application has been submitted to the following clearinghouses:
(Copy of completed Standard Form 424 must be attached)

a. State Clearinghouse: _____
Date Submitted

b. Check appropriate Clearinghouse:

Tri-State Regional Planning Commission

Delaware Valley Regional Planning Commission

Wilmington Metropolitan Area Planning Coordinating Council

_____ County Planning Board
(Name of County)

c. Date submitted to Clearinghouse checked above: _____

2. Number Assigned: _____

3. Action taken by Clearinghouses:

a. Concurrent review has been granted (Documentation attached from appropriate Clearinghouses)

b. This is a continuation grant on which review was not requested. (Documentation attached from appropriate Clearinghouses)

c. Clearinghouse process has been completed.

comments included

none received

SIGNATURE OF MAYOR, FREEHOLDER DIRECTOR, CHIEF EXECUTIVE/STATE DEPARTMENT HEAD ON
PAGE 101 P. 14 "APPLICATION AUTHORIZATION" CONSTITUTES CERTIFICATION OF THE ACCURACY AND
CORRECTNESS OF THE ABOVE INFORMATION.

SECTION B

Conditions Applicable to Grants Awarded Under Parts B, C, and E of Title I, P.L. 90-351 as amended by Title I, P.L. 93-83 and Juvenile Justice and Delinquency Prevention Act of 1974, P.L. 93-415 as amended.

1. General Administrative Conditions:

a. It is expressly agreed that this project will meet the requirements of the Omnibus Crime Control and Safe Streets Act of 1968 (P.L. 90-351, Stat. 197) as amended and the Juvenile Justice Delinquency Act of 1974 (P.L. 93-415) as amended hereafter referred to as the Act, and all administrative regulations established by the Federal Law Enforcement Assistance Administration (LEAA) and the New Jersey State Law Enforcement Planning Agency (SLEPA).

b. The subgrant award shall be subject to and will be administered in conformity with the (i) General Conditions Applicable to Administration of Grants under the Act. (ii) Conditions Applicable to the Fiscal Administration of Grants under the Act and (iii) Any Special Conditions contained in the grant award.

c. The subgrant award may be terminated or fund payment discontinued by the State Law Enforcement Planning Agency when in its opinion a substantial failure to comply with the provisions of the Act or any regulations (SLEPA or Federal) promulgated thereunder, including these subgrant conditions has occurred.

d. In addition, the subgrant may be cancelled under the following conditions:

(1) If a project has not commenced within 60 days after the contractually determined date of implementation (day one of the subgrant period appearing on Subgrant Award, SLEPA 103), the subgrantee will report by letter the steps taken to initiate the project, the reasons for delay, and the expected date.

(2) If, after 90 days following the contractually determined starting date the project is not operational a further statement on implementation delay will be submitted by the subgrantee to SLEPA. Upon the receipt of the 90-day letter SLEPA may cancel the project, and redistribute the funds to other project areas. SLEPA, where warranted by extenuating circumstances, may request approval from the LEAA Regional Office to extend the implementation date of the project past the 90-day period.

e. Where activities supported by this grant produce original books, manuals, films or other copyrightable material, the grantee may copyright such, but SLEPA reserves a royalty-free, non-exclusive and irrevocable license to reproduce, publish, and use such materials, and to authorize others to do so. SLEPA also reserves the right to require the grantee not to publish, and the grantee thereupon shall refrain from publishing, any material, whether copyrighted or not, that SLEPA shall designate. However, such right shall not be exercised unreasonably. Any

publication by the grantee shall include, on the title page, a standard disclaimer of responsibility by SLEPA for any opinions or conclusions contained therein.

f. If any discovery or invention arises or is developed in the course of or as a result of work performed under this grant, the grantee shall refer the discovery or invention to SLEPA, which will determine whether or not patent protection will be sought, how any rights therein, including patent rights, will be disposed of and administered, and the necessity of other action required to protect the public interest in work supported with federal funds, all in accordance with the Presidential Memorandum of October 10, 1963, on Government Patent Policy.

g. Discrimination will be prohibited in that:

(1) No person shall, on the grounds of race, creed, color or national origin, be excluded from participation in, be refused the benefits of, or be otherwise subjected to discrimination under grants awarded pursuant to the Act or under any project, program or activity supported by this grant. The grantee must comply with the provisions and requirements of Title VI of the Civil Rights Act of 1964 and regulations issued by the Department of Justice and the Law Enforcement Assistance Administration thereunder as a condition of award of federal funds and continued grant support. As required by Section 518 (b) of the Act, this grant condition shall not be interpreted to require the imposition in grant-supported projects of any percentage ratio, quota system, or other program to achieve racial balance or eliminate racial imbalance in a law enforcement agency.

(2) There shall be no discrimination against any employee engaged in the work required to produce the services covered by this subgrant or against any applicant for such employment because of sex, race, creed, color, national origin or ancestry. This provision shall include, but not be limited to the following: employment upgrading; demotion; transfer; recruitment or recruitment advertising; layoff or termination; rates of pay or other forms of compensation; and selection for training including apprenticeship.

(3) The parties to this subgrant do hereby agree that the provisions of N.J.S.A. 10:2-1 through 10:2-4, dealing with discrimination in employment on public contracts, and the Rules and Regulations promulgated pursuant thereto, are hereby made a part of this sub-grant and are binding upon them.

h. In reference to title to property acquired in whole

or in part with grant funds, subgrantees must comply with the standards set forth in Attachment FMC 74-7 pertaining to property management standards and LEAA guidelines with respect to excess property.

i. All income earned by the grantee with respect to grant funds or as a result of conduct of the grant project (sale of publications, registration fees, service charges on fees, etc.) must be accounted for and reported to the Agency on the appropriate form.

j. All income from other sources, such as contributions, donations or funds from other grant programs, must be accounted for and reported to the Agency.

k. With respect to indirect costs charged by local government subgrantees, no charges on the basis of previously established fixed rates or negotiated lump sum amounts may be allowed without prior submission to and approval by LEAA, except that flat amounts not in excess of 10% of direct labor costs or 5% of total project costs may be allowed by SLEPA as a predetermined rate based on general experience with respect to minimum overhead support levels required for governmental agency operation. (Where flat rates are accepted in lieu of actual indirect cost, subgrantees may not also charge expenses normally included in overhead pools; e.g., accounting services, legal services, building occupancy and maintenance, etc., as direct costs.) These charges will be made to the match share in grants requiring match.

l. Under the terms and conditions of the Federal Freedom of Information Act (5 U.S.C. 552), subject only to the exceptions set forth below, all identifiable plans, applications, grant or contract awards, reports, books, papers or other documents maintained by the subgrantee under this grant that are pertinent to activities supported by Title I funds shall be made promptly available upon request to any person for inspection and copying. The subgrantee is, however, under no obligation to compile or procure a record or other document in response to a request, nor to undertake to identify for someone who requests records the particular material being requested where a reasonable description is not afforded.

Material Exempted from Disclosure

Records and Documents, or parts thereof, need not be made available under this section if they are:

(1) specifically exempted from disclosure by State law;

(2) related to operations of criminal justice agencies that are sensitive or confidential to such a degree that disclosure would not be in the interest of the public;

(3) internal communications related to the subgrantee decision making process, such as preliminary drafts, memoranda between staff officials, opinions and interpretations prepared by staff per-

sonnel or consultants, or records or minutes of deliberations of staff groups or executive sessions of the supervisory board;

(4) investigatory files compiled for law enforcement purposes;

(5) trade secrets or commercial or financial information that is privileged or confidential under State law;

(6) related solely to the internal personnel rules and practices of the subgrantee;

(7) personnel and medical files and similar files the disclosure of which would constitute a clearly unwarranted invasion of personal privacy.

Inspection and copying of records and documents may be made subject to reasonable rules and procedures relating to time, place, and fees for copies to the extent authorized by State law. Any information released by the subgrantee to the general public concerning subgrants awarded by SLEPA must include reference to the fact that SLEPA was the grantor and that the federal support came from LEAA.

m. Before approving subgrant programs involving construction, renovation, purchasing or leasing of facilities SLEPA shall consult with the State Liaison Office for historic preservation to determine if the undertaking may have an effect on properties listed in the National Register of Historic Places. If the undertaking may have an adverse effect on the listed program properties SLEPA must notify and receive LEAA approval before proceeding with the program.

n. In accordance with the Uniform Relocation Assistance and Real Property Acquisition Policy Act of 1970 (P.L. 91-646; 84 Stat. 1894), Title I funds used to pay all or part of the cost of any program or project which will result in displacement of any person shall provide that:

(1) Relocation services and payments will be provided.

(2) The public has been adequately informed of relocation payments and services.

(3) When at all practicable, at least 90 days notice of relocation will be given.

(4) Comparable replacement housing is available and a specific plan formulated to deal with relocation problems.

(5) The relocation is realistic and adequate to provide orderly relocation.

o. In accordance with the provisions of the Clean Air Act (42 U.S.C. 1857) as amended by P.L. 91-604, the Federal Water Pollution Act (33 U.S.C. 1251 et seq) as amended by P.L. 92-500 and Executive Order 11738, grants, subgrants or contracts cannot be entered into, reviewed or executed with parties convicted of offenses under these laws.

p. SLEPA or any of its duly authorized representatives, shall have access for purpose of audit and examinations to any books, documents, papers, and

records of the subgrantee, and to relevant books and records of subgrantees and contractors, as provided in Section 521 of the Act in addition to the official subgrantee file.

q. The applicable sections of the Hatch Act (Title V, Chapter 15, Section 1501) pertaining to the political activities of certain State and local employees shall be adhered to.

r. Whoever embezzles, willfully misapplies, steals or obtains by fraud any funds, assets, or property which are the subject of a grant or contract or other form of assistance pursuant to this title, whether received directly or indirectly from the Administration, shall be fined not more than \$10,000 or imprisoned for not more than five years, or both. Whoever knowingly and willfully falsifies, conceals or covers up by trick, scheme, or device, any material fact in any application for assistance submitted pursuant to this title or in any record required to be maintained pursuant to this title shall be subject to prosecution under the provisions of Section 1001 of Title 18, United States Code. Any law enforcement program or project underwritten, in whole or in part, by any grant, or contract or other form of assistance pursuant to this title, whether received directly or indirectly from the Administration shall be subject to the provisions of Section 371 of Title 18, United States Code.

s. LEAA regulations on confidentiality of research and statistical data, which are contained in 28 CFR Part 22, implement Section 524(a) of the Omnibus Crime Control and Safe Streets Act of 1968, as amended. Section 524(a) provides that:

Except as provided by Federal law other than this title, no officer or employee of the Federal Government, nor any recipient of assistance under the provisions of this title, shall use or reveal any research or statistical information furnished under this title by any person and identifiable to any specific private person for any purpose other than the purpose for which it was obtained in accordance with the title. Copies of such information shall be immune from legal process, and shall not, without the consent of the person furnishing such information, be admitted as evidence or used for any purpose in any action, suit, or other judicial or administrative proceedings.

These regulations require that a privacy certificate be submitted as part of any application for a project in which data identifiable to a private person will be collected for research or statistical purposes. A certificate must, therefore, be submitted in connection with research/statistical projects and with those "action" projects which include an evaluation component involving the collection of data identifiable to a private person. A certificate would not be required in projects in which data is to be collected in non-identifiable, statistical form only. The suggested for-

mat and information to be contained as part of the privacy certification is available upon request.

t. As required in the Juvenile Justice and Delinquency Prevention Act of 1974, procedures will be followed to insure that programs funded by LEAA or OJJDP shall not disclose program records containing the identity of individual juveniles except with the consent of the service recipient or legally authorized representative. Under no circumstances may project reports or findings available for public dissemination contain the actual names of individual service recipients.

2. Fiscal Conditions:

a. Procedures will be established which assure proper disbursement of, and accounting for grant funds and required non-federal expenditures (if any) that meet the requirement of the State of New Jersey to the federal government as specified in the Act.

b. Accounting procedures provide for an accurate and timely recording of receipt of funds by source, of expenditures made from such funds, and of unexpended balances. Controls will be established which are adequate to ensure that expenditures charged to subgrant activities are for allowable purposes and that documentation is readily available to verify that such charges are accurate.

c. Grant funds may not, without advance written approval by the SLEPA be obligated prior to the effective date or subsequent to the termination date of the grant period. Such obligations must be related to goods or services provided and utilized within the grant period.

d. Financial records of the grantee and its subgrantees and contractors, including books of original entry, source documents supporting accounting transactions, the general ledger, subsidiary ledgers, personnel and payroll records, cancelled checks, and related documents and records must be retained for a period of at least three years. The retention period starts from the date of the submission of the final expenditure report or, for grants which are renewed annually from the date of the submission of the annual expenditure report.

Records must be retained beyond the three year period if an audit is in progress and/or the findings of a completed audit have not been resolved satisfactorily. If an audit is completed and the findings are resolved prior to the three year period, records will be retained until the end of the three year period. If the three year period has passed and no audit has been initiated, the records will be retained in accordance with other State and local law. Access to the records will be allowed for purposes of a federal audit.

If after the 3 year period no audit has been initiated and State or local law does not require record retention beyond the three year period, subgrantees must receive prior approval from SLEPA before disposing of any grant records.

e. Subgrant expenditures must be reduced by applicable credits which refer to those receipts or reduction of expenditure-type transactions which offset or reduce expense items allocable to grants as direct or indirect costs. Examples of such transactions are: purchase discounts; rebates or allowances, recoveries or indemnities on losses; sale of publications, equipment and scrap; income from personal or incidental services; and adjustments of overpayments or erroneous charges.

Applicable credits may also arise when Federal funds are received or are available from sources other than the grant program involved to finance operations or capital items of the grantee. This includes costs arising from the use or depreciation of items donated or financed by the Federal Government to fulfill matching requirements under another grant program. These types of credits should likewise be used to reduce related expenditures in determining the rates or amount applicable to a given grant.

f. Subgrantees should follow State procurement practices and procedures as defined in Chapt. 198, Laws of 1971, "Local Public Contracts Law" and any amendments attached thereto, except where inconsistent with Attachment O, A102. OMB circular A102 prescribes minimum standards required of all subgrantee procurement methods.

g. Requests for proposal or invitations for bid issued by the grants or a subgrantee to implement the grant or subgrant project are to provide notice to prospective bidders that the LEAA organizational conflict of interest provision is applicable in that contractors that develop or draft specifications, requirements, statements of work and/or RFP's for a proposed procurement shall be excluded from bidding or submitting a proposal to compete for the award of such procurement. See LEAA Guideline Manual M7100.1A, Chapter 3, paragraph 49e.

h. The conditions for grant assistance to any applicant, when an award is made and grant funds are

accepted thereunder, will become a binding contractual commitment of the subgrantee. The applicant should satisfy itself that it has read, understands, and is willing to comply with these grant conditions and the rules and regulations incorporated therein concerning administration of grants established by the Law Enforcement Assistance Administration and the State Law Enforcement Planning Agency.

i. It is the policy of the Law Enforcement Assistance Administration that the locations of meetings for LEAA funded projects be determined on a cost/benefit basis. That is, meeting sites selected by grantees or recommended by contractors should represent those most cost-advantageous not only to LEAA but also to those State and local agencies which support grant efforts by releasing employees from duty in order that they may participate in project activities.

In selecting or recommending sites for project meetings, grantees and contractors should use the official duty station of participants as the basis for identifying an optimal location in terms of travel and per diem costs. This is not to say that all meetings must be held at the same location. As a general rule, however, average costs for all meetings during the project period should approximate the costs of meetings conducted at such an optimal location.

In instances where meeting sites are predetermined by the nature of the project or where it can be specifically shown that significant program benefits will be derived from selection of a particular location despite some additional cost, the general rule may be infrequently waived by the government project monitor with the concurrence of the responsible office head.

As a general rule, locations which reasonable persons would refer to as "resort areas" will not be selected for LEAA fund gatherings except where all participants reside within the specific geographic area and the site can be proved to be most cost-advantageous to the government.

APPLICATION AUTHORIZATION

Authorization to submit application to the State Law Enforcement Planning Agency for a project entitled:

at an estimated total project cost of \$ _____.

The undersigned agrees upon approval of this project on behalf of the unit of government or State Agency to comply with the "Conditions Applicable to Grants Awarded" (Section B of this Application). Further, the undersigned certifies that the information contained in the "Non-Supplanting Certification" and the "Negative Environmental Impact Statement" is complete and accurate and A-95 Clearinghouse Procedures have been submitted. The undersigned also certifies that the following procedures covering "Civil Rights Compliance," where required, have been undertaken and completed:

Civil Rights Compliance

- | | | |
|---|---------------------------------|--------------------------------|
| 1. An Equal Employment Opportunity Program (Affirmative Action Plan) covering the employment practices of the implementing agency has been executed and is available for review. | YES
<input type="checkbox"/> | NO
<input type="checkbox"/> |
| 2. The required certificate indicating existence of a written Equal Employment Opportunity Program has been filed with the State Law Enforcement Planning Agency either with this application or with a previously approved application involving the same implementing agency. | YES
<input type="checkbox"/> | NO
<input type="checkbox"/> |

Date certificate filed _____

REFER TO THE APPLICANTS GUIDE FOR A DETAILED EXPLANATION OF BOTH CIVIL RIGHTS AND A-95 CLEARINGHOUSE REQUIREMENTS.

This application consists of the following attachments in addition to this form:

Section A

- Attachment 1: Description of Project
- Attachment 2: Project Budget
- Attachment 3: Non-Supplanting Certification
- Attachment 4: Negative Environmental Impact Statement
- Attachment 5: A-95 Clearinghouse Review Procedures

Section B

Conditions Applicable to Grants Awarded

Signature: _____

Name: _____

Title: _____

Mayor, Freeholder-Director, Chief Executive Officer, State Department Head

Unit of Government: _____

RESOLUTION APPROVING PARTICIPATION WITH THE STATE OF NEW JERSEY IN A STATE LAW ENFORCEMENT PLANNING AGENCY PROGRAM.

WHEREAS, the State Law Enforcement Planning Agency (SLEPA) is responsible for implementation of Title 1 of the "Omnibus Crime Control and Safe Streets Act of 1968 (as amended) and the Juvenile Justice and Delinquency Prevention Act of 1974 in New Jersey; and

WHEREAS, the _____ wishes to apply to SLEPA for funds in connection with a project entitled _____ ; and

WHEREAS, the _____ has reviewed said application and finds approval thereof to be in the best interests of the municipality/county; and

WHEREAS, said project is a joint project between the State of New Jersey (SLEPA) and _____ for the purposes therein described;

NOW, THEREFORE, BE IT RESOLVED by the _____

(1) that as a matter of public policy _____ wishes to participate with the State of New Jersey (SLEPA) to the greatest extent possible; (2) that the Executive Director of SLEPA be and he is requested to accept said application on behalf of the municipality/county; and (3) that the appropriate fiscal officer will accept the funds in connection with said project from SLEPA and make disbursements in accordance with said application.

CERTIFICATION OF RECORDING OFFICER

This is to certify that the foregoing Resolution is a true and correct copy of a resolution finally adopted at the meeting of the _____ held on the _____ day of _____, 19____ and duly recorded in my office; that all requirements of law pertaining to the conduct of said meeting and the passage of this resolution were observed; and that I am duly authorized to execute this certificate.

DATED this _____ day of _____, 19_____.

SEAL

(SIGNATURE OF CERTIFYING OFFICER)

(TITLE OF CERTIFYING OFFICER)

NEW JERSEY STATE LAW ENFORCEMENT PLANNING AGENCY

SUBGRANT AWARD

PROJECT TITLE	PROJECT NUMBER
IMPLEMENTING AGENCY/PROJECT DIRECTOR	SUBGRANT AMOUNT Federal State Buy-In _____ Total
SUBGRANTEE UNIT OF GOVERNMENT	DATE OF AWARD

In accordance with the provisions of Part B, C and E Title I, of the Omnibus Crime Control Act (P.L. 90-351) and the Juvenile Justice and Delinquency Prevention Act (P.L. 93-415) as amended and based on the appended application, the State Law Enforcement Planning Agency hereby awards to the above named Subgrantee a(n) _____ subgrant in the amount specified, for the purposes set forth in the approved application.

This subgrant is subject to the General Conditions set forth in the Federal Management Circulars 73-2, 74-4 and A-102; the General Conditions for _____ subgrants promulgated by the State Law Enforcement Planning Agency (copy of which is attached hereto); all applicable Statutes of the State of New Jersey; the requirements of the federal government (U.S. Department of Justice) and the State Law Enforcement Planning Agency; and the requirements of the State of New Jersey for State and local financial accounting. It is subject also to any special conditions attached to this subgrant.

This Subgrant Award incorporates all conditions and representations contained or made in applicant's application form 101 hereto attached.

In compliance with Section 301 (c) of the Act, and in consideration of Section 303 (2) of the Act, the subgrantee hereby attests and affirms that it is the intention of the office of the chief elected official of the applicant unit of government to seek and assure that the required "hard cash match" funds in the amount of _____ will be designated, appropriated and expended for the project for which support is requested, within the duration of the subgrant period.

The subgrant shall become effective, as of the date of the award, upon return of the duplicate copy of this award, duly executed by the Chief Executive (Mayor, Freeholder-Director, or State Department Head) of the Subgrantee unit of government and will cover the period indicated below subject to revision by the State Law Enforcement Planning Agency.

FOR THE SUBGRANTEE:

**FOR THE STATE OF NEW JERSEY
STATE LAW ENFORCEMENT PLANNING AGENCY**

SIGNATURE OF MAYOR/FREEHOLDER DIRECTOR,
CHIEF EXECUTIVE OFFICER,
STATE AGENCY HEAD (SIGNATURE INDICATES
AGREEMENT TO ATTACHED CONDITIONS, IF ANY)

EXECUTIVE DIRECTOR, SLEPA

TYPED NAME OF OFFICIAL AND TITLE

SUBGRANT AWARD DATA

This award is subject to special conditions (attached)

Subgrant Number : _____

Date Application Received: _____

_____ to _____
SUBGRANT PERIOD

STATE LAW ENFORCEMENT PLANNING AGENCY

NOTICE OF APPEAL

Unit of Government: _____

Title of Application: _____

_____ Project Number _____

Date of Application Submission: _____

SLEPA Program Number: _____

It is hereby requested that a formal hearing be held pertinent to the denial of funding of the above identified application, in accord with the established procedures for appeal.

Name: _____

Signature: _____

Title: _____

Mayor, Freeholder Director, Chief Executive Officer,
State Department Head.

Date: _____

**STATE LAW ENFORCEMENT
PLANNING AGENCY
Trenton, New Jersey 08625**

INDIVIDUAL TIME AND SALARY REPORT

1. Applicant		2. Report Period (Month)	
3. Project Title		4. Grant No.	
5. Name	6. Employee No.	7. Social Security No.	
8. Title	9. Project Assignment		

DAILY TIME RECORD

DATE OF MONTH	TOTAL HOURS WORKED	HOURS WORKED ON PROJECT	DATE OF MONTH	TOTAL HOURS WORKED	HOURS WORKED ON PROJECT	DATE OF MONTH	TOTAL HOURS WORKED	HOURS WORKED ON PROJECT
1			11			21		
2			12			22		
3			13			23		
4			14			24		
5			15			25		
6			16			26		
7			17			27		
8			18			28		
9			19			29		
10			20			30		
						31		

10. Salary	HOURLY RATE	WEEKLY RATE	11. Monthly Total	TOTAL HOURS WORKED	HOURS WORKED ON PROJECT

APPORTIONMENT OF COMPENSATION

Charged to	Salary	Benefits	Total
State/ Local			
Federal (SLEPA)			

CERTIFIED AND SUBMITTED AS TRUE AND CORRECT

12. Individual's Signature

13. Supervisor Project Director's Signature

INDIVIDUAL TIME AND SALARY REPORT INSTRUCTIONS

This form is to be used for personnel involved in funded grant projects and is to be held by the subgrantee with other accounting records until an audit is completed and all questions arising therefrom are resolved, or three years after completion of a project, whichever is sooner.

An individual must use this Form 105

if the agency does not regularly use a standard time record and the individual is paid full-time with FEDERAL funds.

if the individual is paid part-time with FEDERAL funds.

if the individual's time is recorded as part-time in kind local share.

if the individual's time is recorded as full-time in kind local share.

ITEM NUMBER

1. Name of agency, city or town which received the grant award.
2. Month for which the daily time is reported.
3. Title of awarded project.
4. Designated grant number.
5. Employee's name whose daily time record appears on the form.
6. Employee's identification number (if appropriate).
7. Employee's social security number.
8. Employee's regular title or job position.
9. Employee's job assignment as directly related to project activities.

DAILY TIME RECORD

Each work day should show the total number of hours worked in the first column and in the second column the total number of hours worked on project activities, e.g., a full-time project assignment would show 8 hrs. and 8 hrs., a part-time project assignment would show 8 hrs. and 4 hrs. or 8 hrs. and 2 hrs., etc.

10. Employee's salary should be designated as either the hourly or weekly rate.
11. Designate the hours worked for the whole month as total hours worked and total hours worked on project.

APPORTIONMENT OF COMPENSATION

This will summarize the monthly salary and fringe benefits dollar value for use in gathering information for the regular quarterly narrative report.

12. Employees whose time records are recorded on this form must sign and certify the correctness of the report.
13. The employee's supervisor should also sign to verify the accuracy of the report.

STATE OF NEW JERSEY
STATE LAW ENFORCEMENT PLANNING AGENCY
QUARTERLY NARRATIVE REPORT
(Submit in Duplicate)

For SLEPA Use Only

Date Rec'd. _____

Analyst _____

Chief _____

Refer to _____

Comments Attached

IMPLEMENTING AGENCY _____

SUBGRANT NO. _____

STREET ADDRESS _____

PHONE NO. _____

CITY _____

ZIP NO. _____

PROJECT TITLE _____

For Quarter:

- January 1 to March 31
- April 1 to June 30
- July 1 to September 30
- October 1 to December 31
- Other/Final Report _____

Project Duration (if SLEPA approved extension,
use latest date)

From _____

To _____

1. GOALS (List the goals from the body of the grant application).

2. OBJECTIVES (List the objectives from the body of the grant application).

3. ACTIVITIES (Specific activities related to achievement of goals and objectives)

a.

b.

c.

d.

e.

f.

4. SUMMARY OF PROJECT PROGRESS (Relate to goals, objectives and activities, highlighting significant accomplishments and problems. Quantify where possible).

5. EQUIPMENT RECEIVED DURING QUARTER:

6. PROJECT DIRECTOR'S COMMENTS:

TYPED NAME AND SIGNATURE OF PROJECT DIRECTOR

DATE

SLEPA 106.3

STATE OF NEW JERSEY STATE LAW ENFORCEMENT PLANNING AGENCY	DETAILED COST STATEMENT – CASH REPORT/CASH REQUEST (SUBMIT IN TRIPLICATE)
--	--

1. Unit of Government _____

2. Implementing Agency _____

3. Project Address: _____

4. Subgrant # _____

5. Project Duration:
 From _____
 To _____

6. Date of this Report: _____

7. Report # _____

8. Report for month of _____ 19 _____

a. Other period: _____

9. Remarks: _____

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BUDGET CATEGORIES	SECTION 1 APPROVED PROJECT BUDGET			SECTION 2 THIS REPORT PERIOD'S EXPENDITURES			SECTION 3 CUMULATIVE EXPENDITURES			SECTION 4** CURRENT UNPAID OBLIGATIONS		
	SLEPA (FEDERAL)	REQUIRED HARD CASH MATCH		SLEPA (FEDERAL)	REQUIRED HARD CASH MATCH		SLEPA (FEDERAL)	REQUIRED HARD CASH MATCH		SLEPA (FEDERAL)	REQUIRED HARD CASH MATCH	
		STATE BUY-IN PROVISION	*____STATE ____LOCAL		STATE BUY-IN PROVISION	*____STATE ____LOCAL		STATE BUY-IN PROVISION	*____STATE ____LOCAL		STATE BUY-IN PROVISION	*____STATE ____LOCAL
A. Salaries & Wages												
1. Regular criminal justice personnel												
2. Other Staff												
3. Fringe Benefits												
B. Purchase of Services												
C. Travel, etc.												
D. Consumable Supplies												
E. Facilities, etc.												
F. Equipment												
G. Indirect Cost												
TOTALS												

*CHECK THE APPROPRIATE SOURCE OF MATCH FUNDS. **REQUIRED ON ALL REPORTS. AMOUNTS MUST BE ENTERED ON REPORT FOR LAST PROJECT MONTH IF ADDITIONAL EXPENDITURES ARE ANTICIPATED. SLEPA FORM 107 (REV. 11/76)

Report for month of _____ 19 _____

Implementing Agency _____ Subgrant # _____

Project Title _____

CASH REPORT

	SLEPA FUNDS (ONLY)	STATE BUY IN FUNDS (ONLY)	STATE SHARE (ONLY)
1. Project Status: <input type="checkbox"/> Ready to begin <input type="checkbox"/> In operation <input type="checkbox"/> Completed			
2. Cash on hand – beginning of period (Line 6, previous report)	\$ _____	_____	_____
3. ADD: cash received during period by subgrantee. This refers to contracted units of government, not implementing agencies.	_____	_____	_____
4. SUBTOTAL: Cash available during period	_____	_____	_____
5. DEDUCT: cash disbursed during period (Side 1, Section 2)	_____	_____	_____
6. SUBTOTAL: cash on hand at end of period	_____	_____	_____
7. DEDUCT: current unpaid obligations (Side 1, Section 4)	_____	_____	_____
8. BALANCE: unobligated cash on hand at end of period.	\$ _____	_____	_____

CASH REQUEST

9. Anticipated expenditures* of cash during the period of _____ *(DO NOT INCLUDE OBLIGATIONS FROM #7 ABOVE)	\$ _____	_____	_____
10. DEDUCT: unobligated cash on hand (Line 8, above)	_____	_____	_____
11. Cash requested from SLEPA	\$ _____	_____	_____
For SLEPA Use:			
12. DEDUCT: Cash forwarded, not received by Subgrantee	\$ _____	_____	_____
13. Cash to be forwarded by SLEPA	_____	_____	_____
14. TOTAL FUNDING	_____	_____	_____

Reviewed: _____ Approved: _____

Posted: _____

Remarks: _____

SUBGRANTEE CERTIFICATION: I certify that this information is taken from the Books of Account and that such costs are valid and consistent with the terms of the Grant.

PROJECT DIRECTOR

FINANCIAL OFFICER

Contact for information and corrections: _____
NAME TELEPHONE

FAILURE TO SUBMIT FORM 100 SIGNED (Space labeled "Payee Signature") WILL DELAY
ADVANCES TO LOCAL UNITS OF GOVERNMENT.
FAILURE TO NOTIFY SLEPA OF NEW OR REVISED ACCOUNT NUMBERS WILL DELAY
ADVANCES TO STATE AGENCIES.

INSTRUCTIONS FOR DETAILED COST STATEMENT, CASH REPORT, CASH REQUEST SLEPA FORM 107

The purpose of these instructions is to explain the procedures to be followed by each subgrantee in reporting to SLEPA on:
—The funds required in the immediate future to begin, continue or complete the approved activities under each subgrant.
—The expenditure of funds in connection with the activities under each subgrant.

The subgrantees are to use a revised, three-part form in reporting to SLEPA. The sections of this report are:

—Detailed Cost Statement

—Cash Report

—Cash Request

The procedure for completing each section is covered in these instructions:

I. Frequency and Dates for Reporting

The required frequency of reporting on each subgrant will depend on the subgrant section, as determined by SLEPA. The subgrantee will be informed of the Section to which each subgrant has been assigned. Briefly, the basis for assignment is as follows:

Section I—subgrants with a total grant amount of \$10,000 or less.

Section II—subgrants that do not fit the Section I definition and with a total grant amount in excess of \$10,000.

Reports are required on a monthly basis for all active subgrants.

All reports are due 5 working days after the end of the reporting period.

Reports must be submitted for each active subgrant, even if additional funds are not being requested.

II. Detailed Cost Statement

The purpose of the Detailed Cost Statement is to provide SLEPA with necessary information on the expenditure of federal funds and matching State or local funds in connection with each subgrant. This report also is to provide SLEPA with necessary information on expenditures by approved cost categories and to compare expenditures to the approved project budget.

1. The Approved Project Budget amounts must agree with the budget application approved by SLEPA. Any pending requests for budget modification are not to be included until they are approved in writing by SLEPA.

2. Budget categories for reporting expenditures are the same as those on the project budget.

3. This report must show the expenditure in each category of SLEPA funds, State Buy-in funds, State Share and subgrantee funds.

4. The section on cumulative expenditures must show all expenditures, by cost category and by source of funds, since the beginning of the project.

5. The section on current unpaid obligations, by cost category and by source of funds, during the current report period.

III. Cash Report

The purpose of the cash report is to provide SLEPA with necessary information on the receipt and disbursement of funds and on existing cash balances.

Cash balances must be kept as close as possible to actual cash needs for the succeeding period.

The following explanations refer to items on the Cash Report form.

1. Self explanatory.

2. Cash on hand—beginning of the period. This amount must agree with the SLEPA, State Buy-in, and State Share cash on hand (item #6) on the previous report. (State Share pertains ONLY to State agency grants.)

3. SLEPA, State Buy-in and State Share cash received during the period by contracted units of government (subgrantee). Please note, for the purpose of the Cash Report, Implementing Agencies are not subgrantees.

4. Subtotal: Cash available during period—add lines 2 and 3.

5. SLEPA, State Buy-in and State Share cash disbursed during the period. The amount must agree with the reported expenditures of SLEPA, State Buy-in and State Share funds reported on the Side 1 of the Detailed Cost Statement, Section 2.

6. Subtotal: Cash on hand at end of period—subtract line 5 from 4.

7. Current unpaid obligations. This amount must agree with the reported current unpaid obligations of SLEPA, State Buy-in and State Share funds reported on the Side 1 of the Detailed Cost Statement, Section 4.

Unpaid obligations represent signed purchase orders or contracts and outstanding accounts payable expected to be paid during the contract period, as well as required deposits covering purchase orders and contracts.

8. Line #6 less line #7.

IV. Cash Request

The Cash Request is the basis for SLEPA disbursement of both Federal, State Share and State Buy-in funds to subgrantees. To insure that adequate funds are provided to cover the needs of the project, but that cash balances are not in excess of the project needs, subgrantees must report to SLEPA on their anticipated expenditure of funds. This information, after cash on hand is deducted, will be the basis for cash disbursements from SLEPA.

It is necessary that all subgrantees estimate their expenditures of SLEPA, State Buy-in and State Share funds in the following manner:

1. Initial fundings (SLEPA and State Share funds only). Expenditures should be estimated for the first two months of the project. That is, for a project initially funded in June, expenditures should be estimated for June and July.

2. Initial fundings (State Buy-in only). The full amount of the State Buy-in funds should be requested on the initial fund request.

3. Follow-on fundings—Expenditures should be estimated for the next two months. For example, on the Request submitted by July 5, which covers June activity, expenditures should be estimated for July and August. Similarly, the August 5 request would have expenditures estimated for August and September.

4. The unobligated cash on hand is to be deducted from the anticipated expenditures.

V. Certification

Each report is to be certified by the Project Director and the Finance Officer designated in the approved project application. This certification covers all three sections of the report.

VI. Address for Submitting Reports

The report is to be sent to the following address:

FISCAL OFFICER
SLEPA

STATE OF NEW JERSEY
STATE LAW ENFORCEMENT PLANNING AGENCY

BUDGET REVISION/GRANT EXTENSION REQUEST

(Submit in Triplicate)

BUDGET CATEGORIES	APPROVED PROJECT BUDGET			PROPOSED TRANSFERS			REQUESTED OPERATING BUDGET		
	SLEPA (FEDERAL)	REQUIRED HARD CASH MATCH		SLEPA (FEDERAL)	REQUIRED HARD CASH MATCH		SLEPA (FEDERAL)	REQUIRED HARD CASH MATCH	
		STATE BUY-IN PROVISION	STATE/LOCAL CASH		STATE BUY-IN PROVISION	STATE/LOCAL CASH		STATE BUY-IN PROVISION	STATE/LOCAL CASH
A. Salaries & Wages									
1. Regular criminal justice personnel									
2. Other Staff									
Fringe Benefits									
B. Purchase of Services									
C. Travel, etc.									
D. Consumable Supplies									
E. Facilities, etc.									
F. Equipment									
G. Indirect Cost									
TOTALS									

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- Unit of Government _____
- Implementing Agency _____
- Project Address: _____

- Subgrant # _____
- Project Duration:
From _____
To _____

- Date of Request: _____
- GRANT EXTENSION REQUEST
From _____
To _____
- Subgrantee Certification:
Signature _____
PROJECT DIRECTOR
Signature _____
FINANCIAL OFFICER

FOR SLEPA USE

Approved: _____

Date: _____

Remarks: _____

INSTRUCTIONS

As stated in the General Conditions attached to all SLEPA grants, the subgrantee is permitted to transfer funds between or within budgetary categories, provided the transfer does not affect any category by an amount in excess of \$100. Any transfer of funds between categories that will exceed \$100 limitation requires prior written approval from SLEPA on this form (SLEPA 108). Any change made to the budget allotment within the discretionary limits of the grantee should be explained on the remarks section of the cash request report which reflects the changes.

The following explanations are to assist in the preparation of the Budget Revision/Grant Extension Request.

1. Budget categories for reporting expenditures are the same as those on the project budget.
2. This request must show proposed changes in each category of SLEPA funds and required cash.
3. When completing the Budget Revision/Grant Extension Request, the columns under the heading *Approved Project Budget* should be used to depict the *present operating budget*. The present operating budget should be either that budget initially approved by the SLEPA Governing Board or, if prior revision(s) have been requested, the latest approved budget modification.
4. Columns headed *Proposed Transfers* are to be used to reflect dollar amounts and categories to be affected by the fund transfer (example: Category A +\$100; Category B -\$100). Changes in the subgrantee share as well as requested transfers of SLEPA funds must be reflected. Note that transferred amounts should total zero.
5. Columns headed *Requested Operating Budget* should reflect the newly proposed budget in its entirety. The total budgeted under SLEPA share should agree with the amount budgeted under *Approved Project Budget*.
6. Upon receipt of written approval of the Grant Revision and/or Extension Request, the proposed budget will become the project's new operating budget. New budgets amounts should be reflected on the subsequent Detailed Cost Statement. Do not report proposed changes prior to receipt of the written approval by SLEPA.

BUDGET REVISION NARRATIVE: Subgrantees should add as many continuation pages as necessary to relate the proposed changes to project activities and complete the required justification and explanation of those changes. Explain the sources to be utilized for any additional matching contributions. Enumerate those proposed changes of expenditure items that require prior approval, as specified in Bureau of Budget *Circular 74-4*, *LEAA Financial Guide*, and *SLEPA Applicants Guide*, so prior approval may be considered at the time the request for budget revision is made.

Line items within categories which will be affected by the proposed fund transfer should be detailed in the narrative. Purchase of additional goods or services resulting from the budget modification should be itemized and explained. Goods or services to be deleted or continued at a reduced level in order to accommodate the proposed fund transfer should also be itemized and explained.

GRANT EXTENSION NARRATIVE: If a request for grant extension will also involve budget modification, instructions for the budget revision narrative should be followed. Additionally, the extension request must be forwarded to SLEPA prior to termination of the approved subgrant period. In an effort to aid analysis of the extension request, subgrantees are also encouraged to include in the narrative a projection of expenditures through the final approved month of the project. Such a projected cost schedule will provide SLEPA and the subgrantee with a financial basis for determining the length of the extension period.

STATE LAW ENFORCEMENT PLANNING AGENCY

CONSULTANT REPORTING FORM

Title of Grant _____

Subgrant No. _____

Unit of Government _____

Project No. _____

Grant Period

_____ to _____

Telephone
Number _____

Project Director _____

Address _____

CONSULTANT

Agency Name _____

Telephone
Number _____

Address _____

Consultant Contact Person _____

Telephone
Number _____

Consultant Contract Attached
for SLEPA Approval Yes No

_____ If both answers No,
_____ please explain

Consultant Contract Previously
submitted for SLEPA Approval Yes No

Consultant Contract Period: _____ to _____

Consultant Contract Amount: \$ _____

This form to be completed and submitted to the State Law Enforcement Planning Agency by the Subgrantee prior to engaging the services of a Consultant.

INSTRUCTIONS FOR COMPLETING
"REQUEST FOR LOCATION OF EXCESS PERSONAL PROPERTY" FORM:

TO: As shown. For further information call the General Services Administration at 212-264-2620.

FROM: Enter requesting agency's name and address.

CONTACT/PHONE: Enter the name and telephone number of the person in the requesting agency to be contacted.

DATE: Enter the date the form is being submitted to GSA.

This section will be completed by the implementing state/local agency.

CONTACT DATE: Enter the date requested for response by GSA.

ITEM: Number each different item of equipment sequentially.

QUANTITY: Enter quantities for each item.

UNIT: Enter standard unit for each item, i.e., ea for each, dz for dozen, etc.

DESCRIPTION: Give complete description of each item requested.

This section will be completed by the Federal General Services Administration, Excess Personal Property Division, and the entire form will then be returned to you.

NOTE: If additional space is needed to complete the front of this form, kindly submit additional forms.

Request # _____

Functional Category _____

REQUEST FOR TECHNICAL ASSISTANCE

1. Name of Organization – Address:

2. Specific Problem to be Addressed:

3. Type of Assistance Needed: (Training, publications, studies, conferences, on site consultation, etc.)

4. Expertise, Qualifications, Special skills required if need is for Professional Service:

5. Estimated number of Technical Assistance person days needed: _____

6. Date when Assistance Needed: _____

7. Organizations, if any, whose concurrence or cooperation is required:

8. Expected results:

9. Recommendations for Organizations or Sources of Assistance:

10. Funds available if assistance requires payment for service:

11. Your Agency Contact Person for Technical Assistance:

Name:
Address:

Phone:

STATE LAW ENFORCEMENT PLANNING AGENCY

MONTHLY REPORT OF PROGRAM INCOME

Subgrantee

Subgrant No.

Amount of Program Income Earned for this Period

Amount Previously Reported

Total Program Income Earned to Date

Less: Expenditures made over and above the Subgrant Budget paid with Program Income Fund

A. Salaries and Wages

1. Regular Criminal Justice Personnel

2. Other Staff

Fringe Benefits

B. Purchase of Services

C. Travel

D. Consumable Supplies

E. Facilities

F. Equipment

G. Indirect Cost

Amount of Program Income Available

* _____

*All Program Income not utilized for grant purpose during the grant period will be applied as a reduction of total project costs after the termination of the grant.

Subgrantee Certification

Project Director

Financial Officer

DEFINITIONS

Act—Omnibus Crime Control and Safe Streets Act of 1968 (P.L. 90-351, 82 Stat. 197) as amended.

Action Grant—A specific project approach, utilizing block grant funds, aimed at controlling or reducing criminal behavior or improving and upgrading the criminal justice system and its personnel.

Agency—The State Law Enforcement Planning Agency (SLEPA).

Calendar Year—Refers to the standard calendar year, January 1 to December 31.

Consultant—A person, group or firm which provides professional advice or services for remuneration.

Discretionary Grant—A project funded with monies controlled exclusively by LEAA and used to advance national priorities, draw attention to programs not emphasized in State Plans, and provide special impetus for reform and experimentation within the system of criminal justice.

Fiscal Year—Refers to the federal fiscal year, October 1 of one year to September 30 of the next.

Governing Board—A body appointed by the Governor which has responsibility for reviewing, approving and maintaining general oversight of the State Plan and its implementation of action priorities, of subgrants or allocations to localities, and of other planning agency functions.

Hard Cash Match—Earmarked monies appropriated for the express purpose of matching federal funds.

H.E.W.—The United States Department of Health, Education and Welfare.

JJDP Act—Juvenile Justice and Delinquency Prevention Act of 1974 (P.L. 93-415, 88 Stat. 1109).

JJDP Special Emphasis Grants—Discretionary funds available to public and private agencies for specifically announced program objectives in juvenile justice and delinquency prevention.

JJDP Funds—Planning and Action funds available for juvenile justice and delinquency prevention.

Law Enforcement—Used to describe the entire criminal justice system (police, courts, corrections, prosecution and defense). The phrases "criminal justice" and "criminal justice system" are synonymous with "law enforcement".

Law Enforcement Assistance Administration (LEAA)—The division of the Justice Department that administers the provisions of the Omnibus Crime Control Act of 1968 as amended.

LEEP—The Law Enforcement Education Program is administered by LEAA. The purpose of LEEP is to upgrade the performance of those engaged in the administration of criminal justice by encouraging attendance at colleges offering courses generally related to their vocational development. Eligible institutions are awarded funds with which to provide grants and loans to both in-service and pre-service students.

Local Units of Government—Consists of the 21 counties, the 567 municipalities, and combinations of one or more the preceding.

Negative Environmental Impact Statement—Declaration required of all applicants in an effort to measure the environmental impact of potential subgrants as required under the National Environmental Policy Act of 1969.

Part B Funds—Applies to planning funds available to local planning units, and those monies used for the operation of the State Planning Agency.

Part C Funds—Action funds available for implementing projects throughout the criminal justice system.

Part E Funds—Action funds for use in corrections projects only.

Planning Grant—A specific project approach, utilizing Part B grant funds, designed to develop within eligible units of government a comprehensive criminal justice planning capability, promoting realistic and effective improvements in existing law enforcement and crime control systems.

Program Year—Refers to the approved period for operation of a project.

Public Agency—A duly elected political body or subdivision thereof. It includes any agency emanating from such political body or subdivision.

State Agency—A public agency having as its jurisdiction the entire State.

State Buy-In—Federal provision requiring the State to provide no less than one-half of the required non-federal funding of any Part C action program or project.

Subgrantee—Any local unit of government or state office or agency awarded funds by a State Planning Agency for planning programs under Part B of the Act or action programs under Part C or Part E of the omnibus Crime Control and Safe Street Act or the Juvenile Justice and Delinquency Prevention Act.

Subgrantee Official File—An accumulation of recommended data necessary for proper control of project records.

END