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STATE LAW ENFORCEMENT PROGRAM ASSISTANCE AGENCY



A SIX MONTH REPORT
AND
A SIX MONTH PROJECTION

DISSEMINATION DOCUMENT NO. 6
JANUARY 1, 1970

STATE OF NEW JERSEY

Richard J. Hughes
Governor

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**STATE
LAW
ENFORCEMENT
PROGRAM
ASSISTANCE
AGENCY**

Editor for this issue: James A. Spady



**A SIX MONTH REPORT
AND
A SIX MONTH PROJECTION**

**DISSEMINATION DOCUMENT NO. 6
JANUARY 1, 1970**

HV7280

No. 4

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

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



RICHARD J. HUGHES
GOVERNOR
JAMES A. SPADY
EXECUTIVE DIRECTOR

State of New Jersey

STATE LAW ENFORCEMENT PROGRAM ASSISTANCE AGENCY

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January 1, 1970

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To the Honorable Richard J. Hughes, Governor of New Jersey, the Honorable William T. Cahill, Governor-elect of New Jersey; the Honorable Joseph Weintraub, Chief Justice of the Supreme Court of New Jersey; the Honorable Raymond H. Bateman, President of the New Jersey Senate, the Honorable William K. Dickey, Speaker of the New Jersey House of General Assembly; and the Honorable Chief Executives of New Jersey's 564 Municipalities and 21 Counties:

Pursuant to paragraph 2(c) of New Jersey Executive Order No. 45, of August 13, 1968, by Governor Richard J. Hughes, this Dissemination Document No. 6 is presented to you as the twice-yearly progress report "to the Governor, the Legislature, the Courts, and the Chief Executives of local government units within the State of New Jersey" required therein with regard to the work of SLEPA.

This is the second such report. The first was dated June 23, 1969 (Dissemination Document No. 1), the date of approval by the U.S. Justice Department of the first annual "Plan for Law Enforcement and the Administration of Justice in New Jersey." The present report therefore covers a period of six months and eight days.

This report, in its published form, is also presented to officials of the criminal justice system in New Jersey in all its many branches, as well as to citizens engaged in prevention, education, juvenile work, rehabilitation, and many other activities related to the broad field of criminal justice as defined by the Crime Control Act of 1968 (Public Law 90-351).

STATE LAW ENFORCEMENT PROGRAM ASSISTANCE AGENCY

The next five years, then, will witness the beginnings of a complete rethinking, overhaul and modernization of our total law enforcement system, particularly in its primary function as a service of local government. Out of this effort, I believe will also come a new approach to all the duties of government at all levels, a more lawful and more ordered society, and most importantly, safer and happier lives for all New Jerseyans. I congratulate all of the officials who will take part in this effort and I eagerly anticipate the commendable success which I know will be achieved. It is an exciting thing, I know, to be a participant in a new and worthwhile endeavor. This will be a most rewarding effort. Let us set our sights high and dedicate our energies to the task which we now begin.

From the remarks of GOVERNOR RICHARD J. HUGHES, to the first regional conference of SLEPA, Hotel Robert Treat, Newark, November 13, 1968.

PREFACE

This publication reports on the activities of SLEPA during the six months and eight days since the last report (Dissemination Document No. 1 - June 23, 1969).

The reporting date of January 1 was chosen so that subsequent reports, which are required by Executive Order No. 45 to be made "twice during each year", will coincide with the unique dates (January 1 and July 1) that form the beginning, end, and mid-point of both the fiscal and calendar years.

The first report covered a period of great organizational and planning activity. This second report covers a period in which SLEPA has taken the plan of June 23 and moved into action with it on several fronts.

The format of the report comprises brief narrative and graphic summaries of activities, supported by materials collected as appendices. We have taken care to render the narrative portions of the report succinct.

We also introduce what we hope is a useful innovation. In addition to summarizing what happened in the *prior* six months in this unfolding program, we also summarize what we expect to happen in the *coming* six months. It is thought that this will assist officials and others within the State in any of their activities or intentions that may be affected by the SLEPA program.

In our *first* nine months, we — SLEPA, State officials, local officials, citizens — learned how to do the many things necessary to formulate a State Crime Control Plan. In the *past* six months we learned how to do the many things necessary to implement a plan. Both of what seemed at the time to have been giant steps, can now be seen to have been but "test runs." For in the *next* six months we shall have to create a second plan that covers four years, not one; and we shall have to set the groundwork for \$6.47 million in "action" grants, not \$866,000.

Step-by-step the impact of the Crime Control Act program will grow. But that growth will not be in terms of money alone — as important as that is. It will also be in terms of equally vital knowledge, information, co-ordination, cooperation, systematization — in other words, improvement of the total system of criminal justice in New Jersey.

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

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

Planning suggests a systematic attempt to shape the future. When such planning becomes a prelude to action, it is policy-making. For policy, broadly speaking, is a body of principle to guide action. The application of policy is a calculated choice — a decision to pursue specific goals by doing specified things. The formulation and execution of policy usually consist of four steps: (1) a clarification of goals, (2) an exhaustive evaluation of the situation to be met, (3) the selection of a course of action by weighing the probable consequences of various alternatives, and (4) the determination of optimum means for carrying out the action decided upon. Since the situation to be met is normally not static but involves a complex of moving forces, policy and action are, in effect, a design to shape the future by exerting influence upon trends that flow from the past.

CHARLES E. ROTHWELL, "The Policy Sciences", 1951.

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I have come across men of letters who have written history without taking part in public affairs, and politicians who have concerned themselves with producing events without thinking about them. I have observed that the first are always inclined to find general causes whereas the second, living in the midst of disconnected daily facts, are prone to imagine that everything is attributable to particular incidents, and that the wires they pull are the same as those that move the world. It is to be presumed that both are equally deceived.

ALEXIS DE TOCQUEVILLE, "Democracy in America", 1835.

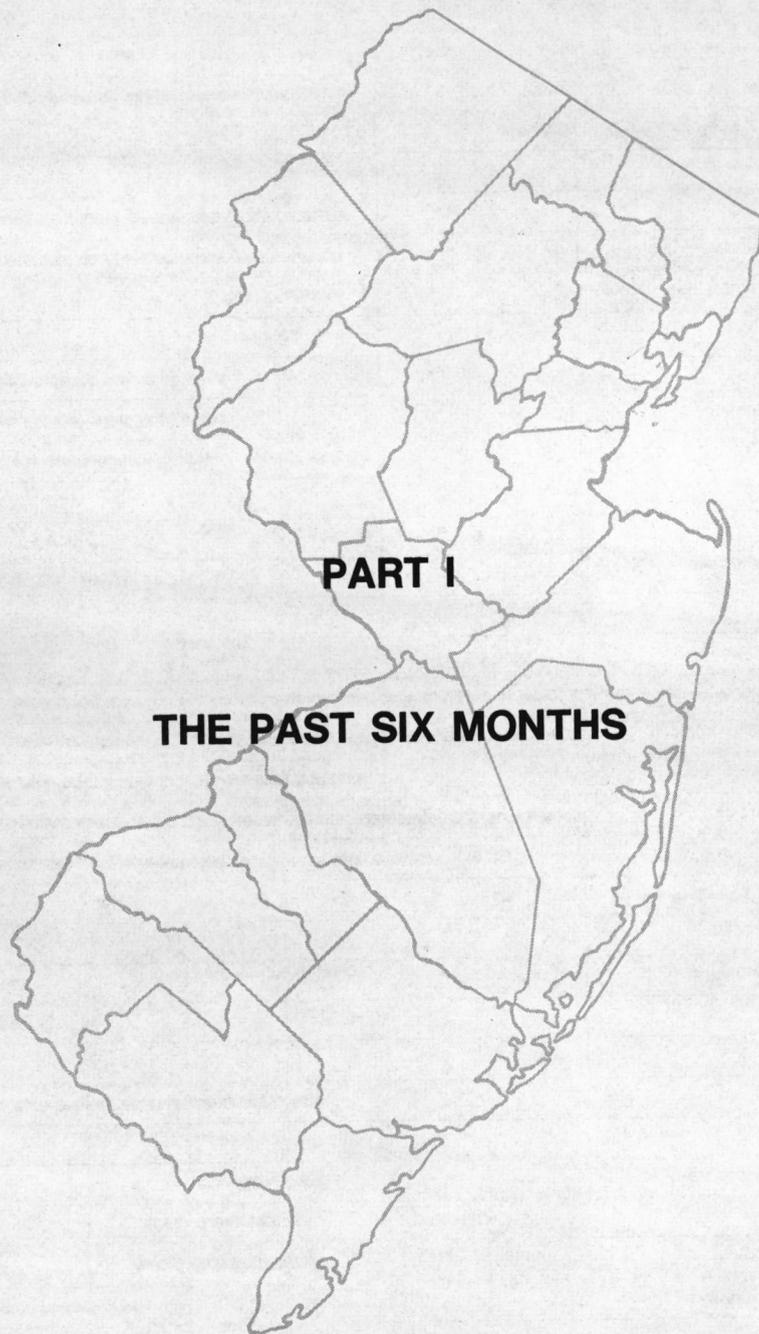


CHART I
SLEPA ACTIVITIES — JUNE THROUGH DECEMBER 1969

1969 JUNE-DECEMBER ACTIVITIES	JUNE	JULY	AUGUST	SEPTEMBER	OCTOBER	NOVEMBER	DECEMBER
1. SLEPA PLANNING	████████		████████████████████	████████████████████	████████████████████	████████████████████	████████████████████
1.1 1969 PLAN	████████						
1.1.1 APPROVAL	■						
1.2 1970-73 PLAN			████████████████████	████████████████████	████████████████████	████████████████████	████████████████████
1.2.1 PROGRAMS QUESTIONNAIRE			████████████████████	████████████████████	████████████████████	████████████████████	████████████████████
1.2.1.1 SOLICITED			████████████████				
1.2.1.2 RESPONSES				████████			
1.2.1.3 RESPONSES ANALYZED					████████████████████	████████████████████	████████████████████
1.2.2 PLAN REVISION				████████████████████	████████████████████	████████████████████	████████████████████
1.2.2.1 ANALYSIS OF GUIDELINES				████████████████	████████████████████	████████████████████	████████████████████
1.2.2.2 REVIEW OF NEEDS AND PROBLEMS						████████████████	████████████████
1.2.2.3 DEFINE BASIC DATA						████████	
1.2.2.4 COLLECT AND ANALYZE BASIC DATA							████████████████
1.2.2.5 MULTI-YEAR ANALYSIS						████████████████	████████████████
1.2.2.6 PROGRAM REVIEW							████████
2. LOCAL PLANNING GRANTS	████████████████████	████████████████████	████████████████████	████████████████████	████████████████████	████████████████████	████████████████████
2.1 OFFERING AND NEGOTIATING	████████████████████	████████████████████	████████████████████	████████████████████	████████████████████	████████████████████	████████████████████
2.2 GRANTS AWARDED			████████████████	████████████████	████████████████	████████████████	████████████████
3. TECHNICAL ASSISTANCE	████████████████████	████████████████████	████████████████████	████████████████████	████████████████████	████████████████████	████████████████████
4. DISSEMINATION OF INFORMATION	████████████████	████████████████	████████████████	████████████████	████████████████	████████████████	████████████████
4.1 DISSEMINATION DOCUMENTS	■	■			■	■	■
4.2 NEWSLETTER						■	
5. TRAINING LOCAL PLANNERS						████████████████	████████████████
5.1 INVITATIONS						████████████████	████████
5.2 CLASSES							■
6. ACTION GRANTS			████████████████	████████████████	████████████████	████████████████	████████████████
6.1 FUNDS RECEIVED FROM JUSTICE BY SLEPA			■				
6.2 FUNDS OFFERED BY SLEPA			████████████████	████████████████	████████████████		
6.2.1 TO STATE POLICE			████████████████	████████████████	████████████████		
6.2.2 TO LOCAL UNITS			████████████████	████████████████	████████████████		
6.3 APPLICATIONS ANALYZED					████████████████	████████████████	████████████████
6.4 FUNDS GRANTED BY SLEPA					■		■
7. LEEP PROGRAM	████████████████	████████████████	████████████████	████████████████		████████████████	████████████████

PART I — THE PAST SIX MONTHS

In the six months since approval of the State Plan (June 23, 1969), SLEPA has moved from an exclusively planning phase into a combined grant administration and replanning phase. Many new responsibilities have been assumed over these months, as may be seen in graphic form in Chart I, and as is described below.

SLEPA PLANNING

The first SLEPA State Plan was approved¹ in the U.S. Justice Department on June 23, 1969. This ended activity on the 1969 version. There is, however, a statutory requirement for revision of the State Plan annually. Accordingly, in August work began on the second (1970) State Plan.

The second (1970) State Plan is to be a multi-year plan, i.e., it will include goals, objectives, programs, and a budget for four years (1970-73) rather than the single year provided in the first (1969) State Plan.

The first task undertaken in August was therefore development of an eighteen page questionnaire based upon the 73 programs in the first (1969) State Plan. The questionnaire was mailed on August 15 to 3000 officials and citizens of the State in 39 categories: Mayor and Council; Boards of Freeholders; Municipal Police; County Police; County Sheriffs; County Prosecutors; County Probation Departments; Community Action Programs; Model Cities Administrations; Superintendents of Schools; County Criminal Court Judges; County Juvenile Court Judges; County Jail Wardens; Legal Services Agencies; Municipal Court Judges; Juvenile Shelters; Municipal Attorneys, Superior Court Judges; Supreme Court Judges; Public Defenders; New Jersey State and County Bar Associations; High School Principals; State Commission on Investigation; Criminal Law Revision Commission; Juvenile Court Law Revision Commission; Patrolmen's Benevolent Association; Law Enforcement Education Advisory Committee; Halfway House Directors; New Jersey Conference of Mayors; New Jersey State League of Municipalities; New Jersey State Special Police Association; New Jersey Welfare Council; South Jersey Association of Chiefs of Police; New Jersey Legislature; State Correctional Institution Superintendents; Fraternal Order of Police; and Newspaper Editors.

Response analysis began in September, and is on-going. From this data, when weighted according to category of respondent, will come one measure of guidance as to 1970-73 program priorities, in terms both of funding levels and funding sequence.

¹The Justice Department news release on approval, and national or out-of-state letters commenting on the New Jersey plan, may be found in Appendix A at page 21 herein.

**CHART II
FIRST ROUND PLANNING AWARDS
TO LOCAL UNITS**

LOCAL UNIT	SUBJECT OF AWARD	AMOUNT
Newark	Comprehensive Law Enforcement Planning, through the Model Cities Agency	\$27,400
Jersey City	Comprehensive Law Enforcement Planning, through the Police Department	18,449
Paterson	Comprehensive Law Enforcement Planning, with Emphasis on Development of a Police Information Processing System	17,000
Elizabeth	Comprehensive Law Enforcement Planning, through the Police Department	16,800
Camden	Comprehensive Law Enforcement Planning, with Emphasis on Record Keeping; Effective Use of Computer Services; Police-Community Relations; and Training	16,495
Trenton	Comprehensive Law Enforcement Planning, through the Department of Public Safety	15,586
Plainfield	Comprehensive Law Enforcement Planning, with Emphasis on Planning a Police-Community Relations Program	7,130
Atlantic City	Comprehensive Law Enforcement Planning, through the Model Cities Agency	6,567
Hackensack	Comprehensive Law Enforcement Planning, with Emphasis on Designing Closed Circuit TV Surveillance for the Police Department; and Planning a Narcotics Control Program	6,500
New Brunswick	Comprehensive Law Enforcement Planning, with Emphasis on Planning a Police-Community Relations Program	6,460
Perth Amboy	Comprehensive Law Enforcement Planning, through the Model Cities Agency	5,770
East Orange	Comprehensive Law Enforcement Planning, through the Police Department and the Model Cities Agency	5,360
Hoboken	Comprehensive Law Enforcement Planning, through the Police Department with Emphasis on a Narcotics Control Program	5,000
Paramus	Comprehensive Law Enforcement Planning, with Emphasis on Designing a Closed Circuit TV Surveillance System for the Police Department; and Planning a Narcotics Control Program	5,000
Morristown	Comprehensive Law Enforcement Planning, through the Police Department with Emphasis on a Study of Communications Including Design for Modernization	3,850
Asbury Park	Comprehensive Law Enforcement Planning, with Emphasis on Planning a Police and Juvenile Relations Program	\$ 5,000
Burlington County	Comprehensive Law Enforcement Planning, with Emphasis on a Comprehensive Study of Correctional Needs and Programs	11,280
Monmouth County	Comprehensive Law Enforcement Planning, with Emphasis on County Communications Needs; and a Narcotics Rehabilitation Program	10,757
Bergen County	Comprehensive Law Enforcement Planning, with Emphasis on an Organizational Study of Intermunicipal Police Communications and Data Retrieval	10,000
Somerset County	Comprehensive Law Enforcement Planning, with Emphasis on a Multiple Functioning Public Safety Center	6,957
Gloucester County	Comprehensive Law Enforcement Planning, through County Board of Freeholders	5,845
Cumberland County	Comprehensive Law Enforcement Planning, through the Probation Department with Emphasis on Planning a Juvenile Detention Program and Facilities	4,490
Warren County	Comprehensive Law Enforcement Planning	2,611
Salem County	Comprehensive Law Enforcement Planning, through the County Detectives Office with Emphasis on a Study of Feasibility of Establishing a Juvenile Detention Shelter	2,373
Sussex County	Comprehensive Law Enforcement Planning, through the County Planning Department with Emphasis on a Total Communication System and Mobile Force in Concert with each Municipality	2,337
Hunterdon County	Comprehensive Law Enforcement Planning	2,333
Cape May County	Comprehensive Law Enforcement Planning, with Emphasis on Juvenile Detention Needs and Priorities	1,934

In September the U.S. Justice Department set an April 15, 1970 deadline for submission of all 1970 State Plans, and with that announcement revision of the 1969 State Plan to 1970 specifications began. To date this revision has encompassed analysis of the 1969 State Plan against 1970 guideline requirements; review of needs and problems; definition of additional 1970 State Plan data needed; collection and on-going multi-year analysis; and on-going 1969 State Plan program review and revision.

Since this report comes in the midst of the 1970 State Plan development, further discussion of activities toward development of the second plan will be found in Part II herein, which discusses all activities to be conducted during the next six months.²

LOCAL PLANNING GRANTS

All during the report period SLEPA has offered the first round of planning grants to selected cities and counties, (1) so that such units may provide inputs to SLEPA comprehensive planning, and (2) so that such units may define their own needs, problems, projects, and priorities.

Selection of cities and counties primarily followed Federal Statutory requirements regarding emphasis on urban crime, high crime centers, and interjurisdictional crime problems.

Cities were selected on the following criteria: (1) at least among the top 35 cities *statewide* in Index Crime Rate according to the New Jersey Uniform Crime Reports; (2) in addition, prominent *regionally* as to Index Crime Rate; (3) planning capacity; and (4) urban characteristics. Counties were selected on the following criteria: (1) interjurisdictional criminal justice problems; (2) no city selected within county borders (two exceptions, for demographic reasons); and (3) planning capacity.

County grant sizes were figured on a straight population - allocation basis (two exceptions got less). Grant sizes for cities were figured on a 50% Crime Rate 50% Population basis, thereby giving them a greater than population-allocation share.

In the second round of planning grants, the balance of the aforesaid 35 cities will be given preference in the city category. Also the balance of the

²The remarks of James A. Spady, before the State League of Municipalities on November 20, 1969, will be found herein in Appendix B at page 29. These remarks integrate past and future SLEPA activities into one conceptual whole, and are included so as to provide an integration of divided Parts I and II herein.

counties will be given preference in the county category.

The cities and counties awarded first round planning grants are shown in Chart II. In each case the subject of emphasis within comprehensive planning, and the designation of management of the activity, was determined by the Mayor and Council, or by the Board of Freeholders.

TECHNICAL ASSISTANCE

Technical assistance to local units has been on-going during the report period. Technical assistance falls into the following categories: (1) explanation of the Crime Control Act and the SLEPA program, (2) assistance with local planning activities, (3) assistance with local planning grant applications, (4) provision of advice or information on the prevention, police, courts, or corrections disciplines, (5) assistance in the development of action projects, (6) assistance in the analysis of local systems, needs, problems, and priorities, and (7) assistance with local action grant applications.

During the report period the six principal SLEPA staff members, and the two field analysts, provided the following technical assistance in the aforesaid seven categories: 505 office conferences with local officials; 1623 telephone conferences with local officials; and 407 field conferences with local officials. In addition, remarks explaining the SLEPA program and requirements were made before the annual meeting of the New Jersey Chiefs of Police Association (approximately 200); the annual meeting of the F.B.I. National Academy Associates (approximately 75); and the annual meeting of the New Jersey State League of Municipalities (approximately 300).

DISSEMINATION OF INFORMATION

The step-by-step advancement of the state of criminal justice in New Jersey with Crime Control Act incentive funds can only be achieved if SLEPA acts as a dissemination center (1) for program and planning ideas, and (2) for monitoring and evaluation of on-going programs (both SLEPA and non-SLEPA funded).³

Accordingly, commencing in July SLEPA undertook a series of *Dissemination Documents* designed to supply such programmatic information, and in November instituted a *Newsletter* to supply the news-type information. The Dissemination Documents are intended to average ten per year, while the Newsletter is bi-monthly.

The Dissemination Documents fall into four sub-series. First there are the

³This point is elaborated in detail in Appendix B, page 29 herein.

documents that are official to SLEPA's Statutory or Executive Order responsibilities. This sub-series is well underway, being represented⁴ by Document No. 1 ("A Plan for Law Enforcement and the Administration of Justice in New Jersey") of June 23, 1969; Document No. 2 ("A Current Guide to Action Grants") of July 25, 1969; Document No. 3 ("A Guide to Planning for Action") of October 25, 1969; and this current report, Document No. 6.

Second are the documents that elaborate upon some important subject within the current State Plan, either to give a collection of facts and an explanation of the *problem*, or to expand on the plan's proposed *program* for tackling the problem. This sub-series is represented so far by Document No. 5 ("Staff Report: A Desk-Book on Drug Abuse") of December 20, 1969.

Third are the documents that report on the results of an action grant project that has been underway long enough to allow evaluation of field results. The purpose of such documents is to advise other units of experience under the grant subject, so that they may evaluate it as to whether or not they find it likely to be useful in their jurisdiction. Some of these documents will cover one or two major projects, some others will cover several or many smaller projects. This sub-series is represented so far by Document No. 4 ("A Report on Action Grant A-1: The ALERT System") of November 15, 1969.

Fourth are the documents that summarize a great number of "project ideas" in short, "abstract" form. Such abstracts will be derived from (1) existing programs in New Jersey, (2) existing programs in other states, (3) newly proposed programs in New Jersey, and (4) newly proposed programs in other states. This kind of document will be issued once or twice each year. No Document in this sub-series has been issued as yet.

TRAINING LOCAL PLANNERS

Providing a State Plan is not enough. Local units must be capable of designing projects to implement locally one or more of the broad objectives of the current State Plan. Planning grants of course help, and so do Dissemination Documents. But preparation for change and improvement is most crucially affected by the *people* involved. And so SLEPA has designed a series of Planning Courses for local officials.

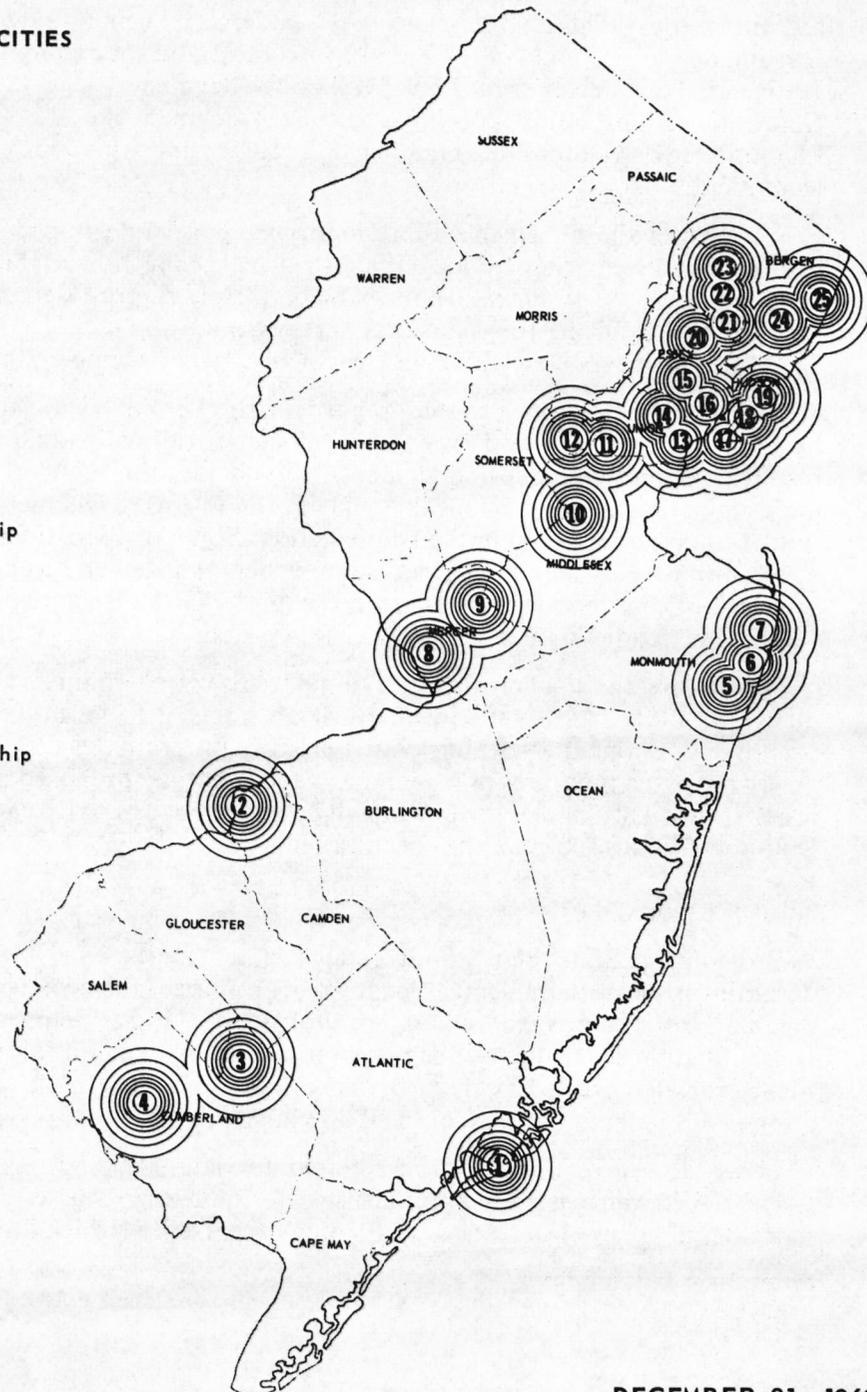
There are three courses differentiated to date. The first is "Planning Course A", which is the comprehensive introductory course, explained in more detail below. The second is "Planning Course B", which is designed for

⁴National or out-of-state comments on No. 1 and No. 2 may be found in Appendix A, at page 21 herein.

**CHART III
DEPLOYMENT OF "ALERT" SYSTEM—PHASE I**

ALERT SYSTEM CITIES

- Asbury Park
- Atlantic City
- Bayonne
- Bridgeton
- Camden
- Clifton
- East Orange
- Elizabeth
- Englewood
- Hackensack
- Hoboken
- Jersey City
- Long Branch
- Montclair
- Neptune Township
- Newark
- New Brunswick
- North Plainfield
- Passaic
- Paterson
- Plainfield
- Princeton Township
- Trenton
- Union
- Vineland



DECEMBER 31, 1969

local planners who wish a workshop to compare notes with others similarly situated. The third is "Planning Course C", which is directed specifically toward preparation of "action" applications to SLEPA. "Course B" and "Course C" have not yet been conducted, but are planned to begin in February and March, respectively.

"Planning Course A" is a two to three day course conducted on a monthly basis at the SLEPA offices in Trenton. Each month a new group of local officials is invited. The number of attendees for each three day class is held to between 15 and 25.

The purpose of "Course A" is to familiarize local officials with the Crime Control Act; the structure of the State Plan; the nature of comprehensive planning, subject-matter (e.g., police) planning, and project design; and local responsibilities under the program. These purposes are accomplished in the first one and one-half days. The final one and one-half days are devoted to a series of planning problems which the attendees solve in small groups, followed by oral discussion and analysis by each group leader, and a critique by SLEPA staff. The problems are designed to give insight into the interdependence of the criminal justice branches, and the practical aspects of decision making for change.

The first session of "Course A" was held on December 17-19, inclusive. Attending were 21 representatives of 17 cities and counties, invited by SLEPA from among the cities and counties with current planning grants. The attendees expressed a unanimous desire to return in February for the first session of "Course B". The second session of "Course A", for representatives of another 15 to 20 cities and counties, is scheduled for January 29 and 30, 1970.

ACTION GRANTS

If planning grants, Dissemination Documents, and Planning Courses are the steering gear of the Crime Control Program, then Action Grants are the engine.

Action grant funds are awarded to each State by the Justice Department in a "block", depending *only* upon the amount of money Congress appropriated *nationally* for that purpose, and the *population* of the State in question. Since New Jersey has 3 1/2% of the Nation's population, it receives a "block" grant of 3 1/2% of the national appropriation each year.

In the Crime Control Act program's first year, New Jersey's 3 1/2% amounted to \$860,285. In the program's second year (1970) the figure will be \$6.47 million, as is explained in some detail in Part II herein.

**CHART IV
FISCAL 1969 ACTION FUNDS
TO LOCAL UNITS—OTHER GRANTS**

CITY or COUNTY	SUBJECT OF AWARD	AMOUNT
Bayonne (City)	Improvement of Police-Juvenile Relationship	\$28,383
Bloomfield (City)	Specialized Equipment to Improve Apprehension and Detection of Criminals	12,420
Camden (City)	Police-Community Relations Neighborhood Centers	24,282
Camden (City)	Specialized Equipment to Improve Apprehension and Detection of Criminals	4,578
Camden (City)	Centralized Warrant Control Center	7,357
Cape May (County)	Specialized Equipment to Improve Apprehension and Detection of Criminals	9,805
East Orange (City)	Increased Apprehension and Deterrence Effectiveness through Reduction of Response Time	25,000
Elizabeth (City)	Specialized Equipment to Improve Apprehension and Detection of Criminals	21,250
Elizabeth (City)	Public Education for Citizens on How to Harden Crime Targets	6,530
Essex (County)	Education and Rehabilitation Program for Youthful Offenders	47,122
Fort Lee (Boro)	Reduction of Response Time through Improved Communications	13,350
Jersey City (City)	Specialized Equipment to Improve Apprehension and Detection of Criminals	27,549
Jersey City (City)	Improvement of Police-Juvenile Relationships	31,688
Mercer (County)	Citizen Involvement in Delinquency Prevention	45,917
Newark (City)	Criminal Justice System Education Program	7,170
Newark (City)	Student-Adult Council on Prevention of Drug Abuse	31,685
Newark (City)	Specialized Equipment for Local Police to Improve the Apprehension and Detection of Criminals	17,070
Newark (City)	Police Youth Aid Bureau	34,075
Newark (City)	Increased Apprehension and Deterrence Effectiveness through Reduction of Response Time	30,768
New Brunswick (City)	Police-Community Relations Bureau	28,005
Orange (City)	Police-Community Relations Unit	25,715
Plainfield (City)	Police-Community Relations Training	17,063
Trenton (City)	Juvenile Delinquency Prevention Program	65,047
Trenton (City)	Specialized Equipment for Local Police to Improve the Apprehension and Detection of Criminals	11,329
Trenton (City)	Specialized Equipment for Local Police to Improve the Apprehension and Detection of Criminals	4,957
Willingboro (Twp.)	Community Education in Narcotics and Drug Abuse	29,314

\$151,814 of that \$860,285 was granted to 25 cities to implement the "ALERT" System (Allied Law Enforcement Radio Tie). In addition, the State of New Jersey purchased, with \$50,000 of its own funds, additional ALERT System equipment, which is held in depots for emergency helicopter delivery to ALERT or non-ALERT cities as needed.

ALERT is a portable radio system, reserved for emergency use, and operating on the same frequency regardless of location, that implements a prime recommendation of three Special Commissions: the 1967 President's Crime Commission, the 1968 Kerner Commission (National), and the 1968 Lilley Commission (New Jersey). ALERT radios operate on a special "clear channel" obtained from the F.C.C. for that purpose. With only a very few ALERT radios, for the first time command personnel from different jurisdictions can talk to one another at a site. Previously they could not, because the frequencies of their regular radios are all *deliberately* different. In addition to riot and disaster control, ALERT is a local "building block" in the State-wide Communication System set out in the 1969 State Plan.

During the report period the engineering, installation, and training for local use of ALERT has been completed. The ALERT cities are set forth in Chart III.

\$95,067 of that \$860,285 was granted to the State Police (the *only* State-level grant, placing New Jersey among the top five states in degree of emphasis upon local needs) for two related purposes (1) conducting the Nation's first "Organized Crime School" for organized crime investigators, and (2) provision of specialized equipment for anti-organized crime intelligence and investigation activities.

The balance of \$613,404 was offered to the local units of the State in eight "program approach" categories of the 1969 State Plan: (1) Public Education on How to "Harden" Crime "Targets"; (2) Education about the Criminal Justice System; (3) Community Involvement in Delinquency Prevention; (4) Improvement of Police-Juvenile Relationships; (5) Specialized Equipment for Local Police to Improve the Detection and Apprehension of Criminals; (6) Increased Apprehension and Deterrence Effectiveness through Reduction of Response Time; (7) Community-Based Corrections; and (8) Establishment and Training of Community-Relations Units in Local Police Departments.

There were 45 local applicants for these monies, of which 26 were granted funds. These 26 action grant awards are shown in Chart IV. The remaining 21 are eligible to reapply by letter for funding in the second round of grants discussed in Part II herein.

LEEP PROGRAM

SLEPA advises the U.S. Justice Department on the Law Enforcement Education Program (academic tuition assistance). Unfortunately, SLEPA has little but an advisory role in directing these federal grants, which unlike the "block grant" program, go directly to colleges from the Justice Department. The academic year does not coincide with the SLEPA reporting periods. Six hundred and fifty eight law enforcement related individuals were assisted at 21 colleges and universities in New Jersey by \$142,200 in tuition and loan funds.

SLEPA has included education facilities and programs in the 1969 Plan, and these will be expanded and funded in the 1970 Plan. However, the offer of tuition assistance *directly* by the Justice Department has an effect upon the growth of facilities that is beyond the control of a State Plan.



PART II

THE NEXT SIX MONTHS

PART II — THE NEXT SIX MONTHS

During the next six months the pace of SLEPA activities will increase once again. Not only will all the new responsibilities taken up during the past six months continue, but during the first three and one-half coming months a much more complex second State Plan will be created, and during the succeeding two and one-half coming months preparations will be completed for sub-granting and administering nearly eight times as much action funds (6.47 million versus \$866,000) as in 1969.

The principal activities of the next six months are set forth in graphic form in Chart V, and are described below. Only activities presently anticipated are included here. It is however certain that other activities will be recognized as necessary and taken up as experience during the period accumulates.

SLEPA PLANNING

On or before April 15, 1970, a multi-year plan (1970-73) must be filed in the U.S. Justice Department. The first plan, filed in May of 1969, covered only one year - 1969 - while the second plan must cover four years. In addition, the second plan must break-out metropolitan areas and treat them separately in detail. The greater number of programs, the greater number of years, and the greater complexity of required documentation — all combine to render the second plan several times more difficult than the first.

A multi-year plan is not simply three or four single-year plans strung together. It is a different kind of entity, requiring different insights and data. While the existence of the 1969 plan is certainly an enormous assistance in creating the 1970 multi-year plan, the "intellectual leap" required to shift from one year to four years, is about as great as the leap required to organize even a one year plan from scratch, as we did in 1969.

We can illustrate the difference with a simple example. Bear in mind that this fragment forms perhaps 2% of a total plan.

With a one-year plan, as in 1969, it is enough to identify probation as an area needing improvement, and to offer monies for development of alternatives to probation. Since very little can be done in one year, such a one-year plan can be silent on the criteria for evaluation, and on what happens after the alternatives have been funded.

In a multi-year plan, all is different. If we assume four years (as is the case) for our multi-year plan, we can (to continue the single example) decide first that by the fourth year we wish to concentrate our funding on the most efficacious method, or mix of methods, for dealing with the problem of alternatives to incarceration for those judicially determined to be appropriate for such.

But we do not have a crystal ball. We do not know what we will learn one, or two, or three years hence. So we must first write programs for 1970 and 1971 that are broad enough, and fertile enough, to evoke sponsors of good pilot projects in a variety of alternatives to probation.

And then comes the crystal ball problem. We don't know what the results will be in 1970 and 1971 of those pilot programs. Which will we choose and which will we drop in 1972 and 1973? The only way to indicate that fact in 1970 is to set out the criteria by which choice will be made, i.e., the tests of success — and these must be quite complicated and rooted in statistics of comparative results.

It is a *plan* we are creating, and if there is any *value* in making it multi-year, that value must be to allow officials and citizens of the State to predict either (1) what SLEPA will do two or three years from now, or (2) *at least* on what criteria the future choice will be made.

But this is a very difficult planning task indeed. Not only is it multiplied many, many times over from the small illustration above, *but each separate area affects each other* — for example, probation affects prevention, and prevention affects police — in the sense, that, like a web, an impact at one point is felt throughout the whole.

In other words, to do a four year plan for a whole State in a field as broad, as un-researched, as affected by social, human, and political factors, as criminal justice, is one of the most difficult planning tasks ever undertaken — and research into resources planning bears that judgment out.

In order to take the federal guidelines and create a multi-year plan — and it must be remembered that no one has ever performed this task before — SLEPA must create a number of statistical and graphic methods for manipulating and displaying the complex problems and solutions involved. We believe we have created several original⁵ techniques for handling future “decision points” in a present plan, and we believe that the New Jersey plan will meet the challenge.

Having said all that, however, there are nevertheless increased opportunities possible with a multi-year plan. The most important opportunity is to write large-scale programs that can only be mounted over a period of years and with large sums of money. In the coming multi-year plan SLEPA will include several such programs that, by their nature, cannot be funded or budgeted on a single year basis alone. While no decisions have yet

⁵At least, when James A. Spady of SLEPA explained the proposed methods to a leading systems analyst - Professor at Harvard's Kennedy School of Government, the Professor believed them to be original.

been made as to the identity of such programs, the State-wide communication and information retrieval system can be taken as an example. In addition, a multi-year plan will give superior guidance to potential applicants for at least a year or two ahead, as to the paths that SLEPA presently intends to explore with funding.

LOCAL PLANNING GRANTS

In late December, Congress appropriated funds to the Crime Control Act program. While action funds were increased nearly eightfold, planning funds stayed essentially the same. Yet out of planning funds SLEPA must do all the things shown in Chart V, in *addition* to creating a several-times more difficult plan.

Because the planning appropriation stayed about the same, local planning grants will stay about the same. SLEPA had hoped to expand the number of cities and counties receiving planning grants. Instead, SLEPA will have to, once again, choose among a list of cities and counties, all of whom have high priority needs.

TECHNICAL ASSISTANCE

Technical Assistance activities will rise drastically in 1970, since they are directly related to action funding level, which will increase nearly eight times.

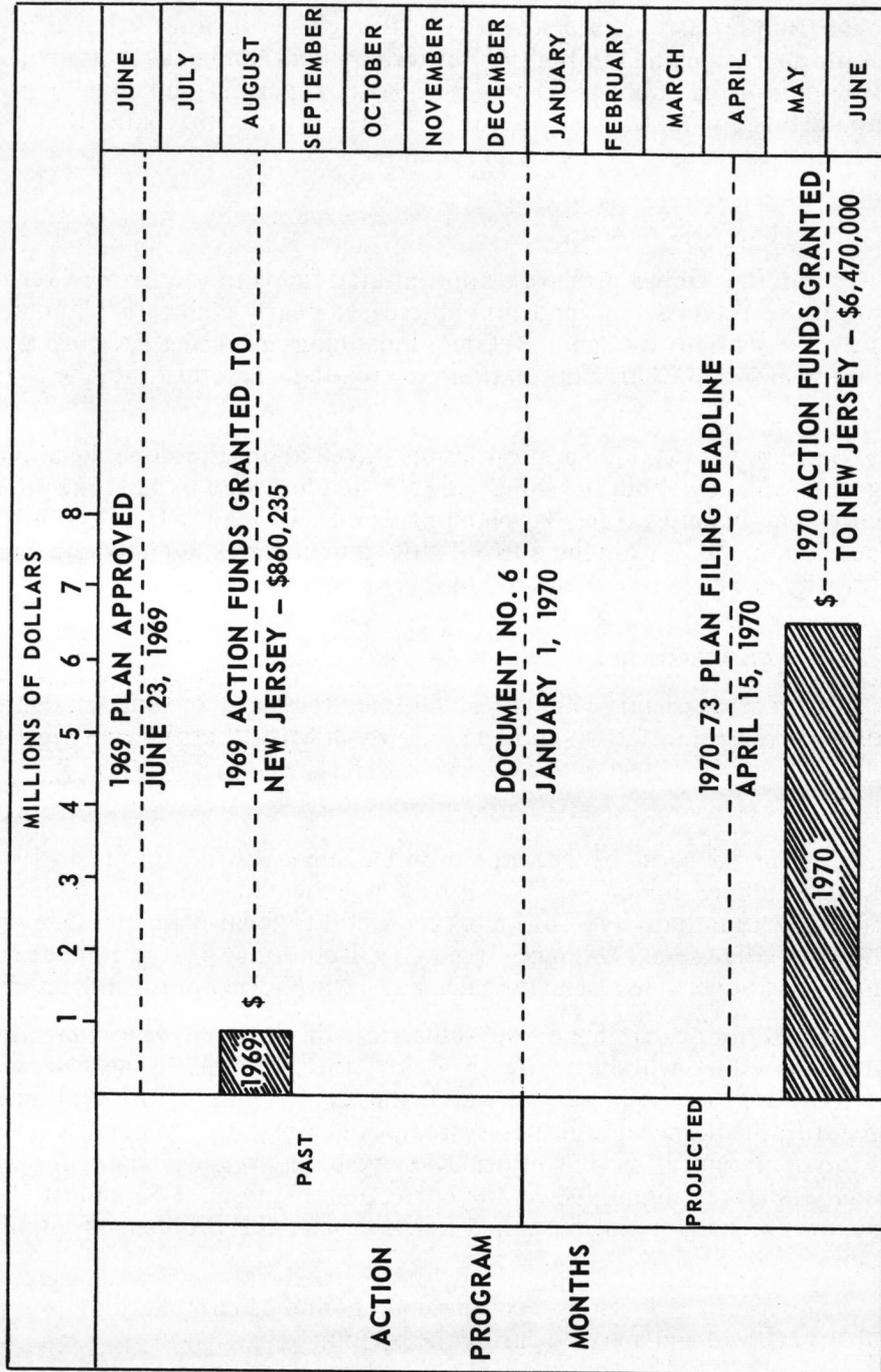
DISSEMINATION OF INFORMATION

The current series of Dissemination Documents will continue in 1970. The local planning guide (No. 3) will be supplemented with additional volumes (there were initially two) of materials useful to local planners. One that will be especially useful (Volume 3 of No. 3) will comprise a large number of filled-in applications, at least one for each major "program approach" in the plan.

In addition, each of the four sub-series will be given additional titles. An especial effort will be made to follow the narcotics issue (No. 5) with elaborations of other subjects within the Plan. Under consideration in that regard are the juvenile justice system; police resource allocations; a State-wide communication and information system; "vertical" policing; systems analysis and criminal justice; the correctional system; a School of Criminal Justice; technology in the police function; and the problem of adjudicative delay.

The fourth sub-series, comprising periodic compilations of project abstracts, will add one title during the period.

CHART VI
JUNE 1969 THROUGH JUNE 1970—ACTION FUNDS TO NEW JERSEY



TRAINING LOCAL PLANNERS

“Course A” will continue, at least initially, on a monthly basis. “Course B” and “Course C” will be introduced during the period.⁶

ACTION GRANTS

Action Grants in 1970 will have a dollar value that is seven and one-half times the 1969 level. However, the problem of delay continues. In 1969, action monies were not granted to New Jersey until seven weeks *after* the fiscal year had ended. This year, the Congress appropriated 1970 funds in December, nearly six months *after* the fiscal year had begun. In addition, because of the burdensome requirements of the second plan, these action monies will not be received in New Jersey until June at the earliest — the last month of the fiscal year. These time sequences can be seen on Charts V and VI.

SLEPA believes that orderly servicing of local units requires a full year to give out a full year's funds. In fact, SLEPA believes this is more important than creating plans that are ever more complex.

Ideally, with a full year to give out a full year's funds, no one is rushed, and project quality is served all around. Under that system, SLEPA would offer one-quarter of the money every three months — there would therefore be no rush for a single date. Local units could apply, and *reapply* in a later quarter. SLEPA would have time for thorough technical service.

But, with funding again coming at the end of the fiscal year next June, and with a much larger sum than last year, we will have to make do with perhaps two quarters (twice as much each time) of local funding rather than four quarters.

Nevertheless, SLEPA will attempt in 1970 to give detailed assistance with applications, and to evaluate and suggest improvements in detail.

Chart VI shows the timing and funding levels of both the 1969 and 1970 years.

GRANT EVALUATION

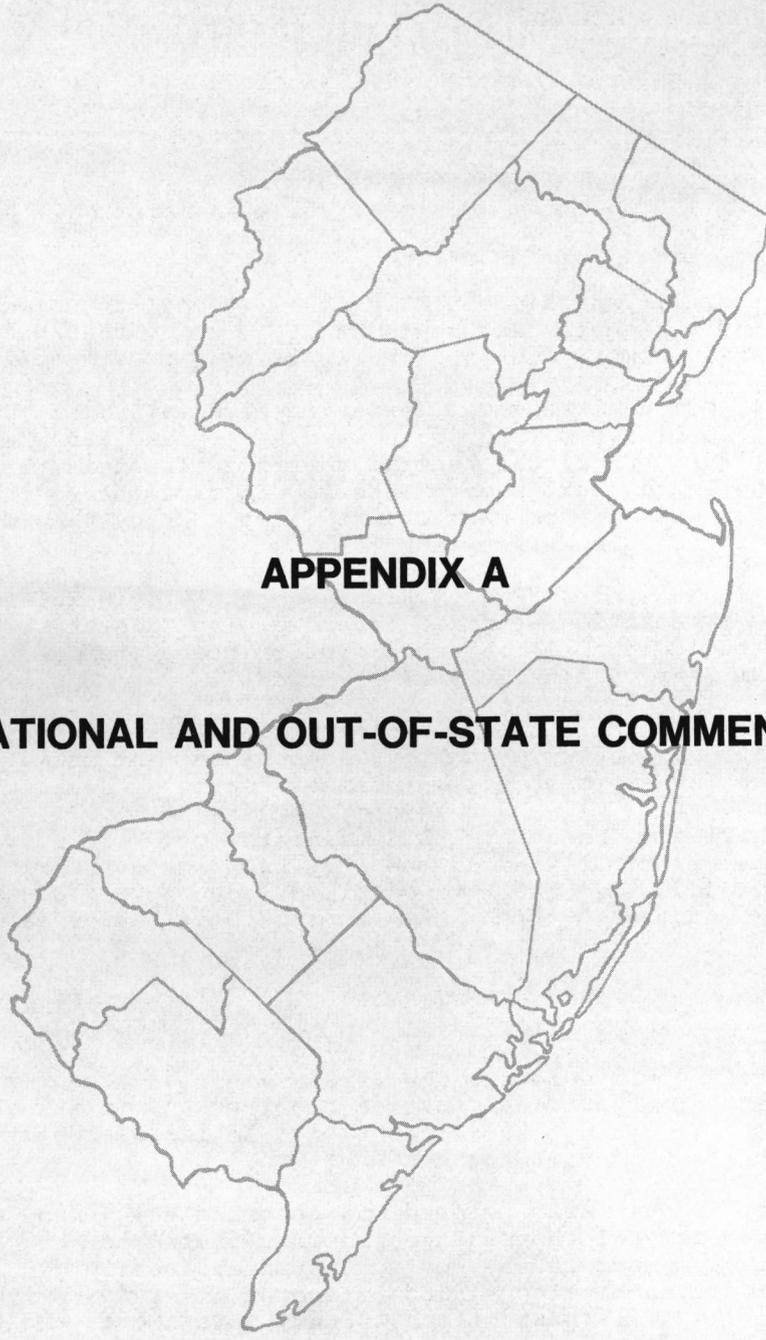
As has already been mentioned, funding local or State projects is not enough. We must learn from them, and we must disseminate the results. The learning aspect is the role of *grant evaluation*. Before grant evaluation can proceed, grants have to be in the field a statistically significant period of time.

⁶These terms are defined in the corresponding section of Part I.

Grant evaluation will commence on a very small scale in January, but by the end of the period will have risen to a significant level, although even by then there will not be large scale grant field-experience as yet. By the end of calendar 1970 grant evaluation should (1) materially assist in decisions to continue or terminate funded projects, (2) materially assist in revision of each year's Plan in the light of field results, and (3) feed information into the Dissemination Document sub-series on funded project experience.

LEEP PROGRAM

The LEEP Program is expanding rapidly. While 658 law enforcement-related students were assisted in the last academic year, perhaps 2700 can be assisted in New Jersey in the coming academic year. Again, unfortunately, SLEPA does not control this program; the U.S. Justice Department does so directly. SLEPA's role is advisory only.



APPENDIX A
NATIONAL AND OUT-OF-STATE COMMENTS



Department of Justice

FOR IMMEDIATE RELEASE
MONDAY, JUNE 23, 1969

Attorney General John N. Mitchell today announced that New Jersey, North Dakota, and South Dakota were awarded grants for comprehensive improvements in their criminal justice systems.

Mr. Mitchell said New Jersey received \$708,471; North Dakota received \$100,000; and South Dakota received \$85,756 in action grant funds under the federal government's anti-crime program. The awards were made by the Law Enforcement Assistance Administration (LEAA) which was created last year by the Omnibus Crime Control and Safe Streets Act.

Fifteen states, Puerto Rico, and the Virgin Islands have now received LEAA action grants. The remaining 35 states, Guam, and Washington, D.C. are eligible for similar grants before the end of the fiscal year on June 30.

Action funds available to states and territories in fiscal 1969 total \$25 million. To qualify, each state must submit a detailed plan for improvements in police, courts and corrections.

Charles H. Rogovin, LEAA Administrator, said state plans developed in this first year of the LEAA program must be refined and expanded annually. The more detailed, second-year plans, he said, will be submitted to the LEAA in late December or early 1970.

NEW JERSEY PLAN

Mr. Rogovin said the New Jersey plan is unusually good in its assessment of criminal justice problems and in its attention to long-term objectives. He said the plan indicates the state has developed "high quality in-house competence."

Mr. Rogovin also pointed out that the New Jersey document indicates that several thousand people contributed to the planning. Every municipality and county was contacted at least once, and there were additional personal and telephone interviews with officials of the 64 largest cities, county governments and criminal justice agencies.



UNITED STATES DEPARTMENT OF JUSTICE
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
WASHINGTON, D.C. 20530

IN REPLY PLEASE REFER TO

September 6, 1969

James A. Spady, Executive Director
State Law Enforcement Planning Agency
Office of the Governor
State House
Trenton, New Jersey 08625

Dear Jim:

I had occasion today to review the new SLEPA Current Guide for Action Grants (dissemination document no. 2) and thought it was an excellent job. You packed a great deal of useful material-- compactly presented, well organized, and clearly stated--in the 140 pages of the Guide. Your State and local agencies should find it an easy tool to work with and come away with a much better understanding of the program.

Sincerely,

A handwritten signature in dark ink, appearing to read "Dan Skoler", written in a cursive style.

DANIEL L. SKOLER
Director, Office of Law
Enforcement Programs

HARVARD UNIVERSITY
JOHN FITZGERALD KENNEDY SCHOOL OF GOVERNMENT

OFFICE OF THE DEAN

LITTAUER CENTER
CAMBRIDGE 02138

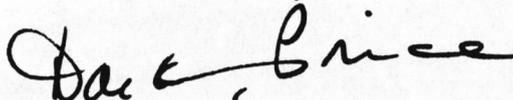
October 30, 1969

Mr. T. Howard Waldron
Deputy Director
State Law Enforcement Planning Agency
447 Bellevue Avenue
Trenton, New Jersey 08618

Dear Mr. Waldron:

Many thanks to you and to James Spady for the copy of the state plan of the State Law Enforcement Planning Agency. This is a very impressive piece of documentation and I am especially glad to have it since Mr. Spady is now in a seminar of mine and I am finding him one of our most interesting students.

Yours sincerely,



DKP:B

Don K. Price
Dean

National Governors' Conference

OFFICE OF FEDERAL-STATE RELATIONS

1735 DEBALES STREET, N.W.

WASHINGTON, D. C. 20036

CHARLES A. BYRLEY,
DIRECTOR

November 10, 1969

TELEPHONE:
AREA CODE 202 393-2662

Mr. James A. Spady
President
American Society of Criminal Justice Planners
State Law Enforcement Planning Agency
State of New Jersey
447 Bellevue Avenue
Trenton, New Jersey 08618

Dear Mr. Spady:

We have recently seen the published version of your state criminal justice plan entitled "Document No. 1: A Plan for Law Enforcement and the Administration of Justice in New Jersey". It is an outstanding document, very comprehensive and concise.

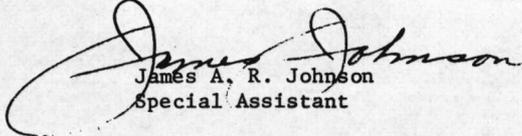
With your cooperation we would like to make copies of this state plan available to the Governors of the other states, as well as other concerned state officials. Your plan can be a very valuable model to the other states.

The New Jersey State Law Enforcement Planning Agency has always been in the forefront of innovation in implementing the new Omnibus Crime Control Program. I recall attending your regional meeting with local law enforcement officials in Newark. This was the first of this kind of intergovernmental meeting held anywhere in the Nation.

The Governors' Conference would very much appreciate it if you could send copies of your state plans to members of the United States House of Representatives and Senate Judiciary and Appropriations Committee. In this way they would be able to see what states have been able to accomplish under the block grant approach of the Omnibus Crime Control Act.

Thank you very much for the outstanding work you've done and your assistance in this matter.

Sincerely,


James A. R. Johnson
Special Assistant

JARJ:lgn

NATIONAL COUNCIL ON CRIME AND DELINQUENCY

PREVENTION • CONTROL • TREATMENT

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44 East 23 Street, New York 10010, (212) 254-7110

September 3, 1969

Mr. James A. Spady, Executive Director
State Law Enforcement Planning Agency
447 Bellevue Avenue
Trenton, New Jersey 08618

Dear Jim:

Congratulations on your good work. They
tell us at LEAA that you were first and with the
best!

With best regards.

Cordially,


Milton G. Rector
Director

MGR:gw

cc: W.O. Thomas



THEODORE L. SENDAK
ATTORNEY GENERAL

STATE OF INDIANA
ATTORNEY GENERAL
INDIANAPOLIS
46204

September 17, 1969

Honorable Arthur J. Sills
Attorney General of New Jersey
State House Annex
Trenton, New Jersey

Dear Art:

This will acknowledge with thanks the receipt of a copy of your latest publication, Dissemination Document No. 2 of July 25, 1969.

You are doing a good job; and I have also heard many compliments about the work of your Executive Director, Mr. James Spady.

Best personal wishes.

Yours truly,

A handwritten signature in cursive script that reads "Ted Sendak".

THEODORE L. SENDAK
Attorney General of Indiana

TLS/bja

Columbia University in the City of New York | *New York, N. Y. 10027*

LAW LIBRARY

435 West 116th Street

December 3, 1969

Mr. James A. Spady, Director
State Law Enforcement Planning Agency
447 Bellevue Avenue
Trenton, New Jersey 08618

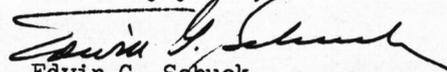
Dear Mr. Spady:

We would like very much to acquire for the Law Library several copies of the document released under Executive Order No. 45, on the Agency's first nine months' work in crime control in New Jersey.

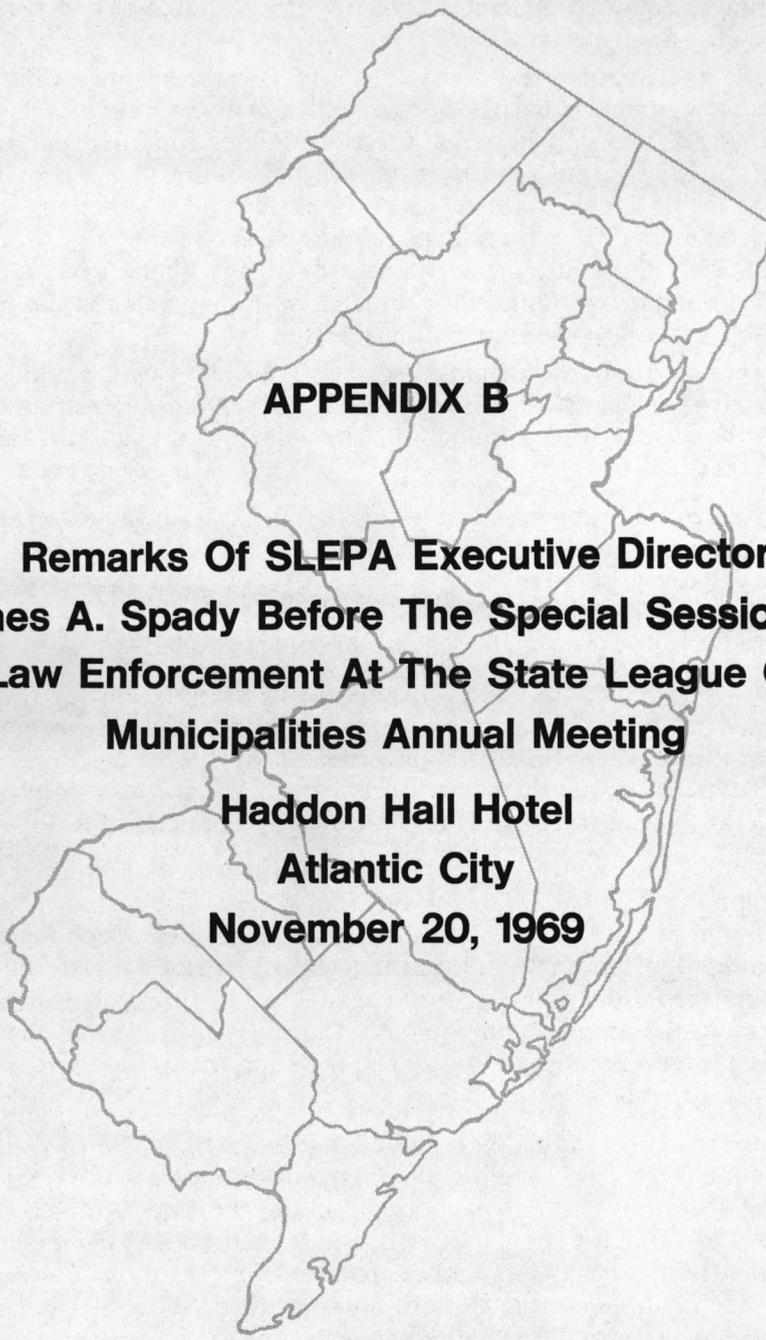
These documents would be most useful to our students in the Crime and Criminology course and seminar conducted by Professor Leon Radzinowicz, who, in addition to teaching at Columbia, is Director of the Institute of Criminology at the University of Cambridge, England. It is, in fact, on Professor Radzinowicz's behalf that I make this request.

We are, of course, willing to pay any charges involved, and will sincerely appreciate any assistance you can afford us in acquiring copies of this report.

Sincerely yours,



Edwin G. Schuck
Professor of Law;
Law Librarian



APPENDIX B

**Remarks Of SLEPA Executive Director
James A. Spady Before The Special Session On
Law Enforcement At The State League Of
Municipalities Annual Meeting**

**Haddon Hall Hotel
Atlantic City
November 20, 1969**

REMARKS OF JAMES A. SPADY, NOVEMBER 20, 1969

One hundred and forty years ago Daniel Webster said these now somewhat dated, and even amazing words:

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

What went wrong in the ensuing 140 years? Why has the criminal justice system been so neglected that Professor Jameson Doig of Princeton could call it, without fear of contradiction, the “dark continent of American political science?”

And a related question: how can we *change* the system, so as to regain its former grandeur?

How it got that way — a large topic; too large for here and now.

But there *are* some threads that can be quickly unraveled.

Somehow the public has come to think of the criminal justice system — and especially law enforcement — as somehow “different” from other governmental activities. Not *really* government, in the sense of budgets and desks and typewriters and personnel problems — and a need for research, development, and change. It’s a Dick Tracy world to most people.

Also, there is no tradition of press *analysis* in the field of criminal justice. In education, for example, we see “Education Editors”, who are expected not to turn up a news story on the latest disciplinary problem or on the teacher who put a hand in the till — but on the *issues* of education, the contending *methods* and *programs*, the *institutional* factors. In criminal justice, it’s a comic strip world of cops and robbers. The press attitude and the public attitude reinforce one another — and make support for the hard work of change, very difficult.

I promise to return to this theme — change — at the end of my remarks. But in the meanwhile I will follow the theme of this conference — State aid programs to local law enforcement. I will set out the ways in which SLEPA has decided to *work* for change — notice that I did not say *achieve* change. *That*, I am afraid, is a very large problem indeed, and the forces at work — of the order of magnitude of the two examples set forth above — are certainly far beyond what any small agency can hope to cope with.

But there *are* things we *can* do, and I will now discuss them.

* * *

The aid to local criminal justice offered by SLEPA that is either in the field or in the works *right now*, numbers ten categories. We will, of course, pick up new responsibilities as time goes on.

FIRST CATEGORY – ACTION GRANTS

The first category, not in terms of *sequence* over these past months, but in terms of *importance*, is financial aid to the local criminal justice agencies – the so-called “action grants.”

Obviously, this is the most important category because it is what the program is about. But, as I will explain later, it cannot succeed without the support of the nine other categories of aid that we offer.

In fiscal 1969, SLEPA received a block grant of \$860,285 from the federal government to administer “action grants” to local governments.

This money could *not* be received by SLEPA from Washington until *after* the first state-wide plan had been approved in Washington.

For fiscal 1969, the plans of the 50 States were not approved until the very last month – June of the fiscal year. New Jersey’s plan was approved and the grant award made on June 23, and the first installment of action funds was received on August 26, 1969.

As soon as the block of action money was received, SLEPA mailed out, to 3000 criminal justice and general government officials across the State, a document – our so-called Dissemination Document No. 2 – setting forth what program categories of action aid had been approved in Washington, and what local officials had to do to apply for sub-grants within those categories. A deadline of October 15 was set, and 47 applications were received from local units. In a minute, I will say a word about what happens next with those applications, but first I want to state very clearly an important fact about “block” grants.

A “block grant” is a single sum of money granted by the federal government for use within a State, such as New Jersey. *The amount of money is fixed*, and depends only on how much the Congress appropriates for the whole country, and the percentage population of the whole country that a State has.

New Jersey’s plan in fact was singled out by the Justice Department, and called “unusually good.” It was one of the few of the 50 State plans approved without a single condition attached to it; that is, without a single fault found in it.

But no matter how good or bad your plan is (as long as it gets a “passing”

grade) you get your population percentage share. Thus, New Jersey's population is 3½% of the National population, and New Jersey's block grant for fiscal 1969 was therefore 3½ of the National *action* appropriation of \$29,000,000, or \$860,285.

I spell this out in some detail, because it is important to understand that action funds under a "block grant" approach are *predictable*. And if we are going to improve criminal justice step by step, the money *has* to be predictable.

It is therefore perfectly predictable that New Jersey will again, late next spring, after the second State plan is approved in Washington, receive 3½% of the fiscal 1970 National appropriation. It looks like the National appropriation for the 50 States will be \$185,000,000, so it is perfectly predictable that on about May 15, 1970, New Jersey will receive its 3½%, or \$6.5 million.

I say it is *good* that it is predictable, because then we can *count on* the money, we can *plan on* it, and all of you know how important that is.

But I promised that I would return to the subject of the current action monies.

\$151,000 was granted to 25 cities throughout the State in 1968 under a special "early bird" clause in the Act, restricted only to civil disorder purposes. The money was used for portable communications equipment; we call it PROJECT ALERT, and I will touch on it again later.

\$95,000 was very recently granted to the State Police to conduct a training session in organized crime, and to purchase special anti-organized crime equipment. This training session was praised by the Justice Department as "an exciting training program."

This, by the way, was the *only* State level grant made or to be made with fiscal 1969 "action" funds. In fact, in providing 89% earmarked for local use only, New Jersey is one of the top five States in regard to emphasis upon local needs.

Those 47 applications from local units of government — and I imagine there are 47 of you out there interested in this — have been reviewed by the SLEPA staff, and are awaiting review by special committees of the SLEPA Governing Board. A decision should be forthcoming next month, and we will then announce the awards of action assistance.

These action grant applications and awards will of course become a regular thing once the "big" money starts to become available next spring. In fact, SLEPA will be administering an average of \$0.5 million a month from there on.

Money in *that* kind of magnitude can begin to be an important factor in assisting local criminal justice agencies in their fight to control crime — the prevention agencies, the apprehension agencies, the adjudication agencies, and the rehabilitation agencies.

But only, of course, if the money is spent wisely — and that brings me to the next subject.

I will now describe, much more briefly, the second through the tenth categories of aid that SLEPA offers to local law enforcement.

All of *these* nine categories have *one* thing in common: *They are intended to set the framework for the action grants.* Each of *these* aids in some way helps ensure that we — SLEPA and you — know exactly *what* to spend action money on, *where* to spend it, *when* to spend it, and *how much* to spend — all in terms of wringing the most benefit out of the limited action dollars we will have each year.

I will now describe these nine additional categories of aid.

SECOND CATEGORY — STATEWIDE PLANNING

The second category of aid which we provide, is the initial creation, and the annual revision and resubmittal, of the comprehensive statewide Crime Control Plan.

At first glance you might not see this as aid to *you*, but let me assure that it is. If *you*, as municipal officials have a *good* statewide plan, you have one leg up on the problem of knowing *what* should be done locally, and *what* you can expect from SLEPA.

A good Statewide Plan — one that clearly and accurately defines the problems, the proposed program solutions, and the procedures — is the single most helpful thing a local official can have as a guide to what he can and should do himself.

As you know from reviewing our Plan — which was sent to all of you as Dissemination Document No. 1 — it is very complete, yet very clear. It represents many, many thousands of hours of work. But we at SLEPA are perfectly satisfied that the extra effort was worth it because you now have to work with as you begin to pick up *your* end of the responsibilities under this Crime Control Act program, the use of the clearest and most complete effort of which we are capable.

THIRD CATEGORY — PLANNING GRANTS

The third category of aid that SLEPA offers to local governments, is that of "*planning*" grants.

The purpose of a planning grant to a local unit is of course, to assist that unit to *define* its problems clearly, completely, and accurately; to *develop* solutions to the problems; and to create a local *plan* for attacking those problems — a plan setting forth programs, priorities, costs, time sequence of the programs, and so on.

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

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

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

Many of the programs developed in local planning will require local funds for implementation. In many cases, however, SLEPA action funds will become available to implement portions of these local plans — the good portions, I might add, and therein lies the incentive to do the local planning well.

Now I’m very well aware that “planning” has a bad name among many people. And it ought to, if it leads nowhere. That’s not the kind of planning the Crime Control Act contemplates. It wants *action* planning from local governments.

Our planning grant monies are quite limited. The Congress, and properly so, appropriates many times more “action” money than “planning” money. Still, we have already begun to make a local impact with our planning grants.

In fiscal 1969, we had \$253,000 for local planning grants. (Incidentally, 10% of that was donated by the State). We reviewed the crime statistics for local units in New Jersey, and offered planning grants to 17 cities spaced around the State; cities that had very high crime rates. In each of the 13 counties where there were no such cities, we made a planning award to the county so *it* could begin to assess the problems of the region.

With fiscal 1970 monies, we will expand this program of planning grants. It is our hope to be able to extend some kind of tangible planning aid to a large number of New Jersey cities, and all counties, by the third year of the program.

FOURTH CATEGORY – TRAINING LOCAL PLANNERS

The fourth category of aid, is the *training* of local planners.

We are very well aware that there is very little planning tradition in the criminal justice system. We therefore know that providing planning monies is not enough. We must train local planners. It is not money as such that effects change and improvement, it is people and skills.

We have scheduled a monthly series of training classes at the SLEPA offices in Trenton. The first class is scheduled for December 17, 18, and 19. The format will be that of a workshop: lectures about the Statewide Plan and about methods of local planning; discussion of local problems; and small group work on actual planning problems.

There will be between 15 and 25 attendees in each training class. We have invited to the first class a majority of the local project directors of the 1969 planning grant cities and counties. They were invited to the first class because they have an immediate need to learn the principles of planning, so that they can use their current grant to the fullest advantage.

However, we will in succeeding monthly classes, include representatives from the remaining eight counties, and from as many cities as want to attend.

In the second and third monthly classes, we will give preference to representatives from the balance of the top 50 crime cities, but we will be pleased even then to include others if they so desire. From the fourth month on, we will have no preferences whatever, and will train representatives from as many cities as will come.

* * *

There are three elements to successful planning, and therefore to successful action: planning *money*, *trained* planners, and *information* upon which to base plans. I have described, in the preceding two categories of aid, how we are moving to handle the money, and the training, for planning locally. I now turn to the third prerequisite: the *information* needed by the local planner.

Lest you downgrade the importance of information, let me illustrate. Some time ago a potential applicant from a city south of Trenton submitted an action grant application to us, dealing with education against narcotics abuse. In discussing their approach with them, it developed that they had never heard of pioneering work in that area done in a county north of Trenton. Yet that approach was really the kind of thing they were trying to devise themselves. As small as New Jersey is, it's very difficult to not "reinvent the wheel" over and over again. Information *is* vital, and SLEPA means to do something about it.

Therefore, the remaining six categories of aid that SLEPA offers to local units, all have one thing in common: they provide *information* upon which local planners can make recommendations, and upon which local officials can make decisions.

FIFTH CATEGORY – DISSEMINATION DOCUMENTS

The fifth category of aid to local units is therefore an *umbrella* category, overlapping each of the succeeding five. It is the aid represented by dissemination documents, i.e. documents sent to local officials to give them information they need or can use.

There are four kinds of Dissemination Documents that SLEPA has programmed for the period commencing last June. Each has its own information transmission purpose.

The first, and most obvious, are Dissemination Documents that relate to the fundamental processes of the Crime Control Act program – each annual plan, each action fund procedures guide, and planning guides and explanations. You have already begun to receive these; by their very nature they come first.

The second class of Dissemination Documents are those that summarize a great many program ideas. Less than a page is devoted to each idea, and each is an abstract of a full program, the details of which will be made available to interested parties. The source of these abstracts are (1) the programs submitted by applicants to SLEPA, (2) programs submitted in other States (as President of the American Society of Criminal Justice Planners, the association to which 47 of the State Directors of this program belong, I have encouraged the sharing of abstracts among States), (3) *existing* criminal justice programs in New Jersey that have innovative content, and (4) such *existing* programs in other States.

Obviously, this kind of document is put out only infrequently – we plan it once a year.

The third class of Dissemination Documents are those that trace the outline of where we at SLEPA think criminal justice ought to go in New Jersey, as regards a specific subject. It is helpful to you, to have materials that go beyond the plan – materials that are *binding* on no one, but that help *clarify* where we might be going. Some topics that are high on this agenda are: (1) drug abuse, (2) State-wide police communication and information retrieval, (3) juvenile delinquency prevention and control, (4) criminal justice education, and (5) the corrections and rehabilitation system. These are obviously large undertakings, but we have each of them under study right now.

The fourth and final class of Dissemination Documents are those that report the results of action grants. Obviously the biggest advantage derived from a successful action grant project, is that others can learn from it. — again, they don't have to reinvent the wheel. It is our responsibility — SLEPA's — to see that whatever is learned with action monies, is made available to all. If, to go back to the earlier illustration, a good narcotics program is mounted in a North Jersey County, we don't want a South Jersey City — or any city or county for that matter — not to know about it.

I mentioned before "PROJECT ALERT", our first action project, which was funded a year ago to 25 riot prone cities. After a year's experience, we are now ready to report the results so that others might join the ALERT system. This first report of its kind will be set out in Dissemination Document No. 4, to be mailed in late December.

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The remaining five categories of aid are less major, and operate by feeding information into the Dissemination Document process, or directly to the local official.

SIXTH CATEGORY — TECHNICAL ASSISTANCE

The sixth category of aid is technical assistance to local units. The SLEPA Staff includes a former Model Cities senior researcher; a former senior FBI Agent; a veteran State Police planner; a veteran corrections planner; police training people, financial people, and so on. I mentioned before that the Justice Department called our Plan "unusually good" in approving it. They also said the quality of the plan indicated that we had "high quality in-house competence." That competence is there for *you*. Use it. We want to help.

SEVENTH CATEGORY — LEEP PROGRAM

The seventh category of aid is the Law Enforcement Education Program.

While the funds are awarded directly to colleges and universities in New Jersey for the provision of loans and scholarships to criminal justice people pursuing college credits, we have assumed the task of coordinating the awards. The direct nature of the awards has made coordination difficult; however it is our hope that a master plan for criminal justice education will bring some order, and therefore more coordination, into the process.

In the past academic year \$142,200 was awarded to New Jersey colleges, resulting in the full or partial support of 658 law enforcement related students.

EIGHTH CATEGORY – ANNUAL CONFERENCES

Our eighth category of aid, is the calling of annual criminal justice conferences, to bring together once a year, people from all branches of the system and all parts of the State, to get to know each other's viewpoints and problems and suggestions.

At the first such conferences, which were held in six locations in the State, there were nearly 1500 attendees. Many people far wiser than I, hold to the opinion that the isolation of the various branches of the criminal justice system is one of its greatest problems – we hope the conferences in some small way will begin to alleviate that situation.

NINTH CATEGORY – COLLOQUIA

The ninth category of aid is closely related to the eighth. We intend to sponsor discussions among leaders of the various branches of the criminal justice system in New Jersey, of the problems cutting across two or more of the branches. The problems between the police and prosecution for example. Or the delay in the branches of the adjudication system.

We will experiment with methods for bringing out the best, most-informed operating viewpoints. At present, we believe that colloquia among four or five leaders holds the greatest promise. We will of course disseminate the results.

TENTH CATEGORY – RESEARCH

The tenth and final category of aid is research.

It is not practical to attempt to do really basic research, or even *much* research of any kind, on the State level. For that reason, Congress set up a national research effort in the Justice Department.

However, we do perform research. We have conducted systems analysis studies on the operations of a number of New Jersey criminal justice agencies, including two courts, one prosecutor's office, and four police departments. Our research director is currently doing literature and field studies on the narcotics control problem, and on the design of urban streets and buildings to render them safer from crime. These research efforts will, of course, be disseminated in due course.

CONCLUSION

I come now to the end of my report to you. I have made only three points:

(1) Change in the criminal justice system is very difficult to achieve. Large-scale change in basic institutions is always difficult, but there are special

problems with criminal justice. Criminal justice is not treated like education, for example. It is, *as a system*, not taken seriously. We have a Dick Tracy view of criminal justice. We see it as cops and robbers; not as a vast, sprawling system of agencies that are in deep *institutional* trouble. We don't treat it like an administrative branch of government; it is "different". These attitudes, wherever they come from originally, are not helped by the treatment that criminal justice gets in the media: all transitory sensationalism, and no analysis. *A change in attitude must precede a change in the criminal justice system.*

(2) Rational planning will work in criminal justice, just as it does in every other endeavor; and it is *necessary* if there is to be change under conditions of scarce resources for change. We can't afford to waste this opportunity.

(3) *Information* is needed, about *how* to change, and *what* to change to. When Professor Jameson Doig of Princeton called law enforcement "the dark continent of American political science", he at once put his finger on two truths: there is very little known in the criminal justice branch of government; and that fact cannot be an accident.

* * *

In conclusion, I must confess that I do not myself know what went wrong in the hundred and forty years since Webster was moved to praise, in the quotation with which I opened these remarks, not only *justice*, but also those who "*labor on this edifice.*"

But whatever happened, only people — that's us too — can reverse it. And so I conclude on that note by citing the final words of the Report of the President's Crime Commission,

"If America is to meet the challenge of crime it must do more, far more, than it is doing now. It must welcome new ideas and risk new actions. It must spend time and money. It must resist those who point to scapegoats, who use facile slogans about crime by habit or for selfish ends. It must recognize that the government of a free society is obliged to act not only effectively but fairly. It must seek knowledge and admit mistakes."

"Controlling crime in America is an endeavor that will be *slow* and *hard* and *costly*. But America can control crime *if it will.*"

Time, said St. Augustine, is a three-fold present: the present as we experience it, the past as a present memory, and the future as a present expectation. By that criterion, the world of the year 2000 has already arrived, for in the decisions we make now, in the way we design our environment and thus sketch the lines of constraints, the future is committed. The future is not an overarching leap into the distance; it begins in the present.

DANIEL BELL, Chairman, **THE COMMISSION ON THE YEAR 2000**; The American Academy of Arts and Sciences, 1967.

DISSEMINATION DOCUMENTS IN THIS SERIES

- No. 1 — “A Plan for Law Enforcement and the Administration of Justice in New Jersey” — June 23, 1969
- No. 2 — “A Current Guide to Action Grants” — July 25, 1969
- No. 3 — “A Guide to Planning for Action” — October 25, 1969
- No. 4 — “A Report on Action Grant A-1: The ALERT System” — November 15, 1969
- No. 5 — “Staff Report: A Desk-Book on Drug Abuse” — December 20, 1969
- No. 6 — “A Six Month Report and a Six Month Projection”, January 1, 1970

**STATE
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A SIX MONTH REPORT
AND
A SIX MONTH PROJECTION

DISSEMINATION DOCUMENT NO. 6
JANUARY 1, 1970

