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# JUVENILE JUSTICE – TOWARD COMPLETING THE UNFINISHED AGENDA

Reprint of the 1988 Annual Report  
of The Juvenile Delinquency Commission

134143

U.S. Department of Justice (vols. 1&2)  
National Institute of Justice

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August, 1988

Gentlemen:

On behalf of the Commission, I am pleased to present you with our annual report.

There is no question that we would all like to improve our juvenile justice system. The real issue is *how*. This report, together with our other activities and publications, is geared to providing you with the information you need to make informed decisions on juvenile justice issues. We look forward to continuing to serve you and to your continued interest and support.

Sincerely,

Peter W. Loos  
Chairman

PWL/lm

# EXECUTIVE SUMMARY

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The Juvenile Delinquency Commission helps policymakers and practitioners understand juvenile justice issues and trends. One way is through our annual report. The following represents a summary of this year's report to the Governor and Legislature.

While delinquency continues to be a serious problem, overall juvenile crime is decreasing, largely as a result of declining youth populations. Despite this, the juvenile justice system appears to be handling an increasing volume of cases. Detention and correctional institution populations have skyrocketed. There is a real question as to whether we will be prepared to handle projected future increases in youth populations in the next few years.

Our state has a history of successful juvenile justice reform and innovation. The Commission continues this tradition by providing ongoing evaluation of reforms incorporated in our new Juvenile Code. As a result, we have a better appreciation of where we are and what we need to complete our "unfinished agenda."

Our new emphasis on a local community response to delinquency has produced many tangible benefits. Communities willing and able to provide services have developed good response systems. Others have not. Disparity in resources is a major problem. Options available in some communities are simply not available in others. How we handle a delinquent often depends more on where he lives than on what he has done.

One unfortunate reality is that those communities with the heaviest concentration of crime often have the fewest resources to meet the challenge. And despite our rhetoric about local response, the number of juveniles under the direct jurisdiction of the state-level Department of Corrections is increasing. This is a clear indication that our local response strategy is simply not working.

We are also having some difficulty in realizing another policy goal of the Code - more appropriate responses to delinquency. While

the Code encourages the creation of a rainbow of dispositional options for judges, large gaps exist in the envisioned continuum. We are also struggling to operationalize a family court system and to effectively involve parents in delinquency remediation. Despite Code intent, our research also indicates that we have made little progress in dealing effectively with the small group of serious offenders who are responsible for a large amount of all juvenile crime.

Equitable treatment of juveniles is also a major policy goal of the Code. The high incarceration of minority youth presents us all with a major dilemma. Clearly legitimate legal and other factors fail to fully explain this. Other plausible explanations include the typical paucity of alternatives to incarceration available in inner cities, the reluctance of some judges from rural counties to incarcerate juveniles they fear will be victimized by 'street-wise' urban kids and other social factors which negatively impact on sentencing of minority youth.

Our efforts to create a more effective juvenile justice system are hampered by the fact that careful evaluations of what works are rare in the juvenile system. We respond to the crisis of the moment, without regard to long range goals and objectives.

This report is an exception. It contains 12 recommendations aimed at improving the juvenile justice system's performance. Specifically, it recommends a more focused local role in delinquency prevention and control and a targeted state role aimed at assisting communities that need the most help. Several recommendations seek to increase the ability of judges to respond to delinquency and to monitor their dispositions. While emphasizing treatment services for delinquent youth, we also recommend a focused effort to deal with chronic juvenile offenders. The report also calls for more judicious use of detention and increased efforts to identify those programs that really work in combating delinquency.

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# 1. INTRODUCTION

- ABOUT THE COMMISSION
- ABOUT THE REPORT

## ABOUT THE COMMISSION

The Commission was established by the Legislature when it enacted the new Juvenile Code. It consists of 21 members representing diverse elements of the state's juvenile justice system. With an ongoing agenda aimed at improving juvenile justice through oversight, research and information dissemination, the Commission is specifically mandated by law to:

- Monitor the implementation of the new Code of Juvenile Justice;
- Examine all aspects of New Jersey's juvenile justice system, with special emphasis on delinquency trends and dispositions;
- Study the types of juveniles who become delinquent and analyze what happens to them; and
- Analyze the reasons for and the effectiveness of the dispositions we provide for delinquent youth.

## ABOUT THE REPORT

Each year the Commission issues an annual report to the Governor and the Legislature based on our ongoing analysis of juvenile justice issues and trends. The report also provides a much wider audience - police, prosecutors, judges, correctional officials, advocacy groups and interested and informed citizens - with information and analysis available from no other source. We have entitled this year's report *Juvenile Justice - Toward Completing The Unfinished Agenda*, a title suggesting that while we have made significant progress in improving our juvenile system, we still have much to do.

### A SPECIAL NOTE

WE HAVE DESIGNED OUR FORMAT TO PROVIDE A QUICK SUMMARY OF THE REPORT'S CONTENT IN THE RIGHT MARGIN.

THE COMMISSION WAS ESTABLISHED BY THE LEGISLATURE. IT CONSISTS OF 21 MEMBERS REPRESENTING DIVERSE JUVENILE JUSTICE INTERESTS.

THE COMMISSION HAS AN ONGOING AGENDA AIMED AT PROVIDING RESEARCH, POLICY ANALYSIS AND INFORMATION DISSEMINATION.

EACH YEAR, THE COMMISSION ISSUES AN ANNUAL REPORT TO THE GOVERNOR AND LEGISLATURE. THE REPORT IS ALSO GEARED TO THE INFORMATIONAL NEEDS OF A MUCH WIDER AUDIENCE OF POLICYMAKERS.

The report has been published in a format allowing both cursory reading (see the information summarized to the right of the text) and more in-depth examination of select issues. Since the information compiled this past year is more extensive than provided in this report, additional information can be supplied by the Commission at the address indicated above.

**THE TITLE OF THIS YEAR'S REPORT SUGGESTS THAT WHILE WE ARE MAKING PROGRESS, WE STILL HAVE MUCH TO DO.**

## **2. JUVENILE CRIME - WHERE WE STAND NOW**

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- **WHAT IS DELINQUENCY?**
- **HOW MUCH DELINQUENCY IS THERE?**
- **WHERE DOES DELINQUENCY TAKE PLACE?**
- **WHAT ARE THE TRENDS IN DELINQUENCY?**
- **WHO COMMITS DELINQUENT ACTS?**
- **WHY DO JUVENILES COMMIT DELINQUENT ACTS?**

### **WHAT IS DELINQUENCY?**

Delinquency is a catchall term referring to anything from trivial to serious or violent juvenile offenses. Most delinquency, though, involves petty offenses. While varying from state to state, the term delinquent in New Jersey applies to individuals who have not yet reached their 18th birthday. As defined in our Code, delinquency means the commission of an act which, if committed by an adult, would be a crime, a disorderly or petty disorderly persons offense or a violation of a penal statute, ordinance or regulation.

### **HOW MUCH DELINQUENCY IS THERE?**

We use various yardsticks to measure delinquency. Unfortunately, all indicate that young people are disproportionately involved in illegal activities.

The most available means that we have to measure delinquency is the Uniform Crime Report (UCR) of the State Police. The UCR provides information about reported crime and arrests.<sup>1</sup> The 1986 Report indicates that 95,429 juveniles were arrested, one-quarter (25%) of all arrests in the state. Since juveniles (ages 10 to 17) comprise only about 12% of our total state population, they clearly account for a disproportionate amount of arrests.<sup>2</sup>

### **WHAT IS DELINQUENCY?**

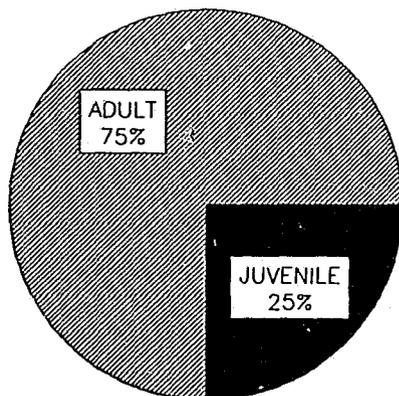
**DELINQUENCY IS A CATCHALL TERM. GENERALLY, IT REFERS TO ILLEGAL ACTS COMMITTED BY PERSONS UNDER 18.**

### **HOW MUCH DELINQUENCY IS THERE?**

**THERE ARE A VARIETY OF YARDSTICKS USED TO MEASURE DELINQUENCY. UNFORTUNATELY, ALL INDICATE THAT YOUNG PEOPLE ARE DISPROPORTIONATELY INVOLVED IN ILLEGAL ACTIVITIES.**

**THE UNIFORM CRIME REPORT SHOWS OVER 95,000 JUVENILE ARRESTS IN 1986.**

## ARRESTS OF JUVENILES AND ADULTS, 1986



Juveniles are arrested for all types of offenses. The most common are larceny-theft (15% of all juvenile arrests), disorderly conduct (12%), simple assault (9%) and malicious mischief (8%).

The UCR breaks offenses into two categories. Index offenses (generally, the more serious) include murder, rape, robbery, aggravated assault, burglary, larceny-theft and motor-vehicle theft. Part II offenses consist of all other types, ranging from simple assault to vandalism and disorderly conduct. Here is what UCR tells us about juvenile arrests in 1986:

- Most juveniles are arrested for less serious charges. In fact, almost three-quarters of arrests were for Part II offenses.
- Many juveniles are charged with serious offenses. Twenty-seven percent (25,854) of all juveniles arrested in 1986 were arrested for index offenses.
- Over one-fifth of juvenile arrests were for non-violent index offenses. The most common among these was larceny-theft, which accounted for over one-half of all index arrests.
- A much smaller portion of juvenile arrests (5%) were for violent index offenses (murder, rape, robbery and aggravated assault).
- The most common violent index offenses for which juveniles were arrested were aggravated assault (2,300) and robbery (2,128). Together, these account for 93% of all violent index offense arrests.

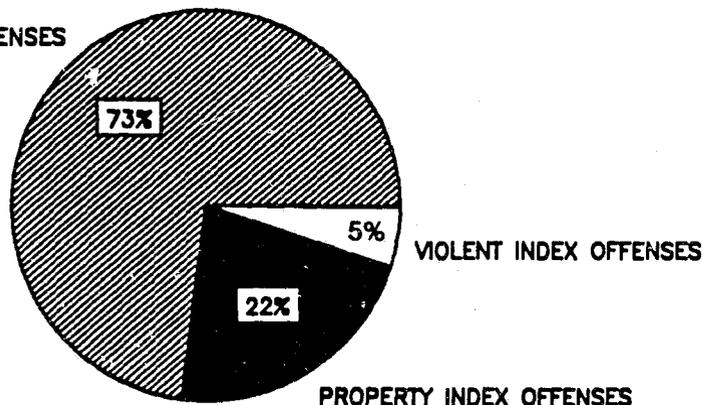
**JUVENILES ARE ARRESTED FOR A WIDE VARIETY OF REASONS.**

**MOST ARRESTS ARE NOT FOR SERIOUS CHARGES. HOWEVER, ALMOST 26,000 ARRESTS IN 1986 WERE FOR "INDEX" OFFENSES.**

- Nearly 13% of all juvenile arrests were for drug abuse or liquor law violations.

### TYPES OF OFFENSES FOR WHICH JUVENILES ARE ARRESTED

PART II OFFENSES



Are arrest figures good indices of delinquency? Yes and no. They underestimate the total amount of delinquency for several reasons. For one, a large number of offenses are never reported to police. According to the 1985 National Crime Survey (a national survey of sample households to determine the extent persons were victimized by a select group of offenses), only 36% of these crimes were reported to the police.<sup>3</sup> However, the more serious the offense, the more likely it is to be reported to the police.

For another, many crimes known to police are not cleared by arrest. Even if apprehended, police may decide not to arrest a juvenile. Further, when a juvenile is taken into custody, the police often decide not to refer the case to court if a warning or unofficial handling is more appropriate. This occurs in nearly half of all arrests. Once again, the more serious the offense, the more likely it is to lead to court referral.

The flip side is that the UCR figures may overestimate juvenile vs. adult contributions to overall crime. Since youths are more easily apprehended and often commit offenses in groups, their arrest figures tend to be inflated.

### WHERE DOES DELINQUENCY TAKE PLACE?

While delinquency is found everywhere, its distribution varies considerably. This is clearly illustrated by comparing county delinquency rates, the number of arrests per

**WHILE ARREST FIGURES ARE NOT ALWAYS THE BEST INDICATORS OF THE DELINQUENCY PROBLEM, THEY ARE AMONG THE BEST WE HAVE.**

**WHERE DOES DELINQUENCY TAKE PLACE?**

1,000 youths (ages 10 to 17). The statewide figure is 109 arrests per 1,000 youth population. County variation is striking (see below). Rates vary from a high in Cape May County of 203 arrests per 1,000 to a low in Hunterdon County of 49 per 1,000.

**COUNTY JUVENILE ARREST RATES**



ARREST RATE

- 49 to 84
- 85 to 118
- ▨ 119 to 203

The picture is somewhat different for violent index offenses. Here, the state figure is 5.4 arrests per 1,000, with a range from 14 arrests per 1,000 in Essex and Hudson counties to less than 1 per 1,000 in Hunterdon and Sussex.

Cape May's high arrest rate points to an interesting phenomenon – seasonal variation. Cape May's rate is influenced by an influx of juveniles during the summer months. The situation is similar for other shore communities.

Arrest statistics reveal that our delinquency problem is concentrated in several "urban" counties, those with one or more large cities. Five counties (Camden, Hudson, Essex, Passaic and Union) account for an almost overwhelming 42% of all juvenile arrests. They also account for 46% of all index offense arrests and 67% of all violent index offense arrests.

**WHILE ALL OUR COMMUNITIES EXPERIENCE DELINQUENCY, SOME ARE MORE DRAMATICALLY AFFECTED THAN OTHERS.**

**SOME COUNTIES HAVE FOUR TIMES THE ARREST RATES OF OTHER COUNTIES.**

**FIVE OF OUR COUNTIES ACCOUNT FOR 42 PERCENT OF ALL ARRESTS AND 67 PERCENT OF ALL VIOLENT INDEX OFFENSE ARRESTS.**

A central backdrop for serious and violent offenses is our cities. The six most populated cities of Camden, Elizabeth, Jersey City, Paterson, Newark and Trenton contain 13% of the state population, and somewhat more of the youth population, yet accounted for:

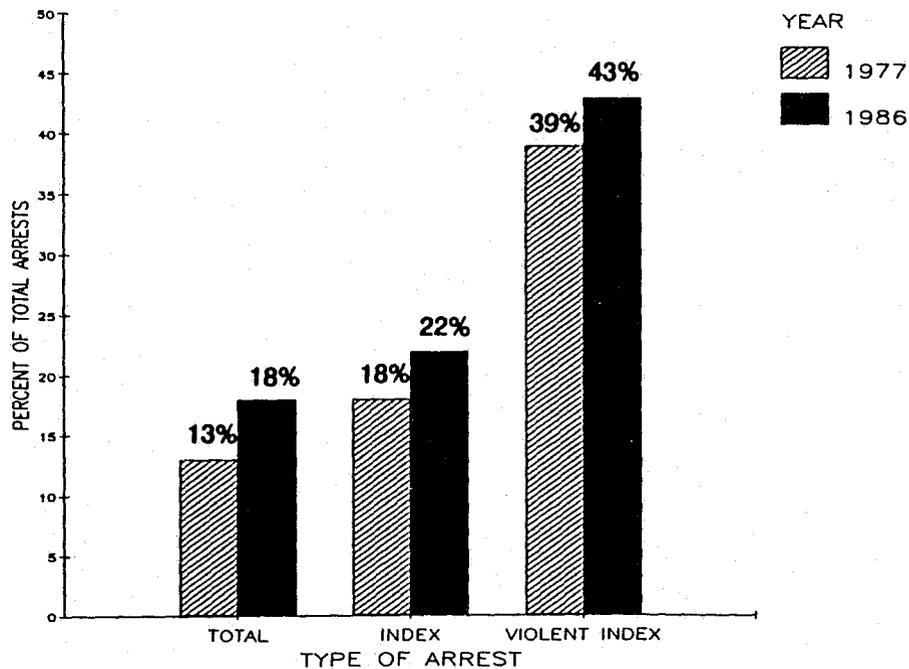
- 18% of all juvenile arrests
- 22% of all juvenile index crime arrests, and
- 43% of all juvenile violent index crime arrests.

This situation is not new, but it appears more pronounced in 1986 than it was 10 years earlier.

**SIX OF OUR MOST DENSELY POPULATED CITIES ACCOUNT FOR 43 PERCENT OF ALL VIOLENT INDEX OFFENSE ARRESTS.**

**THE CONCENTRATION OF SERIOUS JUVENILE CRIME IN THESE URBAN AREAS IS NOT DECLINING - IT IS ACTUALLY INCREASING.**

**THE PROPORTION OF NEW JERSEY ARRESTS  
IN SIX MAJOR CITIES  
1977 VS. 1986**



The delinquency problem in these and other large urban centers is compounded by (and related to) social and economic problems. The 1980 U.S. Census indicates that nearly 8% of families in New Jersey were living in poverty in 1979. In comparison, the six cities indicated above range from a low of 13% (Elizabeth) to 32% (Camden).<sup>4</sup>

### WHAT ARE THE TRENDS IN DELINQUENCY?

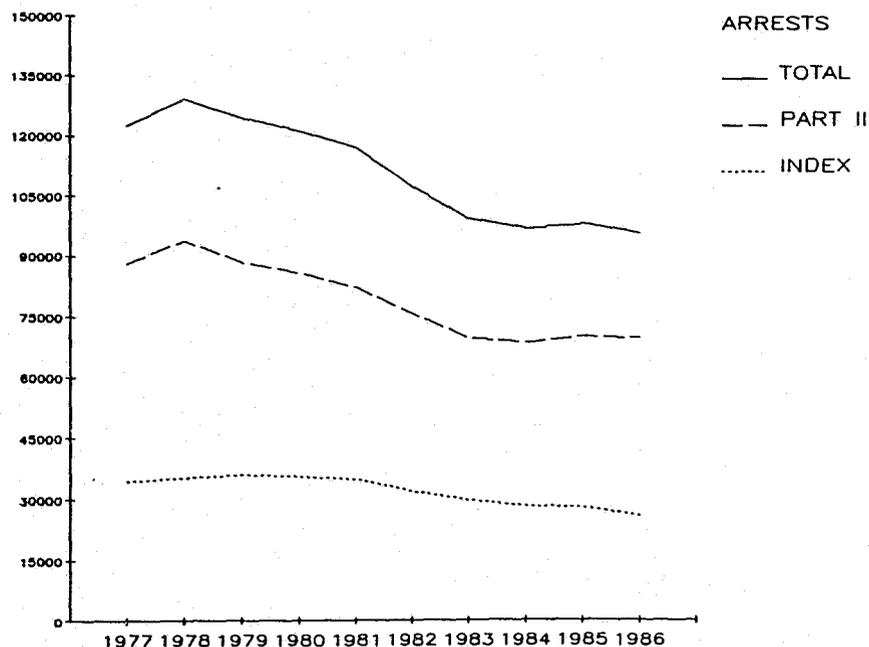
Is there more delinquency today? It would appear not. The UCR indicates that we had less delinquency in 1986 than ten years earlier. From 1977 to 1986:

- Total juvenile arrests *decreased* over one-fifth (22%).
- Index offenses *decreased* one-quarter (25%).
- Part II offenses *decreased* over one-fifth (21%).
- Violent index offenses *increased* by nearly half (48%).

### WHAT ARE THE LONGER-RANGE TRENDS IN DELINQUENCY?

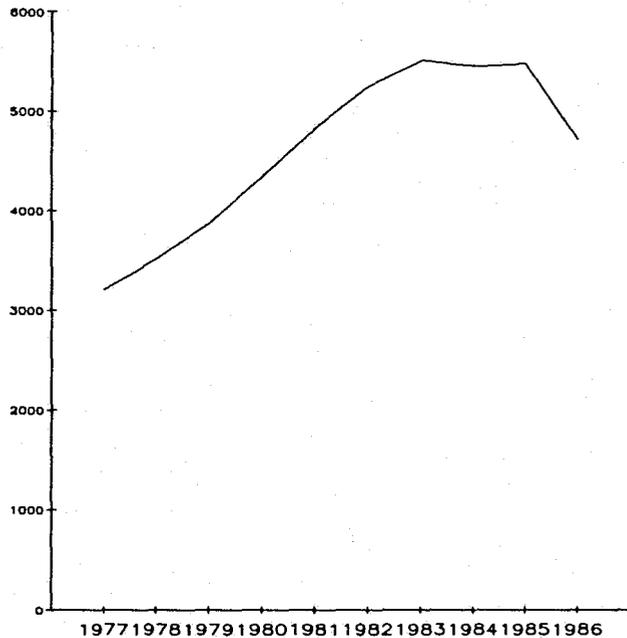
DESPITE ALL OUR PROBLEMS, THERE IS LESS DELINQUENCY TODAY THAN 10 YEARS AGO. ONE REASON IS A DECLINE IN JUVENILE POPULATIONS.

TRENDS IN JUVENILE ARRESTS, 1977 - 1986



This picture of declining juvenile arrests is encouraging. However, the 10 year trend for violent crime is a different issue. Violent crime is up. Yet, in 1984 arrests for violent index offenses began to level off. This was followed by a decrease of 14% in arrests for violent index offenses in 1986. While it is too early to tell for sure, this may be the beginning of a downward trend.

**TREND IN JUVENILE ARRESTS FOR VIOLENT INDEX OFFENSES  
1977 - 1986**



Conclusions must be tempered by other factors, especially the fact that juvenile populations are declining. The estimated population at risk (ages 10 to 17) decreased 14% from 1977 to 1986.<sup>5</sup> This drop at least partially explains the 22% decline in juvenile arrests. Hopefully, efforts to deal more effectively with delinquency are playing a part, as well. While we have been fortunate in recent years, population projections indicate that in the near future youth populations will increase. We can anticipate that delinquency will increase, as well.

**HOWEVER, ONE VERY REAL LONG-TERM PROBLEM WAS THAT VIOLENT INDEX OFFENSE ARRESTS WERE INCREASING. BUT THE MOST RECENT DATA POINTS TO A DOWNWARD TREND.**

**EVEN THOUGH THE AMOUNT OF DELINQUENCY HAS DECLINED, WE WILL EXPERIENCE AN INCREASED YOUTH POPULATION IN THE NEAR FUTURE. WILL WE BE PREPARED TO HANDLE THIS?**

## WHO COMMITS DELINQUENT ACTS?

A number of "self-report" studies (surveys of juveniles asking them to report on their delinquency involvement) reveal that most juveniles have done something for which an arrest could follow.<sup>6</sup> Yet, there are great differences among youth in the amount and seriousness of their illegal activity. Increasing evidence suggests that a large amount of delinquency is committed by a small number of repeat offenders.<sup>7</sup>

Are some juveniles more likely to be delinquent than others? Involvement in delinquency varies, among other things, by gender, age and race. Delinquency is more prevalent among males than among females. Males continue to account for the vast majority of juvenile arrests. However, when young people are asked to report on their illegal behavior, the prevalence of reported male and female delinquency is more similar than arrest figures would indicate. A popular theory, that the "feminist revolution" would lead to greater and more serious involvement of females in criminal behavior, finds no support in recent New Jersey juvenile arrest trends. Instead, females show a somewhat greater decline in arrests than males in recent years. At present:

- Males account for over four-fifths (81%) of all juvenile arrests.
- Females account for just under 9% of arrests for violent index offense arrests.
- Females accounted for an even smaller proportion of violent index offense arrests in 1986 than they did 10 years earlier.

Delinquency patterns also vary with age. Generally speaking, older juveniles are more likely to report delinquency involvement (and are more likely to be arrested) than younger juveniles. The media have recently drawn attention to the phenomenon of ever-younger juveniles (often pre-teens) being involved in serious crime. However, our research indicates that while pre-teens are currently more involved in serious violent offenses than in the past, it does not appear that younger age groups are actually becoming more involved *relative* to older juveniles. Here are some of the facts:

- Fifteen to seventeen-year-olds account for almost 70% of all juvenile arrests.
- This same group also accounts for nearly three-quarters (74%) of the arrests for violent index offenses.
- Seventeen-year-olds account for twice as many juvenile arrests and four times as many violent index offense arrests as do youths twelve and under.

## WHO COMMITS DELINQUENT ACTS?

**SELF-REPORT STUDIES OF DELINQUENCY SHOW THAT MANY JUVENILES COMMIT DELINQUENT ACTS, BUT MOST ARE NOT SERIOUSLY INVOLVED.**

**DELINQUENCY IS MORE PREVALENT AMONG MALES THAN FEMALES. MALES ACCOUNT FOR 81 PERCENT OF ALL ARRESTS.**

**OLDER JUVENILES ARE MORE LIKELY TO BE INVOLVED IN DELINQUENCY THAN YOUNGER JUVENILES.**

**JUVENILES 15 AND OVER ACCOUNT FOR ALMOST 70 PERCENT OF ALL OUR JUVENILE ARRESTS.**

- Over the last 10 years, juvenile arrests have actually *decreased* by one-third for youths 14 and under. Arrests for the older group (15 to 17) decreased only 16%, while arrests for 17 year-olds alone dropped only 8%.

Delinquency also varies by race. While the majority of juveniles arrested are white, black youth are disproportionately arrested, especially for violent index offenses.

The UCR data for 1986 indicate that:

- White youths account for over three-fifths (64%) of juvenile arrests.
- Black youths, who constitute approximately 20% of the youth population, account for nearly one-half (49%) of juvenile arrests for index offenses, and nearly two-thirds (66%) of arrests for violent index offenses.<sup>8</sup>

Yet, a different picture is provided by the National Youth Survey which indicates greater similarity between blacks and whites in the prevalence of their self-reported offending.<sup>9</sup> On the other hand, surveys of victims of crime more closely reflect the disproportionate involvement of minorities that is seen in arrest data.

While there is no typical delinquent youth, a survey conducted by the Commission in 1986 indicates the types of problems many delinquent youth are likely to experience. These included:

- poor academic performance
- broken home situations
- lack of parental support or involvement
- drug and alcohol abuse
- sibling criminal involvement

These characteristics begin to focus us on some of the "causes" of delinquency.

### **WHY DO JUVENILES COMMIT DELINQUENT ACTS?**

An understanding of the causes of delinquency is a first step toward selecting effective cures. Research clearly shows that there is no single reason why juveniles become delinquent. The fact is that there is likely to be a complex interplay of factors operational for any particular delinquent youth.

**WHILE THE MAJORITY OF JUVENILE ARRESTS ARE OF WHITE YOUTHS, BLACK YOUTHS ARE DISPROPORTIONATELY ARRESTED, ESPECIALLY FOR VIOLENT INDEX OFFENSES.**

**WHY DO JUVENILES COMMIT DELINQUENT ACTS?**

We know that delinquency is widespread. Adolescence itself gives us a partial clue. It is a time of transition and change - growth from the dependency of childhood to the independence of adulthood. Youths are asked to take on more responsibilities and at the same time are "treated like kids." Demands and uncertainties, decreased parental supervision, greater opportunities to get into trouble - together these realities lead many youths to rebel or make the wrong decisions. Fortunately, most youths who get into trouble during this time stop offending by the time they become young adults.

Above and beyond this "adolescent development" explanation, we can look to individual factors (e.g., personality or biological characteristics), societal factors (e.g., economic opportunities, poverty, unemployment), or environmental factors (e.g., relations with parents, school, peers) as partial explanations.

### **The Individual Factors**

Certain personality characteristics have been linked to delinquency. These include lack of self-control, low self-esteem and sense of mastery, limited future-orientation, and little sense of responsibility for one's actions. Some professionals emphasize the role of emotional problems in delinquency. While important in much serious and violent delinquency, the large majority of delinquent youths do not appear to suffer severe mental and emotional problems.

Certain physiological deficiencies are thought to play a direct or indirect role in delinquent behavior. Many violent youths appear to suffer from various forms of brain dysfunction. Nutritional deficiencies have been linked to delinquency; they can cause perceptual disturbances leading, potentially, to behavior problems. Learning disabilities, often having a physiological basis, also play a role, by leading to school failure, frustration, lowered self-esteem, and, thereafter, delinquency.

### **The Societal Factors**

Delinquency is sometimes seen as the product of a complex set of social problems. A society characterized by a lack of economic opportunity, poverty, racism, high unemployment rates, high dropout rates, and drug abuse, will experience high rates of delinquency. Delinquency emerges from the structure (and problems) of the society. From this perspective, attempts to solve delinquency problems by changing the individual, without resolving these other problems, are doomed to fail.

### **The Environment**

The "world" of young people consists primarily of family, school and peers. Experiences in this environment will influence the likelihood of delinquency. We recognize

**THERE IS A WIDE RANGE OF THEORIES ON THIS ISSUE. HOWEVER, THERE IS NO SINGLE ANSWER.**

**ADOLESCENCE ITSELF PROVIDES A CLUE. IT IS A TIME OF TRANSITION AND CHANGE.**

**DELINQUENCY IS OFTEN LINKED TO INDIVIDUAL FACTORS SUCH AS LACK OF SELF-CONTROL OR LOW SELF-ESTEEM. PHYSIOLOGICAL FACTORS ALSO PLAY A PART.**

**SOCIETAL PROBLEMS PLAY A SIGNIFICANT ROLE IN DELINQUENCY.**

that the family can be a great source of strength and personal growth. When the family fails to fulfill its role, this contributes to problem behavior and delinquency.

The schools are, for many, a source of self-esteem, confidence, accomplishment and preparation for rewarding adult roles. Success in school is an important basis for a "stake in conformity." For others, schools are the scene of failure, frustration and a sense of inadequacy that may engender delinquency involvement.

In adolescence, developing friendships and gaining the respect of peers takes on great importance. While peer influences and support are a natural part of growing up, they can be harmful. Peers may influence youths to get involved with delinquent activities or to experiment with drugs. Also, delinquency can be learned within a peer (or neighborhood) "subculture" that defines various activities, including drug use, as acceptable or desirable.

**THE FAMILY PLAYS AN IMPORTANT ROLE.  
SO DO SCHOOLS AND PEERS.**

# **3. HANDLING DELINQUENCY – HOW WE RESPOND**

- **DELINQUENCY DEMANDS A DIFFERENT RESPONSE THAN ADULT CRIME**
- **THE JUVENILE JUSTICE SYSTEM**
- **THE POLICE – THE FIRST STEP IN DELINQUENCY CONTROL**
- **HOW THE COURTS HANDLE DELINQUENCY:**
  - **CRISIS INTERVENTION – A NEW WAY TO HANDLE LESS SERIOUS CASES**
  - **COURT REFERRAL**
  - **COURT DIVERSION – AN ALTERNATIVE TO FORMAL HEARINGS**
  - **WHAT TYPES OF OFFENSES DO WE DIVERT**
  - **WAIVER – WHEN REHABILITATION DOESN'T SEEM POSSIBLE**
  - **DETENTION – PREDICTING RISK?**

## **DELINQUENCY DEMANDS A DIFFERENT RESPONSE THAN ADULT CRIME**

One fundamental aspect of the juvenile system is that we respond to delinquency differently than we respond to adult crime. A second is that we handle delinquency in a wide variety of ways. Most delinquency is handled informally. This is pragmatic and effective in many cases. Our system would be overwhelmed if it had to respond to all delinquent behavior.

The juvenile justice system is composed of various agencies organized around a juvenile or family court, referred to in New Jersey as the "family court." These courts were founded on the principal of "parens patriae." The state acts as a guardian for minors to protect their interests. The concept is based on some assumptions - that juveniles cannot be held fully responsible for their actions, and that they can be deterred from future criminal activity. While the rehabilitative ideal has come under increasing attack, it is still safe to say that rehabilitation remains the operating principle of the system. Even the language of the juvenile system is different. Adults

**OUR RESPONSE TO DELINQUENCY IS VERY DIFFERENT THAN OUR RESPONSE TO ADULT CRIME. MOST DELINQUENCY IS HANDLED INFORMALLY.**

**THE JUVENILE JUSTICE SYSTEM IS ORGANIZED AROUND THE FAMILY COURT.**

**THE EMPHASIS IN THE SYSTEM IS ON REHABILITATION AND TREATMENT, NOT ON PUNISHMENT.**

accused of a crime are "arrested"; juveniles are "taken into custody." Adults are "tried" and "convicted"; juveniles are "adjudicated" and found "delinquent."

## **THE JUVENILE JUSTICE SYSTEM**

The term "juvenile justice system" is used to describe a wide range of agencies that deal with delinquents, but the term is a misnomer. While the agencies within this system do share some common goals, they operate independently and often in conflict. The components of this system consist of:

- **THE POLICE.** Many local police departments in New Jersey have special juvenile officers.
- **THE COURTS.** Judicial responsibility for dealing with delinquency cases resides with the Family Part of the Superior Court, generally referred to as the Family Court. The court also manages a number of related components of the system such as probation, Juvenile Family Crisis Intervention Units, Juvenile Conference Committees, etc.
- **PROSECUTORS.** Each county prosecutor's office generally designates one or more assistant prosecutors to handle juvenile matters.
- **DEFENSE COUNSEL.** Many of the juveniles handled by the family court are represented by a public defender. Others retain private counsel.
- **THE NEW JERSEY DEPARTMENT OF HUMAN SERVICES.** The Department is the state's umbrella social service agency. As such, it provides (or secures provision of) many of the services required by the Family Court.
- **THE NEW JERSEY DEPARTMENT OF CORRECTIONS.** The Department has traditionally provided custodial services. In recent years the Department has expanded into the provision of other types of services for delinquent youth.
- **PROBATION.** A county agency responsible for providing supervisory and treatment service to juvenile offenders.
- **OTHER PUBLIC AND PRIVATE AGENCIES.** A vast network of other agencies and organizations provide dispositional services to the court. The network includes schools, mental health agencies, social service agencies, charitable organizations, religious groups, etc. Other organizations, in particular Youth Services Commissions (county and municipal), help plan and develop services

**EVEN THE LANGUAGE OF THE JUVENILE JUSTICE SYSTEM IS DISTINCT FROM THAT OF THE ADULT SYSTEM.**

**WHAT IS THE JUVENILE JUSTICE SYSTEM? IT IS COMPOSED OF MANY INDEPENDENT, AUTONOMOUS AGENCIES AND GROUPS:**

- **THE POLICE**
- **THE COURTS**
- **PROSECUTORS**
- **DEFENSE**
- **STATE AGENCIES**
- **LOCAL AGENCIES**
- **PUBLIC AGENCIES**
- **PRIVATE AGENCIES**

for court-involved youth. These latter agencies represent a new and innovative addition to the system.

This juvenile justice system is highly decentralized. Most activities take place at the local level. Reliance on discretion is widespread and extends from points of entry to the disposition of individual cases. The system is also highly interdependent. One vivid example is a court system that must rely on "service providers" outside of its direct control to provide many of its dispositional services. The problems raised by this relationship are explored in the Commission's last report.<sup>1</sup>

### **THE POLICE - THE FIRST STEP IN DELINQUENCY CONTROL**

The police are often called the "gatekeepers" of the system since they have responsibility for determining if a crime has been committed and, if so, if there is cause to believe that the suspect should be arrested. In this view, police exercise discretion in the context of making these quasi-legal decisions; the courts assume all responsibility as the triers of fact and determiners of appropriate dispositions. In the juvenile system, though, the responsibilities of the police are typically broader. The exercise of discretion is a central issue.

The handling of the more serious, indictable offenses is straightforward. However, in cases involving juveniles suspected of committing non-indictable offenses (disorderly persons and petty disorderly persons crimes), broad discretion is used. Since many of the acts committed by juveniles (simple assault, joyriding, criminal mischief or minor drug and alcohol offenses) fall into this category, a large number of these offenses are dealt with solely by the police. The juvenile has no interaction with any other component of the system. "Police diversion" occurs for at least three reasons: out of a concern for potential stigmatizing effects of system involvement; from a feeling that the court's response would be ineffective; or as an adaptive response to help focus resources on more serious cases.

There are at least two decisions police make involving non-indictable offenses: whether or not to make an arrest, and whether or not to refer to court. There has only been a relatively recent acknowledgement of the discretionary nature of the arrest decision. The fact is that not all juveniles suspected of committing crimes are arrested. A variety of factors appear to influence the arrest decision, including prior record, the officer's evaluation of the deterrent value of an arrest, the likelihood of a meaningful response from parents, and the expected response of the court.

Since the decision to arrest is not always a public one in that decisions not to arrest are not officially recorded, it is one of the least understood decisions in the system. Critics charge that extra-legal factors, such as the juvenile's race or socio-

**THIS SYSTEM IS HIGHLY DECENTRALIZED AND RELIES HEAVILY ON THE USE OF DISCRETION.**

**ONE OF THE MAJOR PROBLEMS OF THE SYSTEM IS THAT WE HAVE A COURT WITH RESPONSIBILITY FOR ADJUDICATING CASES BUT WHICH HAS LITTLE ABILITY TO COMPEL TREATMENT DELIVERY.**

**THE POLICE ARE THE FIRST STEP IN DELINQUENCY CONTROL.**

**THEY ARE OFTEN CALLED THE "GATEKEEPERS" SINCE THEY DECIDE WHO IS ARRESTED AND WHO IS NOT.**

**MANY DELINQUENCY CASES ARE HANDLED UNILATERALLY BY POLICE.**

**POLICE RELY HEAVILY ON THE USE OF DISCRETION.**

**THE DISCRETIONARY NATURE OF THE ARREST DECISION HAS ONLY RECENTLY BEEN ACKNOWLEDGED.**

**THE EXERCISE OF DISCRETION IS LEGITIMATE AND NECESSARY. IT CAN HAVE MANY POSITIVE EFFECTS.**

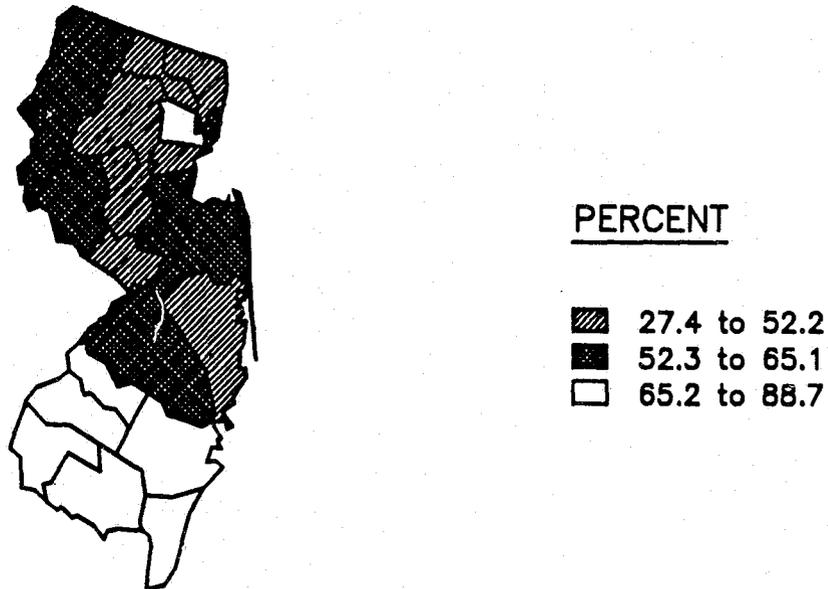
economic status, unjustly influence the decision and introduce inequities into the system. Others argue that police exercise of arrest discretion is legitimate and necessary. The President's Commission on Law Enforcement and Administration of Justice supported this view when it noted that:

...quite properly they (the police) do not arrest all, or even most, offenders they know of. Among the factors accounting for this exercise of discretion are the volume of offenses and the limited resources of the police, the ambiguity of and the public desire for non-enforcement of many statutes and ordinances, the reluctance of many victims to complain and, most important, an entirely proper conviction by policemen that the invocation of criminal sanctions is too drastic a response to many offenses.<sup>2</sup>

Just over one-half of arrested juveniles are actually referred to court. The rest are handled by the police themselves or are referred to agencies other than the court. In 1986, only 56% of all juveniles taken into custody were referred to court. The proportion varies significantly among counties, ranging from 27% in Ocean to 89% in Salem. The following depicts the variation among counties with respect to court referral practices.

**THE EXTENT OF POLICE DIVERSION IS REFLECTED IN THE FACT THAT ONLY ABOUT 56 PERCENT OF ALL JUVENILES ARRESTED ARE EVER REFERRED TO COURT.**

**PERCENT OF ARRESTED JUVENILES REFERRED TO COURT – 1986**



A variety of factors appear to affect referral patterns; seriousness of juvenile crime is one. When the seriousness of a county's delinquency problem is measured by the percentage of all juvenile arrests that are for index offenses, the seriousness profile accounts for 28% of the variation in county police court referral rates. Other factors are also important. Police departments with juvenile officers are likely to have lower court referral rates. Similarly, departments with greater resources or access to services may be able to handle more cases unilaterally. For example, Somerset and Bergen counties, noted for their high levels of community-based programs for youth, have the second and third lowest court referral rates statewide.

Those juveniles not referred to court undergo what is called "station house adjustment." Since there are no statewide standards or guidelines to structure the practice, practices differ in each county, sometimes within each municipality. In some departments, the practice is purely informal, simply involving the release of the juvenile to his parents. In others, the practice is formal and can include a contract signed by the police, the juvenile and parents. The juvenile admits committing the offense and agrees to abide by specified conditions such as performing community service work or making restitution. In return, police agree not to file a complaint on the condition that the contract is satisfied.

Some prosecutors' offices have taken an active role in this area and have issued station house adjustment "guidelines" to municipal police departments. Hunterdon County is an example. There, in addition to specifying who is eligible for station house adjustment, the prosecutor's office maintains a countywide file of all station house adjustments so that an officer from one township can find out if a juvenile was previously diverted in another municipality.

## **HOW THE COURTS HANDLE DELINQUENCY**

The courts have developed a number of ways to handle delinquency cases. These responses are analyzed below.

### **Crisis Intervention — A New Way To Handle Less Serious Cases**

In addition to delinquents, the court handles many "misbehaving" juveniles who haven't broken any specific laws. We've tried many approaches for this type of case and until 1974, they were handled like delinquency cases. However, we subsequently created a separate classification and system of response for these so called "status offenses," spurred largely by what became known as the "deinstitutionalization movement" and a concern over improper labeling of juveniles as delinquents. A number of national level organizations and commissions supported this direction.<sup>3</sup> In 1974, the Juvenile Justice and Delinquency Prevention Act provided further impetus for the

**ONE INTERESTING FACT IS THAT THERE IS WIDE VARIATION IN POLICE REFERRAL PATTERNS. MANY FACTORS ACCOUNT FOR THIS.**

**ARRESTED JUVENILES NOT REFERRED TO COURT TYPICALLY UNDERGO "STATION HOUSE ADJUSTMENT."**

**SOME HAVE FOUND IT DESIRABLE TO PROVIDE GUIDELINES FOR THE USE OF STATION HOUSE ADJUSTMENT.**

**HOW DO THE COURTS HANDLE DELINQUENCY?**

**THE COURTS HAVE DEVELOPED A NUMBER OF WAYS TO HANDLE DELINQUENCY CASES.**

**IT IS IMPORTANT TO REALIZE THAT THE COURTS NOT ONLY HANDLE DELINQUENTS - THEY ALSO DEAL WITH MANY OTHER MISBEHAVING YOUTHS WHO HAVE NOT BROKEN ANY LAWS.**

change by making federal grants contingent on the removal of status offenders from detention centers and correctional institutions.

In New Jersey, we developed a classification called "juveniles in need of supervision" (JINS) as a way to handle status offenders. The 1974 Code mandated that JINS receive differential handling to prevent them "from being labeled and treated as delinquents, and make it easier for them to receive necessary social services."<sup>4</sup> The Code also prohibited the detention or commitment of JINS. These changes were termed by some "the most significant reform in the new law."<sup>5</sup>

Our present Code again changed the way we handle misbehaving, noncriminal youth. New provisions further decriminalized status offenses by removing them one step further away from formal court processing. Each county was required to create a Juvenile/Family Crisis Intervention Unit (CIU) to provide 24 hour on-call responses to "stabilize the situation, counsel the juvenile and family and get them involved in community services that are available to handle such problems."<sup>6</sup>

Eight counties had created units before enactment of the Code. The remaining developed them post-Code. Of the units now in operation, 10 are directly operated by the courts (usually through probation departments) and 11 are operated by non-judicial agencies. Of the latter, five are operated by county executive agencies and five by mental health centers on a contract basis; one is operated by a consortium consisting of nine private service providers.

Several studies indicate significant and troubling differences in the quality and quantity of CIU services. While some provide 24 hour a day on-site services, as intended, others tend to be standard work-hour, office-based operations. Additionally, legislation has been enacted, based on a recommendation in our last report, requiring the Administrative Office of the Courts to evaluate and report on CIU operations.<sup>7</sup>

Despite these differences, it appears that most CIUs have been successful in diverting a large number of cases involving juvenile noncriminal misconduct from formal court processing. In the past, all JINS juveniles were processed by court. Statewide, only about 6% of CIU cases are brought to court as "unsuccessfully resolved." These percents appear to be consistently low in each of the 21 counties.

An interesting phenomenon is developing: CIUs appear to be generating a new level of demand. The court's handling of status offenses was on the decline prior to the new Code. In fact, from 1981 through 1983, JINS cases declined by almost eight percent.<sup>8</sup> However, in Court Year 1985 (the first full year of statewide CIU operations), CIU cases rose by 26% over the number of status cases in 1983. The number of CIU cases in 1987 (15,654) was over 7% more than the number of cases

**IN THE PAST, THESE CASES WERE HANDLED LIKE DELINQUENCY CASES.**

**HOWEVER, THE CODE PROVIDES A NEW MECHANISM FOR HANDLING NON-DELINQUENT CASES. THE MECHANISM IS CALLED JUVENILE/FAMILY CRISIS INTERVENTION.**

**EACH COUNTY IS NOW REQUIRED TO OPERATE ONE OR MORE CRISIS INTERVENTION UNITS. THEY PROVIDE IMMEDIATE RESPONSE TO FAMILY PROBLEMS.**

**SOME COUNTIES HAVE DONE A GOOD JOB IN ESTABLISHING FAMILY CRISIS INTERVENTION. OTHERS HAVE NOT.**

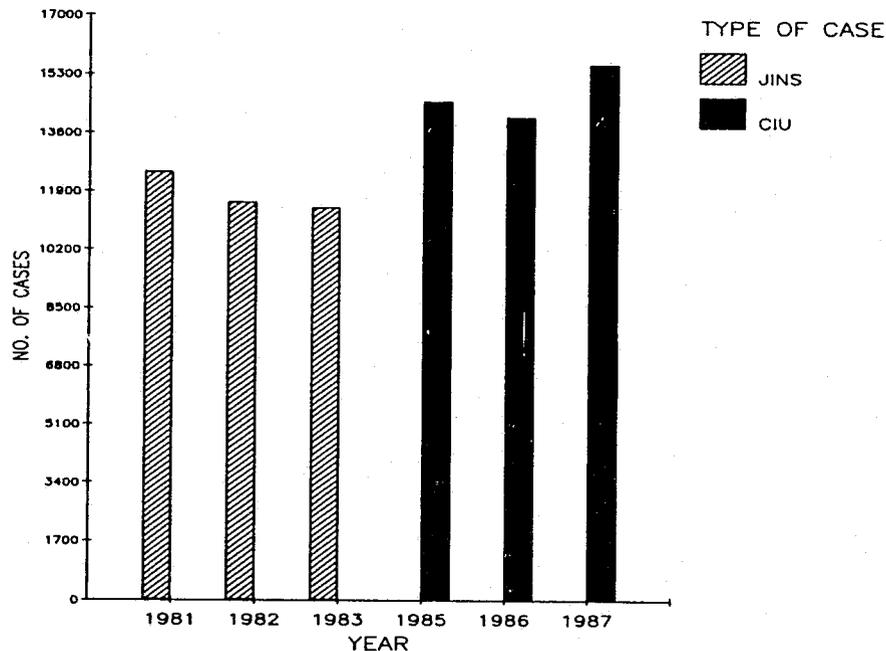
**THE COMMISSION RECOMMENDED IN ITS LAST REPORT THAT CRISIS INTERVENTION SERVICES BE STUDIED CAREFULLY. THIS APPEARS TO BE HAPPENING.**

**EVEN IF THERE IS UNEVEN IMPLEMENTATION, CRISIS INTERVENTION HAS BEEN VERY SUCCESSFUL IN DIVERTING A LARGE NUMBER OF CASES FROM THE COURT.**

**BUT CRISIS INTERVENTION MAY ALSO BE "WIDENING THE NET" BY SERVICING A LARGER GROUP OF CLIENTS THAN ORIGINALLY ANTICIPATED. THIS PHENOMENON HAS BOTH POSITIVE AND NEGATIVE ASPECTS.**

added in 1985 and 36% more than the number of status offender cases added in 1983.

### STATUS AND CIU CASES ADDED PRE- AND POST-CODE



At the time of enactment of the Code, there was criticism that the state was mandating that CIUs be created without providing financial support. Many subsequently felt that normal implementation problems were exacerbated by limited funding. Beginning in the first year of mandatory implementation and in each successive year, the Administrative Office of the Courts (AOC) has dispersed \$225,000 specifically for CIU start-up and operational expenses. This initial state funding for the creation of units, an average of only \$10,714 per county, was obviously not enough to fully fund 24 hour a day crisis response mechanisms. Relief came in fiscal year 1986, when monies distributed by the AOC were augmented by an additional \$1,000,000 from the Department of Human Services.

One hope had been that CIUs would help curtail the use of out-of-home placement. This has not been the case. A comparison shows 829 out-of-home petitions in 1985, 745 in 1986, and 785 in 1987. Further analysis shows wide variation among coun-

**SOME HAVE CRITICIZED THE STATE FOR MANDATING THE ESTABLISHMENT OF CRISIS INTERVENTION UNITS BUT NOT PROVIDING IMPLEMENTATION FUNDS. BUT SOME STATE FUNDING HAS BEGUN TO FLOW.**

**CRISIS INTERVENTION UNITS HAVE NOT HELPED CURTAIL THE USE OF OUT-OF-HOME PLACEMENT.**

ties. Partially explained by the unique characteristics of CIU caseloads, these differences also relate to differing county policies in the absence of any state standards.

## **Court Referral**

Many juveniles are referred to court on delinquency charges each year - 52,873 in 1986 alone. When a complaint against a juvenile is brought, the court assumes legal responsibility by an act known as "docketing." Once docketed, a case can still be handled informally, but formal adjudication remains available if alternatives prove ineffective.

It was expected that the decline in the number of juveniles arrested in 1986 (particularly for serious offenses) would result in fewer cases being referred to court. This was not the case. In fact, more cases were docketed in 1986 than in 1985. In 1985, 57,788 new delinquency cases were docketed; in 1986, 58,409 - a 1% increase. Thus, in the face of diminishing levels of juvenile crime, an increasing number of delinquency cases are being brought before the courts.

Is there an explanation? One factor is an increase in the number of juveniles docketed for violation of prior probation sentences. In 1986, 3,975 such cases were docketed without a new criminal charge, an increase of 44% over 1985. Possible explanations for this increase include the removal of JINS cases from probation caseloads, resulting in a greater proportion of more serious offenders on probation caseloads - those offenders most likely to be violated. Another is a reported increasing tendency of judges to place juveniles ordered to pay fines on probation for compliance monitoring. Last, the creation of a family court shifted responsibility for court related investigative functions from probation to family court case managers, a change that may have translated into an increasing emphasis on supervision and, subsequently, probation violations.

One impact of increased workload is slower case processing. An average of 21 days to terminate a delinquency case in 1985 has increased to 24 days in 1986, reversing a trend toward faster resolution that went back at least to 1979. The number of backlogged cases (cases over 30 days old) has also increased, by 43% in 1986, the first such increase in 5 years.<sup>9</sup>

Not surprisingly, there are vast differences between counties in the number of delinquency cases handled. Essex County, where 10,283 delinquency cases were docketed in 1986, had almost 26 times as many cases as Hunterdon. Essex County alone accounted for 17% of the 96,049 charges docketed statewide.

## **WHAT HAPPENS WHEN A CASE IS DOCKETED IN COURT?**

**THE COURTS HANDLE A SIGNIFICANT DELINQUENCY CASELOAD. IN FACT, ALMOST 53,000 DELINQUENCY CASES WERE DOCKETED BY THE COURT IN 1986 ALONE.**

**DESPITE A DECLINE IN JUVENILE ARRESTS, THERE HAS NOT BEEN A PARALLEL DECLINE IN THE NUMBER OF CASES DOCKETED BY THE COURT.**

**SEVERAL FACTORS ACCOUNT FOR THIS APPARENT CONTRADICTION, INCLUDING INCREASED PROBATION CASELOADS AND GREATER COMPLIANCE MONITORING FOR PAYMENT OF FINES.**

**THE SLIGHT INCREASE IN COURT CASELOAD APPEARS TO HAVE AFFECTED CASE PROCESSING. CASE BACKLOG IS INCREASING. IT NOW TAKES LONGER TO HANDLE A CASE.**

About 5% of all juveniles (ages 10 to 17) in the state had a delinquency complaint docketed in a family court during 1986. The proportion of juveniles who are court-involved varies significantly between counties. A number of factors influence these differences: real variation in the seriousness and amount of juvenile crime; differences in the likelihood that a crime will be reported and, if reported, that it will lead to an arrest; and variations in police court referral rates.

**OVERALL, THE COURT HAS A SIGNIFICANT DELINQUENCY WORKLOAD. ABOUT 5 PERCENT OF ALL "AT-RISK" JUVENILES IN THE STATE HAD DELINQUENCY COMPLAINTS DOCKETED AGAINST THEM IN 1986.**

**NUMBER OF NEW CASES DOCKETED - 1986**



Legend

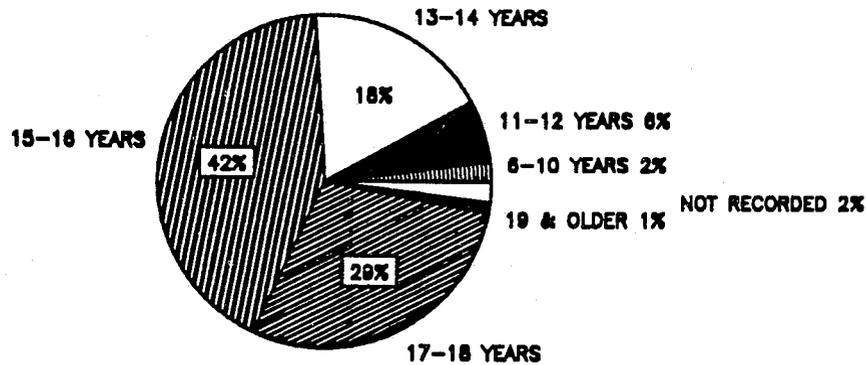
- ▨ 394 to 1773
- ▩ 1774 to 3813
- 3814 to 10284

Forty-two percent of the juveniles who had delinquency complaints docketed during 1986 were 15 or 16 years old. Another 30% were 17 or older, and 26% were 14 or younger. Statewide, the vast majority (81%) of docketed juveniles were boys, although the percentage of juveniles docketed in 1986 who were male ranged from 76% in Monmouth County to 87% in Sussex. Race was not recorded for 10% of the juveniles docketed. However, in all cases where it was, 52% of the juveniles docketed were white, 38% black, and 9% hispanic.

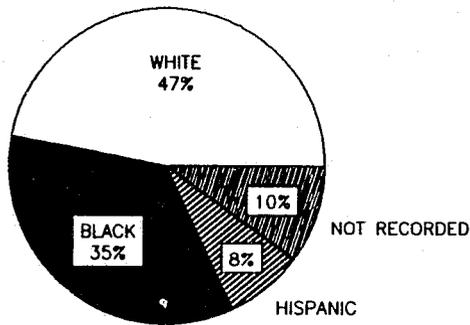
**OUR ANALYSIS REVEALS SOME INTERESTING FACTS ABOUT DOCKETED JUVENILES. MOST ARE OLDER. THE VAST MAJORITY ARE MALE. OF CASES WHERE INFORMATION WAS AVAILABLE, 52 PERCENT ARE WHITE, 38 PERCENT ARE BLACK AND 9 PERCENT ARE HISPANIC.**

## CHARACTERISTICS OF JUVENILES IN THE COURTS — 1986

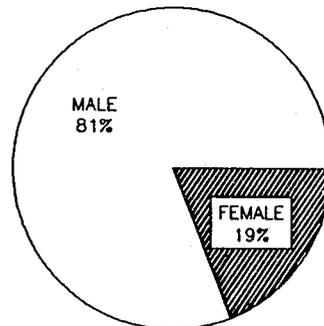
### AGE



### RACE



### SEX



### Court Diversion — An Alternative To Formal Hearings

Not all court cases involve hearings before a judge: many juveniles are referred to community services. Court intake reviews each complaint and recommends whether it should be dismissed, diverted, or referred to court. Dismissal recommendations are based on legal sufficiency: the facts are insufficient to establish jurisdiction and/or there is no probable cause that the juvenile committed a delinquent act.<sup>10</sup> The diversion criteria are different and include seriousness of the alleged act, age and maturity of the juvenile, risk to the community, family circumstances, prior contacts with the

**COURT DIVERSION REPRESENTS AN ALTERNATIVE TO FORMAL HEARING.**

**DIVERSION IS A COMMON AND EFFECTIVE WAY TO HANDLE MANY CASES.**

court, recommendations of interested parties and the availability of appropriate diversion services.<sup>11</sup> Recommendations for referral are typically made in the more serious cases.

The reasoning underlying diversion is similar to that involved in station house adjustment - to avoid stigmatizing effects of labeling juveniles delinquent. The court's *Guide for Juvenile Conference Committees* explains this rationale:

It has been widely accepted that youthful offenders should not be branded as convicted criminals and made to labor under the lasting social and economic disabilities that go with that label.<sup>12</sup>

Diversion can take one of three paths - to a Juvenile Conference Committee (JCC), to an Intake Service Conference (ISC), or (if the act alleged is a disorderly or petty disorderly persons offense) to a Crisis Intervention Unit. Juvenile Conference Committees are made up of six to nine community volunteers who "hear matters which the Presiding Judge determines may best be dealt with at the community level by expressing community disapproval of the conduct alleged with the expectation that more flagrant and serious violations of the law will not occur in the future."<sup>13</sup>

Appearances before these committees are confidential and voluntary. The juvenile, parents or guardians, and the complainant or victim are all invited to attend. Meetings are informal. JCC members are cautioned that they "should not regard themselves as either triers of fact or adjudicators of delinquency."<sup>14</sup> As a result, a committee cannot order the juvenile or his family to do anything, but it can recommend courses of action which carry substantial weight. Failure to follow through on the recommendations normally means that the case is referred back to court. Typical recommendations include restitution, counseling, or perhaps even writing an essay.

The court may also divert cases through Intake Service Conferences. Typically used in slightly more serious cases, here a court representative meets with the juvenile and other involved parties. Recommendations from the conference are approved by the Presiding Judge and carry the weight of a formal court order. They may include counseling, restitution, referral to community agencies or work programs, or set other conditions consistent with the juvenile's rehabilitation.<sup>15</sup>

Very minor acts of delinquency (disorderly persons and petty disorderly persons offenses) may be diverted to a Crisis Intervention Unit, but such diversions are rare. In 1986, only about 1% of all delinquency case diversions went to CIUs.

A substantial number of juveniles are diverted from a formal hearing by court intake. In 1986, 23,513 cases (involving 21,344 juveniles and 31,450 charges) were diverted to one of the three court diversion programs. Comparing these figures to the num-

**COURT DIVERSION IS NOT A DISMISSAL OF CHARGES - IT IS A DECISION TO HANDLE THE CASE IN ANOTHER WAY.**

**ONE REASON DIVERSION IS USED IS TO AVOID STIGMATIZATION.**

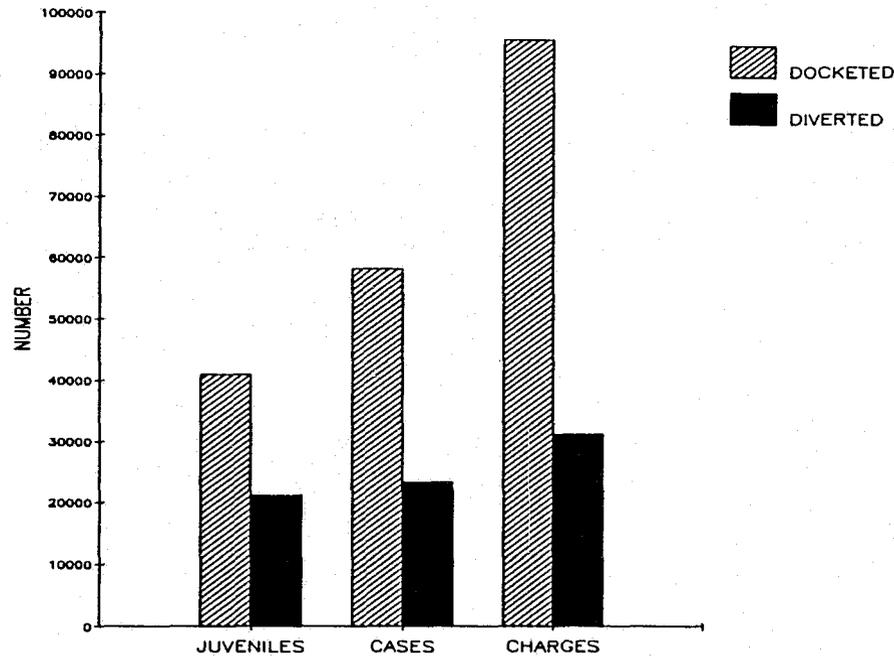
**DIVERSION CAN TAKE SEVERAL DIRECTIONS - REFERRAL TO A JUVENILE CONFERENCE COMMITTEE, TO AN INTAKE SERVICE CONFERENCE OR EVEN TO A CRISIS INTERVENTION UNIT.**

**WHILE THESE PATHS ARE DIFFERENT, EACH ATTEMPTS TO RESOLVE A CASE WITHOUT FORMAL COURT INTERVENTION.**

**DIVERSION IS WIDELY USED. IN 1986, OVER 23,500 CASES WERE DIVERTED. IN TOTAL, WE ESTIMATE THAT 40 PERCENT OF THE CASES, 52 PERCENT OF THE JUVENILES AND 33 PERCENT OF THE CHARGES REFERRED TO COURT ARE DIVERTED.**

ber of cases (58,409), juveniles (41,103) and charges (96,049) docketed in 1986, we estimate that 40% of the cases, 52% of the juveniles, and 33% of the charges are diverted by the court.

**NUMBER OF CASES, JUVENILES & CHARGES  
DOCKETED & DIVERTED - 1986**



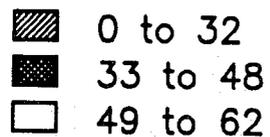
Statewide, the majority (60%) of diverted cases are referred to an Intake Service Conference, 37% to Juvenile Conference Committees and less than 1% to Crisis Intervention Units. Counties rely on different mechanisms. Bergen County referred 62% of its diverted cases to JCCs while both Camden and Sussex counties referred 60%. Somerset and Ocean counties refer 100% and 90% of their diverted cases to ISCs, respectively.

**A MAJORITY OF DIVERTED CASES ARE  
HANDLED BY INTAKE SERVICE CONFEREN-  
CES.**

## PERCENT OF DIVERTED CASES REFERRED TO A JCC — 1986



### PERCENT



Of all the juveniles diverted in 1986, 40% were 15 or 16 years old, 26% were 17 or older, and 31% were younger than 15. Age was unrecorded for 3% of the juveniles. Seventy-six percent were male and 23% were female. Race was not recorded for 9% of the juveniles but where race was known, 58% were white, 34% were black, and 8% were hispanic.

### What Types Of Offenses Do We Divert?

The Code states that "where the complaint alleges a crime which, if committed by an adult, would be a crime of the first, second, third, fourth degree, or a repetitive disorderly persons offense, the complaint shall be referred for court action, unless the prosecutor otherwise consents to diversion."<sup>16</sup> Our data indicate that a large number of cases, involving a range of offenses, are ultimately diverted. In 1986, 23,513 cases were diverted by the court, nearly 11% of which involved 1st and 2nd degree charges. The table below lists cases diverted in 1986 by the degree of the most serious charge.

**WHAT TYPES OF CASES DO WE DIVERT?**

**WE DIVERT A WIDE VARIETY OF CASES.**

**CASES DIVERTED BY THE COURT BY DEGREE OF THE MOST SERIOUS  
CHARGE - 1986**

<b>Degree of Most Serious Charge</b>	<b>No. of Cases</b>	<b>Percent of All Diverted Cases</b>
First Degree	66	0.3%
Second Degree	2,426	10.3%
Third Degree	2,479	10.5%
Fourth Degree	1,860	7.9%
Disorderly Persons	14,072	59.9%
Petty Disorderly Persons	2,026	8.6%
Degree Not Indicated	584	2.5%
<b>Total</b>	<b>23,513</b>	<b>100.0%</b>

Is diversion used more than once in some cases? To assess this we identified those juveniles who were diverted more than once in 1986. The following table indicates what we found:

**NUMBER OF JUVENILES DIVERTED BY THE NUMBER OF TIMES THEY WERE  
DIVERTED DURING - 1986**

<b>No. of Times Diverted</b>	<b>No. of Juveniles</b>	<b>Percent of All Diverted Juveniles</b>
Once	19,444	91.1%
Twice	1,665	7.8%
Three Times	204	1.0%
Four or More Times	31	0.1%
<b>Total</b>	<b>21,344</b>	<b>100.0%</b>

Our findings indicate that about 9% of all juveniles diverted during 1986 were diverted two or more times during that year. The vast majority were diverted only twice; three or more diversions were rare (1%). When we doubled the study period to examine diversions over a two year period (1985-1986), we found that the percentage of multiple diversions did not change drastically. During the two year period, 13%

**FURTHER, OUR RESEARCH SHOWS THAT SOME JUVENILES ARE DIVERTED MULTIPLE TIMES. IN FACT, ALMOST 9 PERCENT OF JUVENILES DIVERTED IN 1986 WERE DIVERTED MORE THAN ONCE.**

of all juveniles diverted were diverted two or more times; 84% of juveniles diverted multiple times were diverted only twice.

Is diversion successful? Diverted juveniles return to court in two ways; failure to comply with the terms of the diversion or for a new offense. In 1986, 1,585 cases (nearly 7% of the total) were returned to court because juveniles had failed to comply with diversion orders. What is striking, however, is the apparent reluctance of the court to respond in cases where a juvenile has not successfully met the conditions of a diversion. Forty percent of the cases redocketed for an unsuccessful diversion were dismissed and 21% were formally continued.

We also examined the records of all juveniles who had a complaint docketed for the first time in 1985, and whose cases were subsequently diverted. The follow-up (through June of 1987) found that 30% had returned on new charges. While the study had limitations (i.e., juveniles diverted late in 1985 had less opportunity to recidivate than juveniles diverted earlier in the year and juveniles who were diverted subsequent to a previous court appearance were not included in this study), our data does indicate that a significant number of diverted juveniles had not returned to court. These positive findings point to the effectiveness of diversion as an intervention. Yet, this conclusion must be tempered by an alternative explanation - the fact that other research has shown that a majority of juveniles will "grow out" of their delinquency without any intervention.

### **Waiver – When Rehabilitation Doesn't Seem Possible**

Waiver involves the transfer of jurisdiction over a juvenile case from family to adult criminal court. In New Jersey, motions to waive a case are typically made by the prosecution, but may also be made by defense counsel. Once a motion is made, the family court conducts a hearing to determine if there is probable cause to believe that the actions of the juvenile meet the criteria for waiver as specified in the Code. If a case is waived, the juvenile is subsequently treated as an adult, may be detained in adult facilities, and, if convicted, is subject to the same penalties as adults. This loss of the rehabilitative and protective services of the family court makes waiver a serious and controversial issue.

The new Code dramatically changed the probable cause criteria for waiver. Prior statute held that a juvenile had to be 14 years of age, the court had to be satisfied that public protection required waiver, and there must have been probable cause to believe that the juvenile had committed one of a specified list of serious offenses. The state also had to show there were "no reasonable prospects for rehabilitation of the juvenile" prior to age 21.<sup>17</sup> The new provisions left the first two requirements intact, but the probable cause criteria were expanded to include additional offenses and circumstances. Perhaps more importantly, however, the burden was shifted to the

**OVERALL, DIVERSION APPEARS TO BE A RELATIVELY SUCCESSFUL MECHANISM.**

**DESPITE ITS RELATIVE SUCCESS, ONE STRIKING PROBLEM IS THAT "UNSUCCESSFUL" DIVERSIONS ARE OFTEN DISMISSED OR DIVERTED A SECOND TIME. THIS DOES NOT APPEAR TO MAKE MUCH SENSE.**

**WAIVER INVOLVES THE TRANSFER OF A CASE FROM FAMILY COURT TO ADULT COURT.**

**THE NEW CODE DRAMATICALLY CHANGED THE GROUND RULES GOVERNING WAIVER.**

**IT IS NOW EASIER TO WAIVE A JUVENILE TO ADULT COURT.**

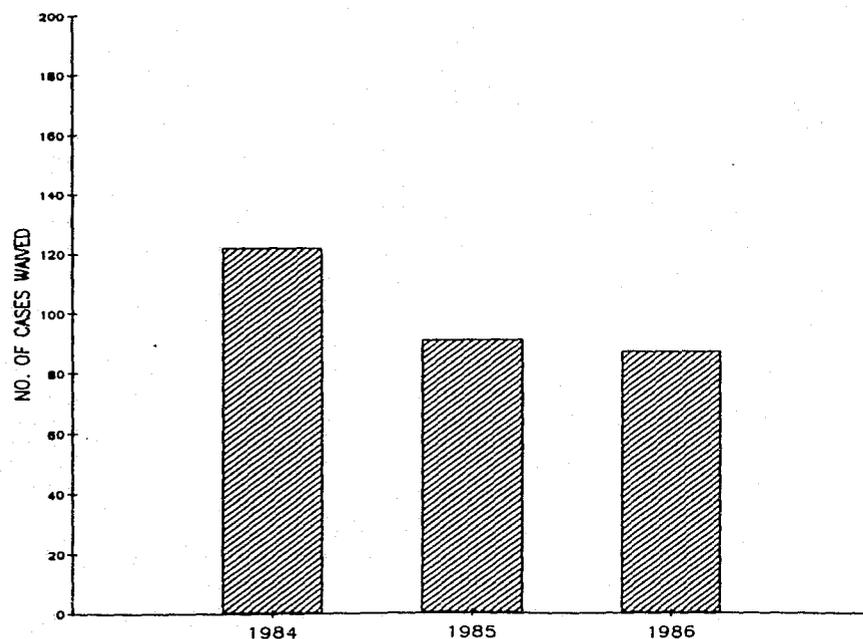
defense to prove that the juvenile could be rehabilitated before reaching the age of 19.

The Attorney General reported on the use of waivers for one year intervals pre- and post-Code. That report noted that in 1983 (the last year of the old Code), 93 of 151 (62%) prosecutorial waiver motions were granted and that in 1984 (the first year under the new provisions), 76 of 95 (80%) prosecutorial motions were granted. In 1984, 27 defense initiated motions for waiver were granted. The report noted the decreased incidence of prosecutorial application for waiver and the increased likelihood of judicial approval of waiver motions, but concluded: "the revised state legislation regarding juvenile waivers has not had a dramatic impact upon prosecutorial motions for waivers."<sup>18</sup> For many, this result was surprising.

The Unit Case database indicates that waiver continues to be a relatively infrequent event in New Jersey. In 1985, a combined total of 91 defense and prosecutorial motions for waiver were granted. In 1986, 87 waiver motions were granted. In the last six months of 1987, (when such information began to be collected), 4 of the 30 waiver motions granted were initiated by defense counsel.

**IN 1984, 76 PROSECUTORIAL MOTIONS FOR WAIVER WERE GRANTED. THIS WAS SIGNIFICANTLY FEWER THAN IN THE PRE-CODE YEAR OF 1983.**

**NUMBER OF CASES WAIVED  
1984 - 1986**



Why would defense counsel move to waive a case? After all, the general perception is that a juvenile will be sentenced more punitively if he or she is tried as an adult. Information from the Attorney General's report on case outcomes provides a clue. Ten of the cases waived in 1984 on a defense motion were transferred to a municipal court. The remaining 17 cases were tried in Criminal Court. Of these 17, 6 ultimately received a disposition of probation or a fine. It is therefore apparent that defense motions are made in rare instances when a municipal court appearance or a jury trial offer the best prospect for the juvenile defendant.

In 1986, all but one of the juveniles waived was male. Race was not recorded in 23% of the waived cases, but where indicated, 57% of the juveniles were black, 24% were hispanic and 19% were white. The vast majority were older: 83% were 17 or older at the time of the decision to waive their case. As expected, the majority committed serious offenses; 78% involved a serious charge of murder, rape, robbery, or aggravated assault.

The comparative handling of cases which have been waived and those which remain under the jurisdiction of the family court has been a matter of some debate. Many have felt that because of age and appearance, waived juveniles are "treated lightly or let off completely if sent to adult court."<sup>19</sup> Recent information suggests the contrary. A national study found that "once in the adult system, the juveniles were likely to be found guilty and likely to be sentenced to prison for four years."<sup>20</sup> A comparable New Jersey study conducted by the Commission provides similar findings.<sup>21</sup> Waived juveniles were much more likely to receive an incarcerative disposition than were juveniles who committed the same offenses but whose cases were heard in family court.

The Legislature's intent in broadening the waiver provisions seems tied to the philosophy of the new Code, to provide "harsher penalties for juveniles who commit serious acts or who are repetitive offenders."<sup>22</sup> In interpreting intent, the New Jersey Supreme Court has held that "the legislative preference or presumption in favor of waiver is clear from the evolution of the statute, as well as from its explicit provisions."<sup>23</sup>

It is difficult to determine whether the infrequent use of waiver contradicts legislative intent or if there are few eligible cases. One way to assess this is to examine how many waiver eligible cases remain in the family court. Since this analysis under-represents the number of waiver-eligible cases (it excludes cases that do not meet the offense criteria but meet the other criteria), it provides a conservative measure of the extent to which a "presumption" in favor of waiver is operational. The table below lists the number of cases involving offenses eligible for waiver (as delineated in N.J.S.A. 2A:4A-26(a)(2)(a)) and the percentage waived.

**DESPITE THE FACT THAT THE USE OF WAIVER WAS MADE EASIER, WAIVER IS STILL NOT USED EXTENSIVELY.**

**OUR ANALYSIS INDICATES THAT WAIVED CASES ARE LIKELY TO RECEIVE MORE PUNITIVE DISPOSITIONS.**

**IF THE BROADENED WAIVER PROVISION WAS INTENDED BY THE LEGISLATURE AS A WAY TO DEAL WITH SERIOUS CASES, THERE IS LITTLE INDICATION THAT THIS IS HAPPENING. A "PRESUMPTION" IN FAVOR OF WAIVER FOR CERTAIN CASES IS JUST NOT IN EFFECT.**

**DISPOSITION OF CASES INVOLVING CHARGES ELIGIBLE FOR WAIVER  
1986**

Offense	Cases Disposed In Family Courts		Cases Waived		Total No.
	No.	%	No.	%	
Murder	11	28.2%	28	71.8%	39
Sexual Assault	262	98.5%	4	1.5%	266
Robbery	610	96.2%	24	3.8%	634
Aggravated Assault	886	99.2%	7	0.8%	893
Kidnapping	2	100.0%	0	0.0%	2
Arson	42	100.0%	0	0.0%	42
<b>Total</b>	<b>1,813</b>	<b>96.6%</b>	<b>63</b>	<b>3.4%</b>	<b>1,876</b>

The data indicate that the incidence of waived cases varies by crime type. While nearly 72% of the homicide cases were waived, no kidnapping or arson cases were. Less than 4% of the sexual assault, robbery, or aggravated assault cases were waived. While our analysis does not include cases meeting other than the offense-based criteria (e.g., offenses committed in an "aggressive, violent and willful manner"), it clearly shows that the presumption in favor of waiver is not operational.

This information, combined with the low level of waived cases post-Code, provides some evidence of restraint in the use of waivers. This should not be construed to mean that the liberalization of the provisions has not had a less direct impact. Anecdotal information indicates that the threat of waiver is sometimes used as leverage to encourage guilty pleas.

**Detention – Predicting Risk?**

Juveniles charged with delinquency and taken into custody can be detained pending court disposition for one of two reasons - detention is necessary to insure appearance at a court hearing or because "the physical safety of persons or property of the community would be seriously threatened..." if the juvenile were not detained.<sup>24</sup> The Code provides for a presumption of release unless it "would adversely affect the health, safety or welfare of a juvenile."<sup>25</sup> As a result, only a minority of juveniles (approximately 13%) who have complaints against them docketed in court are detained.

Detention decisions are made by court intake personnel; police are required to contact the court intake service for approval to place a juvenile in detention. To fulfill this admissions oversight role, court intake is on call 24 hours a day, 7 days a week.

**EVIDENCE CLEARLY SUGGESTS THAT THE SYSTEM CONTINUES TO USE RESTRAINT IN ITS USE OF WAIVER.**

**THE USE OF DETENTION PRIOR TO ADJUDICATION IS A WIDELY DEBATED ISSUE.**

**THE CODE ALLOWS THAT JUVENILES PENDING COURT DISPOSITION CAN BE DETAINED UNDER CERTAIN CIRCUMSTANCES.**

Detention is a serious intervention. It involves loss of liberty during a period when the juvenile is presumed innocent. The Code articulates some guidance by outlining criteria for its use. When detention is necessary to insure a juvenile's appearance, there must be a "demonstrable record of recent willful failure to appear at juvenile court proceedings or failure to remain where placed by the court."<sup>26</sup> When detention is based on a risk to the community, it must be such that "the physical safety of persons or property of the community would be seriously threatened if the juvenile were not detained" and the juvenile must be alleged to have committed an offense of the first, second, third, or fourth degree.<sup>27</sup> Juveniles alleged to have committed a repetitive disorderly persons offense can be detained, but only if there is a probability of a custodial sentence.

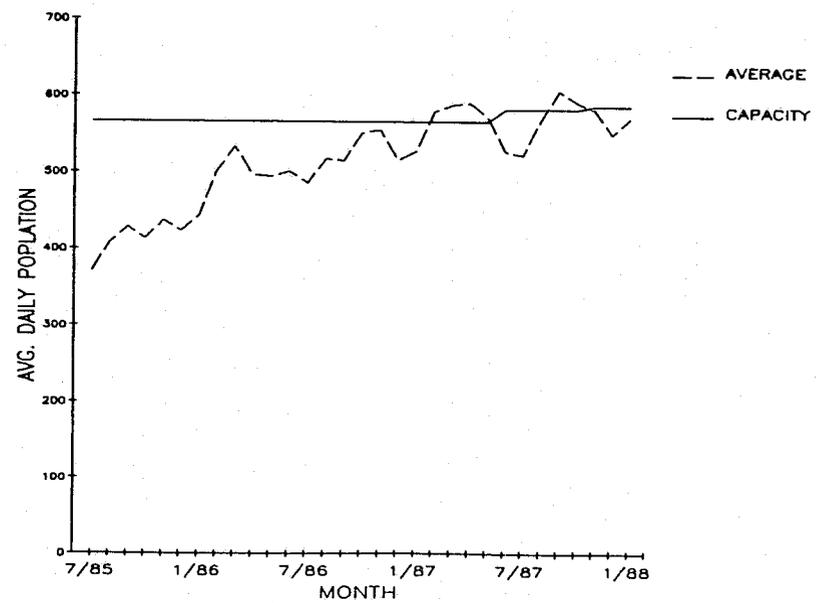
Detained juveniles are held in county juvenile detention centers, physically restrictive facilities (similar to adult jails) with cells or dormitory blocks. There are 17 centers in the state. Those counties without their own centers (Cape May, Hunterdon and Salem) contract for services with other counties. Somerset County contracts with the Department of Corrections for use of a special cottage at the Skillman Training School.<sup>28</sup>

Detention populations are governed by two factors - admissions and the length of time juveniles stay in detention. Our last report indicated that the average length of

**THE USE OF DETENTION IS A VERY SERIOUS INTERVENTION. IT INVOLVES THE PHYSICAL HOLDING OF A YOUTH IN A CONFINED INSTITUTIONAL SETTING.**

**THE OPERATION AND MAINTENANCE OF DETENTION CENTERS IS A COUNTY FUNCTION.**

**AVERAGE DAILY POPULATION OF JUVENILES IN DETENTION  
JULY, 1985 - JANUARY, 1988**



stay in detention centers decreased in 1985, but that populations appeared to be increasing significantly.<sup>29</sup> Since that time, the trend of decreasing average lengths of stay has reversed. Between 1985 and 1986, the average daily population of all detention centers increased 29%, fueled by a 5% increase in admissions and a 23% increase in the average length of stay. In February, 1987, the statewide average daily population of juveniles in detention centers exceeded capacity for the first time. We now face a severe problem.

Statewide figures fail to reflect variations between counties. Some have severe, long-term overcrowding problems while others are below capacity, some so low that they have been able to accept admissions from other counties. In 1986, average daily populations increased over 1985 levels in 16 of the 21 counties. In 1986, four of our 18 detention centers (Atlantic, Essex, Passaic, and Union counties) had annual average daily populations exceeding their capacities.<sup>30</sup> During 1986 and 1987, six other counties (Camden, Gloucester, Hudson, Middlesex, Monmouth and Ocean) exceeded their rated capacities at least once.<sup>31</sup> In Passaic, where overcrowding is most severe, the population on August 20, 1987 (118 juveniles), was 227% of its 52 person capacity. In some instances, four juveniles were housed in cells designed for one. Other counties experienced similar problems. Populations went to 172% and 163% of capacity in August, 1987 in Union and Atlantic counties, respectively.

To determine which kinds of cases lead to detention use, we reviewed 1986 cases. Contrary to our expectations, our analysis revealed some real differences between counties in the seriousness of offenses associated with the use of detained juveniles. Detention associated with a disorderly or petty disorderly persons offense as the most serious charge ranged from a high of 47% in Bergen to a low of 6% in Essex County. In 13 counties, a disorderly or petty disorderly offense was the most serious charge in over 20% of detained cases.

However, a parallel detention criterion is a record of failure to appear. It is difficult to believe that differences along these lines vary to the degree that admissions do. This leads to a conclusion that other Code specified factors (such as age, ties to the community or prior record), and local philosophies influence who is detained and who is not. This being so, detention admission practices may vary between counties such that juveniles who are detained in some counties would not be in others.

To understand how the Code helps structure detention decisions, we compared its provisions against four sets of standards developed at the national level. These include standards developed by the Advisory Committee on Standards for the Administration of Juvenile Justice (U.S. Dept. of Justice, 1976); standards developed by the Institute for Judicial Administration and American Bar Association's (IJA-ABA) Joint Commission on Juvenile Justice Standards (1979); standards of the National Advisory Committee for Juvenile Justice and Delinquency Prevention (1980); and standards

**OUR LAST REPORT INDICATED THAT DETENTION POPULATIONS WERE INCREASING. THIS TREND HAS CONTINUED TO THE POINT WHERE WE NOW FACE A VERY REAL OVERCROWDING CRISIS IN SOME COUNTIES.**

**NOT ALL COUNTY DETENTION FACILITIES ARE OVERCROWDED. BUT SOME CONSISTENTLY OPERATE WELL ABOVE THEIR POPULATION CAPACITY.**

**THERE ARE MANY REASONS FOR OVERCROWDING. ONE IS A HIGH LEVEL OF ADMISSIONS.**

**OUR ANALYSIS ALSO INDICATES A SIGNIFICANT VARIATION AMONG COUNTIES IN THE TYPES OF OFFENSES THAT LEAD TO THE USE OF DETENTION.**

**THE CODE DOES PROVIDE A SET OF GUIDELINES GOVERNING DETENTION ADMISSIONS.**

developed by the National Council on Crime and Delinquency (1980). Each of these differ with respect to the degree to which they restrict detention placement practices.

Like New Jersey, all of these standards allow for the detention of juveniles with a prior, demonstrable record of failure to appear for court proceedings. The models are all more specific than New Jersey's regarding potential risk to the community. In New Jersey, there must be a judgement that a juvenile poses a risk and, additionally, the juvenile must be alleged to have committed one of a broad range of offenses. However, each of the model standards require that the risk be demonstrated by the alleged commission of an offense from a range of charges more restrictive than those in the New Jersey statute.

The model criteria are all different with respect to how serious the alleged offense must be in order to demonstrate risk to the community. The Justice Department's criteria require that the juvenile be "charged with a serious property crime or a crime of violence... which if committed by an adult would be a felony."<sup>32</sup> The IJA-ABA Joint Commission's criteria state that the offense charged must be "a crime of violence which in the case of an adult would be punishable by a sentence of one year or more."<sup>33</sup> The National Advisory Committee's criteria state that the offense must be "a serious property crime or a crime of violence... which if committed by an adult would be a felony."<sup>34</sup> The National Council on Crime and Delinquency's criteria state that the offense must be 3rd degree or more serious, and that the juvenile must have been adjudicated delinquent for at least a crime of the 3rd degree within the preceding six months.<sup>35</sup>

Since New Jersey's present detention admission criteria are significantly less restrictive than any of the national model criteria, what impact would more restrictive criteria have on our admission practices? One way to determine this is to apply each of the model criteria. Three of the four model criteria exclude fourth degree, disorderly persons, and petty disorderly persons offenses; these offenses would likely be excluded under the fourth model criteria, as well.

The following table lists the number and percent of 1986 detained cases by the degree of the most serious charge involved.<sup>36</sup>

**HOWEVER, THE GUIDELINES IN OUR CODE DIFFER SIGNIFICANTLY FROM THOSE SUGGESTED BY SEVERAL IMPORTANT NATIONAL GROUPS.**

**THE GUIDELINES INCORPORATED IN NEW JERSEY'S CODE ALLOW FOR DETENTION OF A WIDER RANGE OF CASES.**

**DEGREE OF THE MOST SERIOUS CHARGE IN DELINQUENCY CASES IN  
WHICH A JUVENILE IS DETAINED  
1986**

<b>Degree</b>	<b>No. Of Cases</b>	<b>% Of All Cases</b>
First Degree	889	12.7
Second Degree	1,529	21.9
Third Degree	2,456	35.2
Fourth Degree	476	6.8
Disorderly persons	1,146	16.4
Petty disorderly persons	64	0.9
Charge not indicated	419	6.0
<b>Total</b>	<b>6,979</b>	<b>100.0</b>

These data are revealing. In slightly over 17% of these cases the most serious charge was a disorderly or petty disorderly persons offense. The most serious in an additional 6.8% was a 4th degree offense. Nearly one out of every four juveniles detained statewide had committed a 4th degree or less serious offense. These juveniles would not have been detained if we used other model criteria unless they had previously failed to appear in court.

Several detention studies have been conducted in New Jersey. Their results are informative and raise the question of whether we overuse pre-trial detention. In 1979, the Community Research Forum of the University of Illinois reviewed a sample of 37 detention placements in Passaic County and found that only 12 (32%) would have been detainable under the National Advisory Committee's admission criteria.<sup>37</sup> In 1980, three similar studies were conducted. The Community Research Forum studied a sample of 207 admissions in Essex County that year. They applied the National Institute of Juvenile Justice and Delinquency Prevention's criteria, and found that only 47% of the admissions would have been eligible.<sup>38</sup> Also in that year, The National Council on Crime and Delinquency and the Citizen Advocacy Network of New Jersey, in an assessment of Cape May's detention needs, applied criteria based on a record of failure to appear or alleged commission of a first, second, or third degree offense on a sample of 60 detention admissions and found that only 45% would have been eligible.<sup>39</sup> The Department of Correction's Juvenile Detention and Monitoring Unit applied the same criteria to a sample of 29 admissions in Hunterdon County that year and found that only 55% would have been eligible for admission.<sup>40</sup>

**IF MORE RESTRICTIVE DETENTION CRITERIA WERE USED, WE COULD SIGNIFICANTLY REDUCE DETENTION ADMISSIONS.**

More recently, in December of 1986, the Community Research Forum applied the National Advisory Committee's criteria to a sample of 221 cases from Essex and Hudson counties and found that only 9% would have been eligible. With the application of amended ("liberalized") Advisory Committee criteria, the researchers found that 43% of the cases would have been eligible for detention.<sup>41</sup>

Excluding juveniles from admission eligibility who are charged with fourth degree or less serious offenses, and without a record of failure to appear, is not contrary to the thinking of juvenile justice experts in New Jersey. In 1980, the Pre-Trial Practices Committee of the Assembly Judiciary Committee's Juvenile Justice Task Force recommended that danger to the community be demonstrated by an alleged act "involving danger to the person as defined by the New Jersey Code of Criminal Justice," or which "would be a crime of the first, second, or third degree."<sup>42</sup> The recommendation of this Committee (which included representatives from the Department of Corrections, the Administrative Office of the Courts, the Department of the Public Advocate, the Division of Youth and Family Services, the Probation Association, along with a court intake worker and a detention center administrator) was incorporated in the initial legislation restructuring the Code. The recommended criteria were expanded to include fourth degree and repetitive disorderly offenders by the Assembly Judiciary Committee, which was apparently concerned about the potential risk juveniles charged with these less serious offenses might pose.

Decisions to detain involve the perception of danger to the community. An examination of the outcomes of cases reveals that these perceptions are often at odds with reality. Fully realizing that the standards, alternatives and available information differ substantially at the detention and dispositional stages, we analyzed the outcomes of cases disposed by the court in 1986 and found that in 30% of the cases in which a juvenile was detained, all charges were eventually dismissed. In an additional 2% of the cases, the detained juvenile was diverted from formal court processing. In 6% of the cases, juveniles were adjudicated delinquent but had their dispositions formally continued by the court. In only 20% of all cases were detained juveniles adjudicated delinquent and sentenced to a custodial disposition. The latter occurred in less than 3% of the cases where the most serious charge was a fourth degree, disorderly or petty disorderly persons offense.

It is difficult to believe that juveniles whose cases were ultimately dismissed, diverted, or continued posed a risk to the community sufficient enough to warrant detention in physically restrictive facilities. This being so, we must question the ability of decisionmakers to make accurate decisions about risk. We must also question the efficacy of using detention in cases where juveniles are alleged to have committed minor offenses (i.e., 4th degree, disorderly and petty disorderly offenses).

**SHOULD WE USE MORE RESTRICTIVE CRITERIA? THIS ISSUE HAS BEEN A MATTER OF PUBLIC DEBATE.**

**A GOOD CASE CAN BE MADE THAT WE ARE OVERUTILIZING DETENTION SINCE MANY OF THE CASES WE DETAIN ARE SUBSEQUENTLY DISMISSED, DIVERTED OR DISPOSED TO NON-CUSTODIAL SENTENCES.**

Many of the studies noted above address the difficulties court personnel have in accurately predicting risk to the community or the likelihood that a juvenile will appear in court. These studies recommend that the juvenile court and intake develop specific and objective detention placement criteria to insure that secure detention is reserved only for those children posing a significant threat to the public safety or court process.<sup>43</sup>

These recommendations concern admission decisions, but admissions are only one of the factors influencing the rising populations. The other is the length of time juveniles remain in detention. In 1986, the average length of stay was 21 days, up 23% from 1985.<sup>44</sup> Administrators of detention centers indicate a significant backup (up to 9 months) for adjudicated juveniles awaiting transfer to Department of Corrections' facilities and Division of Youth and Family Services sponsored residential placements. Corrections has kept information about detained juveniles sentenced into its custody since June of 1986. The data indicate that up to 104 juveniles have been held in detention awaiting transfer to the Department. There has not been an increase since June, 1986. The Division of Youth and Family Services does not keep figures.

The fact that an overcrowding problem exists at all is troubling. The Code clearly states that "no juvenile shall be placed in a detention facility which has reached its maximum capacity, as designated by the Department of Corrections," yet the practice of placing juveniles in facilities that are at or above designated capacity is pervasive.<sup>45</sup> Our review of daily detention population data from each of the counties for the period January 1, 1986 through August 31, 1987 indicates that nine detention centers exceeded capacity during that time. For three of the counties, exceeding capacity was infrequent; Gloucester exceeded capacity during only one month of the period, Hudson County two months, and Middlesex three. In others, the problem was far more endemic. Ocean exceeded capacity during 7 of the 20 months studied, Atlantic in 8 of the 20 months, Camden in 10 of the 20 months, and Essex and Union counties each exceeded capacity in 18 of the 20 months. Passaic exceeded capacity in every month studied.

The Code gives the Department authority to control overcrowding, stating that "where the Department of Corrections... determines that a juvenile detention facility... under its control or authority is regularly over the maximum population capacity... the department may restrict new admissions to the facility."<sup>46</sup> The Department did restrict admissions to Passaic County's detention facility in June of 1984 and in October of 1985, yet the facility remains the most overcrowded in the state. No action has been taken to restrict admissions in any other county, including Essex and Union counties, where populations are regularly over the maximum capacities. Likewise, there has been no action on the part of others to curtail apparently illegal detention placements.

In short, we have a detention overcrowding problem that is unacceptable. Our current detention admission provisions are ambiguous. They do not provide adequate

**ONE PROBLEM ASSOCIATED WITH OUR USE OF DETENTION IS THAT WE APPEAR TO HAVE DIFFICULTY IN PREDICTING RISK TO THE COMMUNITY.**

**RESTRICTING DETENTION ADMISSIONS IS NOT THE ONLY ANSWER TO ELIMINATING OVERCROWDING. WE MUST ALSO LIMIT THE LENGTH OF TIME JUVENILES SPEND IN DETENTION FACILITIES.**

**THE CODE RESTRICTS THE PLACEMENT OF JUVENILES IN FACILITIES WHICH HAVE REACHED MAXIMUM CAPACITY. THIS PROVISION IS IGNORED.**

guidance to decisionmakers who must weigh concerns for the safety of the community and the integrity of judicial process against concerns about unjust deprivation of liberty. The authors of the University of Illinois report conclude that "uniform detention guidelines can be used to decrease the average daily population" of juveniles in detention.<sup>47</sup> Other available evidence indicates that this can be accomplished without significantly affecting the percentages of juveniles who either fail to appear for court hearings, or who are rearrested while they are in the community awaiting court hearings.<sup>48</sup>

## **4. SENTENCING - RECONCILING GOALS AND RESOURCES**

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- **SENTENCING GOALS**
- **INPUTS TO SENTENCING DECISIONS**
- **WHO IS SENTENCED?**
- **SENTENCING OUTCOMES:**
  - **FOCUS ON PROBATION**
  - **FOCUS ON FORMAL CONTINUANCE**
  - **FOCUS ON REMEDIAL TREATMENT SERVICES**
  - **FOCUS ON INCARCERATION**
  - **FOCUS ON INCARCERATION OF MINORITY YOUTH**
  - **FOCUS ON RESIDENTIAL PLACEMENT**
  - **FOCUS ON OTHER DISPOSITIONS**
  - **FOCUS ON STATE EXECUTIVE AGENCY INVOLVEMENT IN DISPOSITIONS**

Only a fraction (about 30%) of all cases docketed in the courts ever reach the sentencing stage. Yet, sentencing decisions are a core focus of the juvenile system. This is because sanctioning a delinquent is the most forceful response the system can take while providing the clearest philosophical statement about the operations of the court.

**ONLY ABOUT 30 PERCENT OF ALL COURT CASES EVER GET A SENTENCE. YET OUR ATTENTION IS OFTEN FOCUSED ON SENTENCING OUTCOMES.**

## SENTENCING GOALS

Sentencing decisions are complex. They can be either retributive or utilitarian. Retribution is an acknowledgement that punishment is an appropriate end in and of itself. Some Codes stress retribution in the form of accountability, including Minnesota's and Washington State's, as well as the Model Juvenile Code recently proposed by the American Legislative Exchange Council. Others emphasize utilitarian goals and embrace a number of sentencing philosophies including rehabilitation, general deterrence or incapacitation. The latter focus on prediction and assessment of an offender's future behavior.

The act of sentencing involves a complex balancing of many goals. To facilitate this, our Code provides some guidance to judges in determining dispositions. The Code's statement of purpose outlines a utilitarian, rehabilitative perspective which is constrained by a concern for public safety. Intent is stated as:

To preserve the unity of the family whenever possible and to provide for the care, protection, and wholesome mental and physical development of juveniles coming within the provisions of this act;

Consistent with the protection of the public interest, to remove from children committing delinquent acts certain statutory consequences of criminal behavior, and to substitute therefor an adequate program of supervision, care, and rehabilitation.<sup>1</sup>

Further evidence that rehabilitation is a primary sentencing goal is provided by the factors that must be weighed in determining an appropriate disposition: the juvenile's age, previous record, prior social service history, whether the disposition supports family strength, responsibility and unity and the well-being and physical safety of the juvenile, whether it treats the unique physical, psychological and social characteristic of the child, and whether the disposition contributes to his developmental needs.<sup>2</sup>

Another explicit purpose of the Code, however, is to "enforce the legal obligations" of juveniles.<sup>3</sup> The Code specifies that "the nature and circumstances of the offense" and "the degree of injury to persons or damage to property caused by the juvenile's offense" are factors to be considered in a disposition. These offense-specific characteristics are typically the measures of blameworthiness or culpability employed in "just deserts" sentencing laws to determine a commensurate level of punishment. The delineation of these factors, along with the statement of purpose and the Senate Judiciary Committee's statement indicating that one of the law's objectives is to provide "harsher penalties for juveniles who commit serious acts or who are repetitive offenders," are indications that the Legislature also viewed retributive sentencing goals as legitimate.

**WHAT ARE THE GOALS OF A SENTENCE?**

**A SENTENCE CAN HAVE MANY PURPOSES: REHABILITATION, DETERRENCE, PUNISHMENT OR INCAPACITATION.**

**OUR CODE PROVIDES SOME GUIDANCE ON THE PURPOSES OF DISPOSITIONS.**

**REHABILITATION REMAINS A PRIMARY SENTENCING GOAL.**

**HOWEVER, THE CODE ALSO STRESSES ACCOUNTABILITY AND PROVIDES FOR A LEVEL OF PUNISHMENT COMMENSURATE WITH THE NATURE AND CIRCUMSTANCES OF THE OFFENSE.**

## **INPUTS TO SENTENCING DECISIONS**

In theory, a sentence is based on careful assessment. This assessment requires adequate information. The Rules Governing the Courts spell out what the court can and should do to gather that information:

Before the disposition of any matter but only after an adjudication of delinquency or a determination by the court that the evidence is sufficient to support such an adjudication, the court shall refer the juvenile to an appropriate individual, agency or institution on such terms as may be appropriate for examination and evaluation... The court may also confer and consult with such individuals and agencies as may be appropriate to the juvenile's situation and may convene a predisposition conference to discuss and recommend disposition.<sup>4</sup>

Courts in each county have developed different evaluation mechanisms. The traditional approach is to rely on the probation department pre-disposition report. There is typically a unit where officers perform the necessary investigative tasks, assess the juvenile's situation and, in some instances, recommend dispositions. Other counties contract with private service providers (typically, community mental health centers) to provide diagnostic and evaluative services.

An impediment to courts' ability to attain good diagnostic and evaluative information is the emphasis put on the speedy resolution of cases. The judiciary has traditionally viewed timely case resolution as an important aspect of the quality of justice. The Administrative Office of the Court's use of calendar clearance as a measure of judicial performance emphasizes that importance. The Code also acknowledges this importance by establishing parameters for the disposition of adjudicated cases. Cases in which juveniles are detained pending disposition are to be disposed within 30 days of adjudication; cases where the juvenile is not detained are to be disposed within 60.<sup>5</sup> The development of thorough and complete evaluations can take time, though, and seem at odds with the organizational priorities associated with timely case resolution.

Resource limitations also constrain the court's use of pre-dispositional evaluations. In 1986, written pre-disposition reports were prepared in only 22% of all disposed cases, and 33% of all counsel mandatory calendar cases. While this does not mean that information is not available in other cases, it does indicate that the court, lacking resources for an evaluation in every case, is forced to choose the cases most in need of evaluation. Concerned that this might mean that juveniles with severe emotional problems are "slipping through the cracks," and are not being singled out for evaluation prior to sentencing, the Governor's Committee on Children's Services Planning Mental Health Forum recommended that a simple "red flag" diagnostic instrument be administered to all juveniles adjudicated delinquent.<sup>6</sup> The instrument would identify those in need of more in-depth evaluation.

**A DISPOSITION IS SUPPOSED TO BE BASED ON A CAREFUL ASSESSMENT OF THE JUVENILE.**

**THE MECHANISMS USED TO ASSESS OFFENDERS DIFFER ACROSS COUNTIES.**

**SINCE GOOD EVALUATIONS TAKE TIME, THERE IS A QUESTION AS TO WHETHER THE GOAL OF SPEEDY CASE RESOLUTION CONFLICTS WITH EVALUATION NEEDS.**

**NOT ALL CASES HEARD BY THE COURT HAVE THE BENEFIT OF WRITTEN PRE-DISPOSITION REPORTS. THEY WERE PROVIDED IN ONLY 22 PERCENT OF ALL DISPOSED CASES IN 1986.**

**SOME FEEL THAT JUVENILES WITH SEVERE EMOTIONAL PROBLEMS "SLIP THROUGH THE CRACKS."**

## **WHO IS SENTENCED?**

In 1986, judges sentenced 14,452 juveniles in 17,490 separate cases. These cases involved some 32,460 offenses. Approximately 30% of all docketed cases are eventually adjudicated and sentenced. However, this adjudication rate varies significantly between counties, ranging from highs of 48%, 45%, and 40% in Somerset, Passaic, and Union counties, respectively, to lows of 23%, 22%, and 21% in Atlantic, Essex, and Gloucester. This variation is not significantly related to either the volume or seriousness of cases docketed, but rather appears reflective of various philosophical and managerial differences. In short, courts handle similar cases quite differently.

Eighty percent of the juveniles sentenced in 1986 were 15 years of age or older at sentencing. Thirty-eight percent were 17 or older. Eighty-seven percent were male. Of those sentenced juveniles for whom race was recorded (86%), 48% were white, 42% were black, and 9% were hispanic.

This demographic profile is very similar to that of all juveniles with complaints docketed in the courts. Sentenced juveniles are only slightly more likely than docketed juveniles to be male (87% vs. 81%), 15 or older (80% vs. 72%), or black (42% vs. 38%). When viewed in light of the fact that older black males are the group most likely to be arrested and docketed for serious offenses (those crimes with the greatest likelihood of being referred for adjudication), this information appears to contradict allegations that intake decisionmaking is discriminatory or that minorities are more likely to have their cases handled formally.

## **SENTENCING OUTCOMES**

Many dispositional orders have more than one component. For instance, a juvenile may be sentenced to a term of probation and be ordered to pay restitution. To analyze dispositions, we identified the most restrictive aspect of each sentence, which we call the "lead disposition." Of all cases sentenced in 1986, 34% received probation as the lead disposition, 23% a formal continuance, 13% an other remedial non-residential service, 7% an incarceration, 5% a suspended incarceration, 2% a Department of Corrections residential program placement, 2% an other residential program placement, 2% a fine. Twelve percent received another type of lead disposition.

## **HOW MANY JUVENILES RECEIVE A DISPOSITION?**

**IN 1986, OVER 17,000 CASES WERE PROVIDED WITH DISPOSITIONS BY THE COURT.**

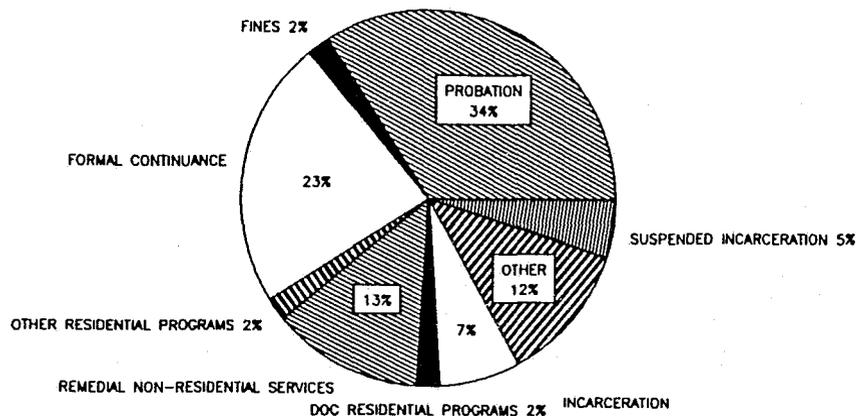
**THE PERCENT OF DOCKETED CASES FORMALLY DISPOSED BY THE COURT DIFFERS SIGNIFICANTLY BY COUNTY.**

**MOST DISPOSED JUVENILES WERE OLDER MALES.**

**THE TYPES OF JUVENILES WHO ARE DOCKETED ARE SIMILAR TO THOSE WHO ARE FORMALLY DISPOSED. THIS APPEARS TO CONTRADICT ALLEGATIONS THAT INTAKE DECISIONMAKING IS DISCRIMINATORY.**

**THE COURT PROVIDES MANY TYPES OF DISPOSITIONS. TYPICALLY, A DISPOSITION HAS MORE THAN ONE COMPONENT. IN OTHER WORDS, JUVENILES ARE USUALLY ORDERED TO DO SEVERAL THINGS.**

**USE OF DISPOSITIONAL RESOURCES AS THE MOST RESTRICTIVE ASPECTS OF DELINQUENCY SENTENCES  
1986**



We now focus our analysis on specific dispositions.

**Focus On Probation**

Probation is the court's most widely used disposition. It was the lead disposition in 34% of the 1986 sentencing. However, counties differed in their use of this option, ranging from a low of 6% in Hunterdon County to a high of 59% in Morris. Probation was the most frequently ordered lead disposition in 14 counties.

Many cases involve more than one offense, the average being 1.9 offenses per case. We examined the types of offenses in which probation was usually ordered. Statewide, 17% of all cases utilizing probation as the lead disposition involved a lead (the most serious) charge from the burglary category. Other frequently occurring lead charge categories included larceny-thefts (16%), lesser assaults (11%), CDS and alcohol offenses (10%), and lesser thefts (8%). Interestingly, 6% of the sentences to probation were ordered in cases where juveniles were before the court for violating the terms of a prior probation sentence.

While used as the lead disposition in 34% of sentencing, actual utilization is much higher. An additional 24% of all sentencing included a probation term in addition to another more restrictive lead disposition. Thus, nearly 6 out of every 10 (58%) dispositions given out in 1986 included an unsuspended term of probation. Probation is clearly the most frequently used dispositional option available to judges.

WE CALL THE MOST RESTRICTIVE DISPOSITION THE "LEAD" DISPOSITION IN THIS REPORT. OF ALL "LEAD" DISPOSITION OUTCOMES GIVEN BY THE COURT:

- 34 PERCENT SPECIFY PROBATION
- 23 PERCENT PROVIDE FOR FORMAL CONTINUANCE
- 13 PERCENT REQUIRE SOME TYPE OF REMEDIAL NON-RESIDENTIAL INTERVENTION
- 7 PERCENT REQUIRE INCARCERATION, AND
- 5 PERCENT PROVIDE FOR INCARCERATION BUT SUSPEND THE SENTENCE IN FAVOR OF AN ALTERNATE DISPOSITION.

**PROBATION IS THE MOST WIDELY USED DISPOSITION.**

**PROBATION USE AS A LEAD DISPOSITION DIFFERS SIGNIFICANTLY BY COUNTY - FROM 6 PERCENT IN ONE COUNTY TO ALMOST 60 PERCENT IN ANOTHER.**

**PROBATION IS THE DISPOSITION OF CHOICE FOR A WIDE VARIETY OF OFFENSES.**

**WHILE PROBATION IS THE LEAD DISPOSITION IN 34 PERCENT OF ALL CASES STATEWIDE, IT IS ACTUALLY USED IN 58 PERCENT OF ALL CASES. THAT IS BECAUSE IT IS OFTEN USED IN TANDEM WITH OTHER DISPOSITIONS.**

This overwhelming reliance on probation has impacted on probation caseloads. In Court Year 1984, the average juvenile supervision caseload statewide was 66 juveniles. By 1987, it increased to 78 (up 18%). Anecdotal information suggests that probation is handling increasing numbers of serious offenders. That seems likely since status offenders were largely removed from formal court processing and the proportion of serious offenders before the court is increasing. Some indication of this is provided by the fact that in 1986, 20% of the cases in which probation was the lead disposition involved juveniles adjudicated delinquent for 1st or 2nd degree crimes.

We can also expect that the new, tougher drug law passed by the Legislature in 1987 will markedly influence the workloads of probation departments. While we still don't know how the new law will impact the number of juveniles sentenced to probation, it is clear that probation will have the responsibility for collecting the mandatory fines prescribed in the new law. This obligation is expected to take considerable effort and divert resources from supervision and treatment services.

### **Focus On Formal Continuance**

The Code enables judges to adjourn formal entry of disposition of the case for a period not to exceed 12 months for the purpose of determining if the juvenile makes a satisfactory adjustment, and if during the period of continuance the juvenile makes such an adjustment, dismiss the complaint. This option is called a formal continuance. In practical terms, it means that if the juvenile does not come back before the court and complies with all other aspects of the disposition, the adjudication does not become a part of the juvenile's record.

In essence, continuance represents a second chance. The majority (84%) of cases formally continued require only that the juvenile stay out of trouble. For this reason, the option is considered one of the most lenient available to sentencing judges.

Statewide, nearly one out of every four (23%) sentenced cases received a formal continuance as the lead disposition. Again, the use of the option varied significantly among counties. Not used in Burlington, Passaic used the option in less than 1% of its cases, while Morris and Gloucester used the option in about 10% of their cases. Conversely, Bergen and Cape May used it in 44% and 39% of their cases, respectively.

The option is much less frequently used in combination with other, more restrictive, dispositional orders. In 1986, there were 658 such sentences. In these cases, the juvenile must comply with the additional order and stay out of court. Community service orders and probation were the dispositions most frequently used in combination with formal continuances. Orders to pay restitution were the third most frequently ordered.

**THIS HEAVY RELIANCE ON PROBATION HAS STRAINED CAPACITY. CASELOADS ARE UP. PROBATION IS HANDLING EVER MORE SERIOUS CASES.**

**PROBATION IS ALSO BEGINNING TO SHOULDER INCREASING RESPONSIBILITY FOR COLLECTING RESTITUTION AND FINES AND FOR SUPERVISING COMMUNITY SERVICE OBLIGATIONS. INCREASED FUTURE DEMANDS ON PROBATION SERVICES ARE LIKELY.**

**FORMAL CONTINUANCE IS A DISPOSITION COMMONLY VIEWED AS A "SECOND CHANCE."**

**CONTINUANCE PROVIDES THAT IF THE JUVENILE STAYS OUT OF TROUBLE, THE OFFENSE WILL NOT BECOME PART OF THE JUVENILE'S RECORD.**

**ALMOST ONE-QUARTER OF ALL DISPOSED CASES GET A FORMAL CONTINUANCE AS THE LEAD DISPOSITION.**

**WHILE CONTINUANCE IS USED FOR MANY TYPES OF CASES, THE MORE SERIOUS THE CASE, THE LESS LIKELY ITS USE.**

Continued cases involve varying types of offenses. As expected, the greater the severity of the offense, the less likely that a case would be continued. Only 8% of all cases involving a first degree offense as the most serious charge were continued. Conversely, 33% of cases where the most serious charge was a fourth degree or less serious offense were continued. The types of lead charges most likely to be continued are offenses against public order and decency (41% continued), criminal trespass and burglary-related offenses (35%), and offenses against public administration and motor vehicle offenses (32%).

### **Focus On Remedial Treatment Services**

This category of dispositional options refers to a diverse assortment of community-based treatment programs and services including day programs (e.g., alternative schools or outward-bound type outdoor programs) or other types of services typically provided by community agencies (psychological counseling, drug or alcohol counseling, etc.). Residential programs are excluded from this category as are day programs run by the Department of Corrections, the Division of Youth and Family Services and the Division of Developmental Disabilities.

In 1986, 13% of sentenced cases received this type of disposition as a lead disposition. Use varied significantly between counties. In Hunterdon and Hudson, 55% and 45% of all sentenced cases received this type of disposition as the most restrictive disposition. At the other end of the spectrum, fewer than 5% of sentenced cases received this type of intervention as a lead disposition in Bergen, Camden, Middlesex, Monmouth, and Ocean counties.

These differences are at least partially explained by the degree to which each county's probation department provides similar services. If probation offers an array of community-based services, judges seem to prefer using a probation sentence as the preeminent disposition rather than utilizing referrals. In other counties, the use of both probation and this type of intervention is comparatively low, an indication of either a preference for using other types of resources, or an overall scarcity of remedial treatment services.

### **Focus On Incarceration**

Incarceration is the most severe of dispositions. In recognition of the gravity of the sanction, the Code provides considerable guidance for its use.

In 1986, 7% of all cases disposed by the court received an incarcerative disposition. County use varied significantly. Morris, Warren and Bergen used the option least frequently. Camden, Passaic, and Atlantic used it most frequently. County use ranged from 1% to 17% of all cases. A practice known as recall was used extensively in

**THE COURTS RELY HEAVILY ON TREATMENT SERVICES AS DISPOSITIONS.**

**MANY JUVENILES ARE REQUIRED TO PARTICIPATE IN REMEDIAL TREATMENT SERVICES.**

**AS WITH OTHER DISPOSITIONS, USAGE VARIES SIGNIFICANTLY BY COUNTY. A REMEDIAL INTERVENTION IS USED IN OVER 50 PERCENT OF ALL CASES IN SOME COUNTIES, BUT IN LESS THAN 5 PERCENT IN OTHERS.**

**INCARCERATION IS THE MOST SEVERE DISPOSITION.**

**HOW FREQUENTLY DO WE USE INCARCERATION?**

**IN 1986, ABOUT 7 PERCENT OF ALL DISPOSED CASES WERE INCARCERATED.**

Camden County. Here, incarcerated juveniles are resentenced to other options prior to completion of an incarceration term. If we consider such sentences as qualitatively different from other incarcerative sentences and exclude them, Camden County's actual incarceration rate was 13%.

Differences in the use of incarceration were even more pronounced when considering actual numbers. In 1986, half of all commitments came from only three counties (Passaic, Camden and Essex). Nearly eight out of every ten commitments came from seven of the state's 21 counties (the aforementioned three counties plus Union, Monmouth, Hudson, and Atlantic).

Counties differed considerably in the type of juveniles they incarcerated. We abstracted data from pre-disposition reports for 727 of the 1,054 (69%) juveniles incarcerated in 1986. In cases where such information was recorded (91%), the percentage of offenses involving either damage to property and/or injury to person ranged from 77% and 75% in Ocean and Sussex counties, to zero percent in both Hunterdon and Warren counties. The number of prior adjudications for these respective cases ranged from 12 in Gloucester (and 10 in both Hunterdon and Cumberland Counties), to less than 2 prior adjudications in Bergen, Burlington and Sussex counties.

There were also significant differences in the level and type of personal problems of confined juveniles. Alcohol or drug abuse (as indicated in records) ranged from highs of 92% and 76% in Burlington and Cumberland counties, to a low of 37% in Ocean County. No such problems were recorded for juveniles from Warren county. Juveniles with records indicating a diagnosed non-psychotic emotional disorder ranged from highs of 100% in Warren and 46% in Mercer County to no such cases in Burlington, Salem, and Sussex counties.

A major concern of policymakers is overcrowding. The average daily populations of incarcerated juveniles declined in the first two years after the Code's passage, a downward trend we termed "particularly significant" in our last report.<sup>7</sup> Since then, however, populations have risen steadily. In 1986 it was 22% greater than in 1985 (659 vs. 541). The average for the first 11 months of 1987 (709) was 8% greater than 1986. In June of 1986, the population of incarcerated juveniles exceeded the combined capacity of the institutions, a troubling phenomenon that had not occurred since August, 1982. Since that time, correctional institutions have been experiencing overcrowding.

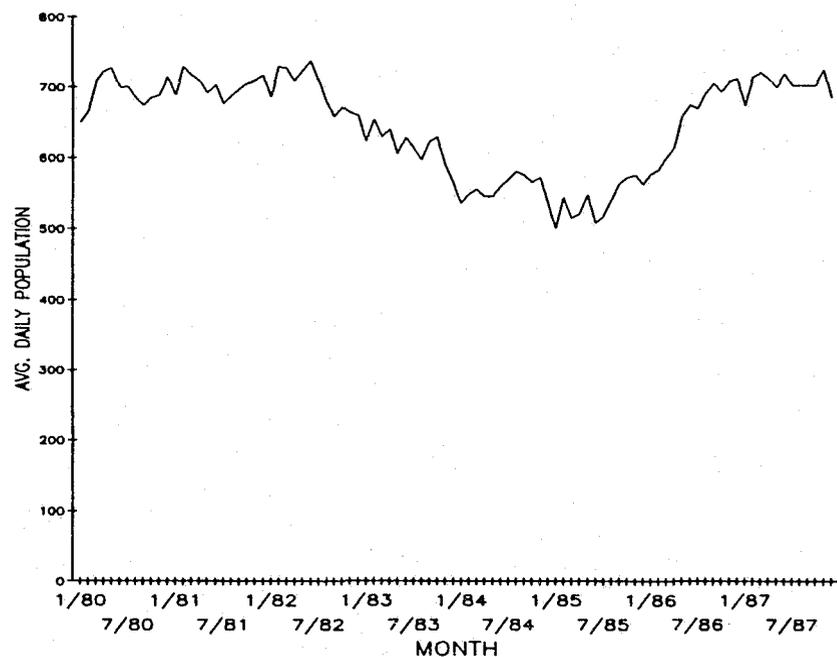
**SOME COUNTIES USE INCARCERATION FREQUENTLY - OTHERS INFREQUENTLY.**

**ALMOST ONE-HALF OF ALL COMMITMENTS COME FROM ONLY THREE COUNTIES.**

**THE TYPES OF JUVENILES SENT TO TRAINING SCHOOLS DIFFER FROM COUNTY TO COUNTY.**

**ONE MAJOR PROBLEM IS THAT STATE CORRECTIONAL FACILITIES ARE NOW OVERCROWDED. THIS REVERSES A DOWNWARD TREND IN POPULATIONS THAT WE NOTED IN OUR LAST REPORT.**

**DEPARTMENT OF CORRECTIONS  
INSTITUTIONAL AVERAGE DAILY POPULATIONS  
JANUARY, 1980 - DECEMBER, 1987**

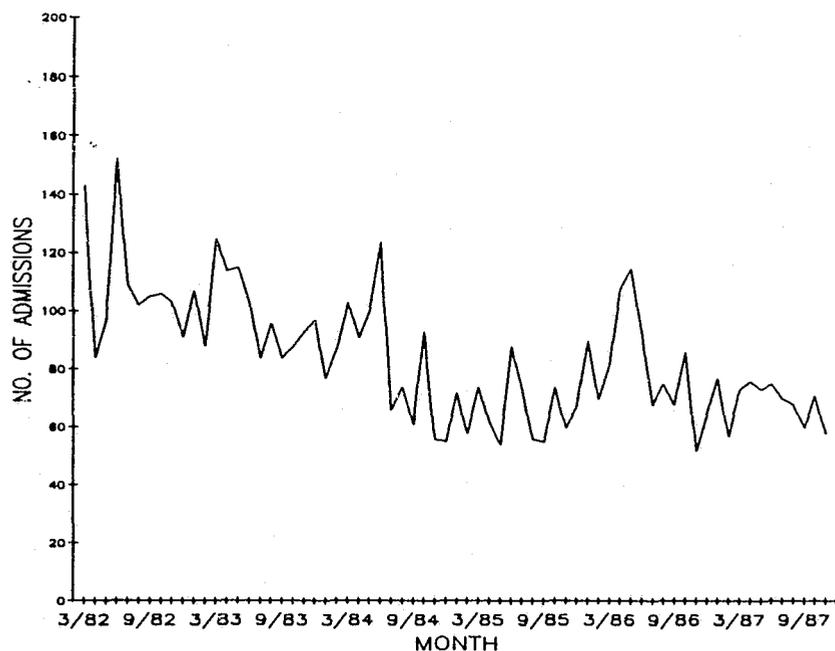


Are institutions overcrowded because of increased admissions or some other factor? We previously reported that commitments to the Department decreased in both 1984 and 1985.<sup>6</sup> Some interpreted this as indicating the Code was responsible for the decline. We expected a continued drop in 1986, based on declining juvenile arrests. However, the trend reversed and commitments increased substantially. Commitments in 1986 (974) were 23% greater than in 1985. In 1987, the number once again declined. In fact, it was 15% lower than in 1986. Despite this, the average daily population of incarcerated juveniles continued to increase.

**WHY ARE POPULATIONS UP?**

**COMMITMENTS HAVE GONE UP AND DOWN OVER THE LAST SEVERAL YEARS. BUT COMMITMENTS WERE ACTUALLY DOWN BY 15 PERCENT IN 1987.**

**DEPARTMENT OF CORRECTIONS  
INSTITUTIONAL COMMITMENTS  
JANUARY, 1983 – NOVEMBER, 1987**



In the face of decreasing commitments, increased populations appear to be the result of longer periods of confinement. To determine whether this is attributable to longer sentences or longer periods of incarceration prior to parole (or a combination of both factors), we analyzed samples of cases incarcerated from January through June of 1983, 1984, 1985, and 1986 with a focus on 13 offense categories.<sup>9</sup> These samples represented between 66% and 73% of all juvenile admissions in the years specified.

In examining sentence length and time served before parole, the analysis indicated that longer periods of confinement were primarily the result of a greater proportion of a sentence being served rather than a longer sentence. The average sentence in 1984 was 31% shorter than in 1983. The average in 1985 was 3% shorter than the average in 1984. Only in 1986 did the average sentence length increase, and then only slightly by 3%. By contrast, the average percentage of a sentence actually served by juveniles has increased steadily.<sup>10</sup> Juveniles in our 1983 sample served an average of 23% of their actual terms. In 1984 that number increased dramatically, to 35%. Juveniles in the 1985 sample served slightly greater percentages of their

**INCREASED POPULATIONS APPEAR TO BE THE RESULT OF LONGER PERIODS OF CONFINEMENT.**

**ARE LONGER PERIODS OF CONFINEMENT THE RESULT OF LONGER SENTENCES OR SOME OTHER FACTOR?**

**MUCH IS EXPLAINED BY THE FACT THAT JUVENILES NOW APPEAR TO BE SERVING A GREATER PORTION OF THEIR SENTENCES THAN IN THE PAST.**

imposed terms, 39%. The 1986 group was not analyzed because 42% of the sample remains incarcerated. Under current law, the Parole Board is responsible for determining actual length of stay within parameters established by law. The information provided above suggests that current parole decisionmaking is resulting in juveniles serving a greater proportion of their court-imposed sentences.

The Code gives judges the authority to sentence juveniles previously adjudicated delinquent at least two times for 1st or 2nd degree crimes and previously incarcerated to extended terms.<sup>11</sup> This provision could also increase the average length of stay. Our research, however, indicates that the option is rarely imposed, and has had a negligible effect on populations. An examination of the records of all juveniles admitted to correctional institutions during Court Year 1986 (7/86 - 6/87) found only two juveniles with an extended term imposed.

### **Focus On Incarceration Of Minority Youth**

As of October, 1987, 8 out of every 10 juveniles in state correctional institutions were minorities (66% black, 15% hispanic).<sup>12</sup> This representation is disproportionate when compared to representation at earlier stages in the system. Although nearly 7 out of every 10 incarcerated juveniles are black, only 36% of all juveniles arrested in 1986 were black; only 43% (black 35%, hispanic 8%) of the juveniles docketed in the family courts on new complaints in 1986 were minorities. Only 44% of all juveniles sentenced in 1986 were black or hispanic.

This disproportionate representation in institutions does not constitute evidence of discrimination, however. This fact is often overlooked by critics of the system. Probability of incarceration is dependent on a number of factors, not the least of which is the severity of delinquent acts. A number of indicators point to disproportionate involvement of minorities in the more serious kinds of delinquency, a fact which in and of itself could explain the overrepresentation of minorities in correctional populations. Arrest data provide one indicator of this. One of every two juveniles arrested in 1986 for an index offense was black, as were nearly 7 out of every 10 juveniles arrested for a violent index offense.

To control for the seriousness of offenses, we compared incarceration rates for white, black, and hispanic juveniles within degree categories. Specifically, we examined the percentage of all juveniles from each group who were adjudicated delinquent and incarcerated for a 1st, 2nd, 3rd, 4th, disorderly persons, or petty disorderly persons offense. This information is presented in the following table.

**DESPITE A LEGISLATIVE INTENT THAT THE EXTENDED TERM OPTION BE USED FOR ESPECIALLY SERIOUS OR REPETITIVE BEHAVIOR, THE OPTION IS RARELY USED.**

**EIGHT OF EVERY TEN JUVENILES IN STATE CORRECTIONAL FACILITIES IS A MINORITY. SUCH OVERREPRESENTATION HAS BEEN IDENTIFIED AS A PUBLIC POLICY CONCERN.**

**SOME POINT TO THIS FACT AS EVIDENCE OF DISCRIMINATION.**

**ONE FACT WHICH HELPS EXPLAIN THE HIGH PERCENTAGE OF INCARCERATED MINORITIES IS THAT SEVEN OF EVERY TEN JUVENILE ARRESTS FOR A VIOLENT INDEX OFFENSE INVOLVE BLACK YOUTHS.**

**WE GEARED OUR RESEARCH TO FIND OUT IF MINORITY YOUTH WERE, IN FACT, UNFAIRLY REPRESENTED IN CORRECTIONAL INSTITUTIONS.**

**WE FIRST COMPARED SERIOUSNESS OF OFFENSE AND INCARCERATION RATES.**

**INCARCERATION RATES BY RACE OF JUVENILE BY  
DEGREE OF THE MOST SERIOUS CHARGE  
1986**

Degree of the Most Serious Charge	Total No. of Juveniles Adjudicated & Sentenced	Total No. of Juveniles Incarcerated	Percent of Juveniles Incarcerated
<b>First Degree</b>			
Race of Juvenile:			
White	98	13	13.3%
Black	410	158	38.5%
Hispanic	71	29	48.8%
<b>Second Degree</b>			
Race of Juvenile:			
White	579	44	7.6%
Black	952	148	15.5%
Hispanic	227	33	14.5%
<b>Third Degree</b>			
Race of Juvenile:			
White	1,790	104	5.8%
Black	1,552	166	10.7%
Hispanic	402	52	12.9%
<b>Fourth Degree</b>			
Race of Juvenile:			
White	745	9	1.2%
Black	440	18	4.1%
Hispanic	119	3	2.5%
<b>Disorderly Persons</b>			
Race of Juvenile:			
White	2,224	25	1.1%
Black	1,439	29	2.0%
Hispanic	233	3	1.3%

The data are informative. On one hand they illustrate the disproportionate representation of minorities in the more serious kinds of delinquency. Seventy-one percent of the juveniles sentenced for 1st and 2nd degree offenses (those most likely

**WE FOUND THAT MINORITIES WERE MORE LIKELY TO BE INCARCERATED IN EACH OFFENSE CATEGORY.**

to result in incarceration) were minorities. This is one reason why correctional populations are so overwhelming minority. Yet, the data also illustrate that, controlling for the seriousness of the offenses for which juveniles are sentenced, black and hispanic juveniles are still more likely to be committed than are white juveniles. This holds true within each degree category. When juveniles are sentenced for 1st degree offenses, black juveniles are 2.9 times more likely to be incarcerated and hispanic juveniles 3.7 times more likely. Black juveniles are 2.0, 1.8, 3.4 and 1.8 times more likely than white juveniles to be incarcerated for 2nd, 3rd, 4th and disorderly persons offenses, respectively. Similarly, hispanic juveniles are 1.9, 2.2, 2.1, and 1.2 times more likely to be incarcerated for these offenses.

This too, taken alone, falls short of demonstrating discriminatory treatment. Even controlling for the seriousness of the delinquent conduct, we could also reasonably expect minority juveniles to be incarcerated at higher rates than white juveniles if their records or backgrounds indicated more serious problems. It is for this reason that we compared other race-specific information about incarcerated youth.

The comparison started with an examination of past records. We could expect higher rates of incarceration for minorities if they had more extensive records of delinquency. To assess the impact of prior record on incarceration rates, we calculated mean numbers of prior adjudications of delinquency for incarcerated juveniles of each race, for each offense category, and performed analyses of variance on the data to determine if observed differences were statistically significant.<sup>13</sup>

**WE ALSO COMPARED THE AVERAGE NUMBER OF PRIORS FOR JUVENILES OF EACH RACE AND WITHIN EACH OFFENSE SERIOUSNESS CATEGORY.**

**MEAN NUMBER OF PRIOR ADJUDICATIONS  
OF DELINQUENCY BY RACE OF JUVENILE BY DEGREE  
OF THE MOST SERIOUS CHARGE  
1986**

Degree of the Most Serious Offense	Race of Juvenile		
	White	Black	Hispanic
<b>First Degree</b>			
Mean No. of Priors	3.6	4.2	3.1
<b>Second Degree</b>			
Mean No. of Priors	5.9	5.3	4.1
<b>Third Degree</b>			
Mean No. of Priors	5.2	5.8	4.0
<b>Fourth Degree</b>			
Mean No. of Priors	5.3	4.3	7.0
<b>Disorderly Persons Offenses</b>			
Mean No. of Priors	2.8	3.9	2.0
<b>All Offenses</b>			
Mean No. of Priors	5.0	4.9	3.8

The data illustrate that incarcerated minority juveniles do not, on the whole, average greater numbers of prior adjudications of delinquency than incarcerated white juveniles. In fact, black juveniles incarcerated for 2nd and 4th degree offenses have fewer average numbers of priors than white juveniles incarcerated for the same degree of offenses. Hispanic juveniles incarcerated for 1st, 2nd, and 3rd degree offenses have fewer average numbers of priors than do either black or white juveniles, and greater average numbers of priors for 4th degree or disorderly persons offenses. Analyses of variance on the data for 1st, 2nd, 3rd, and disorderly persons cases yielded results indicating that none of these differences are statistically significant (there were not enough 4th degree cases to validly analyze).<sup>14</sup>

The inability of differences in prior adjudications to account for differential incarceration rates, controlling for the degree of the most serious sentencing charge, led us to consider alternative explanations, other than bias, as to why minority youth are more likely to be incarcerated. To test this, we sought to determine if these white, black and hispanic juveniles differed in other ways.

Sample data abstracted from the pre-disposition reports of juveniles incarcerated in 1986 enabled us to assess other differences. From a list of 19 personal problems (including drug abuse, alcohol abuse, destructiveness against self, property or others, learning disabilities, and others) we computed a problem index score for each juvenile. Incarcerated white juveniles averaged 3.9 personal problems vs. an average of 3.4 problems for black and 2.8 for hispanic juveniles. These differences were not statistically significant.<sup>15</sup>

We also computed juvenile/family problem index scores for each juvenile based on the number of problems indicated from a list of 14 typical family problems. These included abuse, sibling or parental adjudication or incarceration or drug and/or alcohol abuse, lack of parental support, a family history of public assistance dependency, and others. Black and white incarcerated juveniles both averaged 2.8 family problems; hispanics averaged 2.6. These differences, too, were not statistically significant.<sup>16</sup>

Additionally, we found no significant differences in the probability that the sentencing offense involved the use of a weapon, damage to property or injury to person, that the juvenile had other complaints pending at the time of sentencing, what the source of the complaint was that led to the incarceration (i.e., parents, police, victim, etc.), what the primary sentencing recommendation of the pre-disposition report investigator was, or the average number of prior residential placements or incarcerations. Thus, our inability to explain the differences in incarceration use for white, black and hispanic juveniles utilizing the above factors is troubling. At least a partial explanation for the apparent impact of race on probability of incarceration comes from the one finding of a statistically significant difference between incarcerated white, black, and hispanic

**WE FOUND THAT INCARCERATED MINORITIES DO NOT AVERAGE MORE PRIOR DELINQUENCY ADJUDICATIONS THAN INCARCERATED WHITE YOUTHS.**

**WE ALSO FOUND THAT INCARCERATED MINORITIES DO NOT DIFFER SIGNIFICANTLY FROM INCARCERATED WHITES IN TERMS OF PERSONAL PROBLEMS.**

**WE FURTHER FOUND THAT INCARCERATED MINORITIES DO NOT DIFFER SIGNIFICANTLY IN TERMS OF FAMILY PROBLEMS FROM INCARCERATED WHITE YOUTH.**

**OTHER FACTORS ALSO FAILED TO EXPLAIN DIFFERENCES IN INCARCERATION RATES.**

**ONE DIFFERENCE WAS SIGNIFICANT - FAMILY STRUCTURE. MINORITY JUVENILES WERE MORE LIKELY TO COME FROM SINGLE-PARENT FAMILIES.**

juveniles - family make-up. While only 6% of the white juveniles came from single-parent families, 35% of the black juveniles, and 29% of the hispanic juveniles did.

The results of an analysis of county incarceration rates (regardless of race) were also troubling. The rates ranged from 1.2% and 1.9% of all cases sentenced in Morris and Warren counties to 16.9% and 11.6% in Camden and Passaic. To determine what factors influence these rates, we examined the relationship of 25 county-level variables to county incarceration rates.

The variables in the analysis included the local juvenile crime problem (based on various UCR measures), court processing variables (court case docketing and adjudication rates, the number of cases adjudicated), the seriousness of adjudicated cases, the percentage of chronic offenders in the county, population variables (density, characteristics, etc.), other county characteristic variables such as per capita income, tax, unemployment and poverty rates and responses from a survey of Youth Services Commission coordinators including what types of services were available. Using a statistical procedure (step-wise multiple regression) which include variables that help "explain" variation, we examined the impact of all of these measures on county incarceration rates. The result was surprising. While the analysis was only exploratory, one measure stood out above the rest in explaining differences in incarceration rates - the percent of the county's 5 to 17-year-old population which was minority.<sup>17</sup>

We conclude from the above analysis that the disproportionate incarceration of minority youth cannot be adequately explained by relevant legal factors (i.e., differences in prior adjudication and seriousness of offenses). Other factors, generally, fail to explain the differences as well. The only exception to these findings is the apparent effect that family make-up has on judicial decisions. Our data support a view that when a question of family stability exists the likelihood of incarceration may be greater. The negative impact of minorities, as a result, may be great.

### **Focus On Residential Placement**

If commitments to correctional facilities are the most restrictive action the court can take in response to delinquency, placement in residential settings is the next. The Code authorizes the use of various residential options. At the state level, juveniles can be placed into one of the 19 Department of Corrections facilities or a DYFS operated or contract facility. Delinquents can also be committed to the Division of Mental Health and Hospitals under certain conditions. A variety of other residential programs may be available at the county level.

Statewide, 4.8% of all cases sentenced received a residential placement as the most restrictive aspect of the sentence in 1986. As with other options, use varied sig-

**WE ALSO EXAMINED WHY INCARCERATION RATES VARIED BY COUNTY.**

**ONE VARIABLE WAS MORE IMPORTANT THAN ALL OTHERS IN EXPLAINING HIGH INCARCERATION RATES - THE PERCENTAGE OF MINORITY YOUTH IN THE COUNTY'S POPULATION.**

**A CONCERN FOR FAMILY STABILITY MAY NEGATIVELY IMPACT MINORITY INCARCERATION RATES.**

**HOW FREQUENTLY IS RESIDENTIAL PLACEMENT USED AS A DISPOSITION?**

nificantly by county. In seven counties (Bergen, Burlington, Camden, Cumberland, Middlesex, Morris, and Ocean), fewer than 2.0% of all cases received a residential placement as the lead disposition. In others, use of residential placement was comparatively frequent, involving 14.1%, 10.9%, and 10.2% of all sentences in Atlantic, Mercer, and Hunterdon counties, respectively.

Judges frequently ordered other dispositions in combination with residential placement. In 7.9% of these cases, the residential placement was accompanied by a more restrictive disposition; either incarceration or short-term detention center commitment. In the remaining cases, a less restrictive disposition accompanied the residential placement. Probation and suspended terms of incarceration were the most frequent.

It is not entirely clear how actual availability of beds constrains the use of residential options. In our last report we described the results of a series of surveys we had conducted with judges, case managers, prosecutors, public defenders, and DYFS court liaisons. When asked to identify the dispositional options most needed by the courts, those surveyed listed residential programs as the most needed. More recently, we surveyed county Youth Services Commissions to determine what dispositional resources exist and what additional resources they viewed as most needed. Residential programs, along with aftercare services, consistently topped the list as the "most needed."

### **Focus On Other Dispositions**

Three other dispositional options are frequently used by the courts, typically in combination with other, more restrictive dispositions. These include suspended terms of incarceration, orders to perform community service, and restitution.

When the court imposes a suspended term of incarceration, another disposition or combination of dispositions is typically ordered and the incarcerative aspect of the sentence remains in abeyance as long as the juvenile complies with those additional orders. The sentence is not without impact in that it is a clear statement to the juvenile that he or she is just one small step away from being incarcerated. In 1986, 1,643 sentences (9% of the total) included a suspended incarceration disposition. Nearly all (96%) suspended incarceration dispositions are accompanied by a probation sentence. A smaller percentage (25%) are paired with an order for short-term commitment in a juvenile detention facility or placement in a residential facility. Infrequently (in 4% of the cases), a juvenile will receive an incarcerative disposition for one offense and a suspended incarcerative disposition for another offense.

Orders to perform community service work were the most restrictive aspect of a disposition in only 1% of all cases sentenced in 1986. This figure dramatically underrepresents how often judges order community service, however. Fourteen percent

**ALMOST 5 PERCENT OF ALL DISPOSED CASES USE RESIDENTIAL PLACEMENT AS THE LEAD DISPOSITION. THIS RANGED FROM 2 PERCENT TO OVER 14 PERCENT ACROSS COUNTIES.**

**ARE THERE ENOUGH RESIDENTIAL PLACEMENT SLOTS?**

**THE EXPANSION OF RESIDENTIAL PLACEMENT OPTIONS IS STILL IDENTIFIED BY JUVENILE JUSTICE PERSONNEL AS A VERY HIGH PRIORITY.**

**WHAT OTHER TYPES OF DISPOSITIONS ARE USED?**

**SUSPENDED TERMS OF INCARCERATION, COMMUNITY SERVICE AND RESTITUTION DISPOSITIONS ARE FREQUENTLY USED BY THE COURT.**

**A SUSPENDED SENTENCE IS A SIGNAL TO A JUVENILE THAT HE IS JUST ONE STEP AWAY FROM INCARCERATION.**

(2,422) of all 1986 sentences included a community service order. In the vast majority of cases where community service is ordered, that order is accompanied by nothing more restrictive than a sentence to probation. In only 2% of the cases where a juvenile is ordered to perform community service, is the juvenile also incarcerated or placed in a residential facility.

Restitution is utilized in a similar manner, although not as frequently. In 1% of all cases sentenced in 1986, an order to pay restitution was the most restrictive aspect of the disposition. In an additional 8% of the cases sentenced, however, an order to pay restitution accompanied a more restrictive dispositional order. As with community service, the dispositions which accompany orders to pay restitution are typically no more restrictive than probation.

### **Focus On State Executive Agency Involvement In Dispositions**

One of the objectives of the new Code was to encourage local development of dispositional options for judges. To examine the impact that this emphasis has had on state agencies, we examined the extent to which judges involve state executive agencies in delinquency dispositions, and trends in the number of delinquents under executive agency custody and care.

Incarceration in a Department of Corrections institution is perhaps the most visible example of state agency involvement in delinquency dispositions. As noted earlier in this report, nearly 7% (1,170) of all cases sentenced in 1986 were committed to the Department of Corrections. Juveniles can also be ordered into Department of Corrections' residential or day programs. In 1986, 397 cases (2% of the total) were ordered into DOC residential programs, and 168 cases (1% of the total) were ordered into DOC run day treatment programs.

Various divisions of the Department of Human Services also provide for services to juveniles adjudicated delinquent, although the agency's formal involvement in delinquency dispositions is minimal. In 1986, a total of 393 delinquency dispositions (2% of the total) included orders that the juvenile be placed under the care and custody of the Division of Youth and Family Services. An additional 17 cases were referred to either the Division of Developmental Disabilities or the Division of Mental Health and Hospitals.

In all, 12% (2,145) of all sentences meted out in 1986 involved a state executive agency in the dispositional order. Since there is no sentencing data from the years prior to enactment of the Code with which to compare, it is impossible to assess whether this level of involvement differs from pre-Code levels.

**FOURTEEN PERCENT OF ALL DISPOSITIONS GIVEN BY THE COURT INCLUDE A COMMUNITY SERVICE ORDER.**

**ABOUT 9 PERCENT OF ALL SENTENCED CASES INCLUDE AN ORDER TO PAY RESTITUTION.**

**TO WHAT EXTENT DO THE COURTS USE LOCAL AS OPPOSED TO STATE-LEVEL EXECUTIVE AGENCIES IN DISPOSITIONS?**

**THE STATE DEPARTMENT OF CORRECTIONS IS INVOLVED IN ABOUT 10 PERCENT OF ALL DISPOSED CASES.**

**THE DEPARTMENT OF HUMAN SERVICES IS DIRECTLY INVOLVED IN ONLY ABOUT 2 PERCENT OF DISPOSED CASES.**

**IN TOTAL, ABOUT 12 PERCENT OF ALL SENTENCES IN 1986 INVOLVED A STATE-LEVEL EXECUTIVE AGENCY IN THE DISPOSITIONAL ORDER.**

We do know that the total number of juveniles under the jurisdiction of the Department of Corrections remained at about pre-Code levels during 1984. In 1985, however, the number began to increase, fueled primarily by increases in institutional and day program populations. The average number of juveniles under the jurisdiction of the Department in 1986 (1,200) was 15% greater than the average in 1983. In February, the average increased to 1,327 juveniles and has not gone under 1,300 since that time. The average number of DOC juveniles for the first five months of 1987 (1,330) is 26% greater than the average for the same period of 1983 (1,058). The 1986 average of committed juveniles (659) was 100 (18%) more than the average for 1983. The 1986 average for juveniles in day programs (232) was 136 (142%) more than the comparable 1983 average. Residential populations remained relatively stable throughout this period.

Although the trend of increasing Department of Corrections responsibility for delinquent youth began around the time that the new Code became effective, that should not be construed to mean that the Code caused these changes. At least some of the increase is directly due to the Department creating new programs. Many of these initiatives were started before the Code went into effect, and are reflective of the Department proactively developing programs where it feels counties or the Department of Human Services have left a void.

**ONE OF THE BIG ISSUES IS THE GROWTH OF THE DEPARTMENT OF CORRECTIONS AS A MAJOR SERVICE PROVIDER. THE NUMBER OF JUVENILES UNDER THE JURISDICTION OF THE DEPARTMENT OF CORRECTIONS WAS 15 PERCENT GREATER IN 1986 THAN IN 1983. FIGURES FOR THE FIRST SIX MONTHS OF 1987 SHOW A 26 PERCENT INCREASE OVER 1986.**

## **5. REFORMING THE SYSTEM – WHAT’S OUR PROGRESS TO DATE?**

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- **WHAT DID WE SET OUT TO DO?**
- **HAVE WE DEVELOPED LOCAL RESPONSES TO DELINQUENCY?**
- **HAVE WE DEVELOPED MORE APPROPRIATE RESPONSES TO DELINQUENCY?**
- **HAVE WE DEVELOPED MORE EQUITABLE RESPONSES TO DELINQUENCY?**
- **HAVE WE DEVELOPED MORE EFFECTIVE RESPONSES TO DELINQUENCY?**

### **WHAT DID WE SET OUT TO DO?**

It is now over four years since we began implementing our new Code. The Code set out to reform the system by redressing past deficiencies. Our last report contained an extensive analysis of the Code's policy goals. These goals included:

- A better local response to delinquency;
- More appropriate responses to delinquency;
- More equitable responses to delinquency; and
- More effective responses to delinquency.

**THE CODE ESTABLISHED SEVERAL NEW POLICY DIRECTIONS.**

### **HAVE WE DEVELOPED LOCAL RESPONSES TO DELINQUENCY?**

A major thrust of the new Code was the emphasis it placed on local responsibility for delinquency control. In some places, this emphasis is clear. For example, the Code mandates establishment of local Crisis Intervention Units and requires that each county develop a "comprehensive plan for the provision of community services and programs to meet the needs of children under the jurisdiction of the Family Court."<sup>1</sup>

**ONE POLICY DIRECTION WAS TO DEVELOP A BETTER RESPONSE TO DELINQUENCY AT THE LOCAL LEVEL.**

In other ways, the emphasis is there, but less clearly articulated. One goal is "to preserve the unity of the family whenever possible," which implies heavy reliance on community services. The Code also authorizes new dispositional options. The operationalization of many of these is dependent on county initiative.

The logic of local responsibility is quite simple. Effective delinquency control must involve the community. Local efforts respond best to local needs. As stated by Commission member Senator Francis J. McManimon:

We have come to realize that what works in Newark won't necessarily work in Flemington. Too often, laws and regulations are implemented on a statewide basis without regard to specific local needs. Some of the best juvenile justice programs have been developed in response to community needs.<sup>2</sup>

The striking differences in delinquency problems among communities provide convincing evidence that a single response strategy dictated from Trenton is simply inappropriate. Consider these facts:

- Crime is not evenly distributed. In 1986, over 14,500 juvenile arrests occurred in Essex County as compared with only 600 in Hunterdon. The Essex Family Court handled a delinquency caseload 26 times larger than Hunterdon's.
- Crime seriousness varies greatly. Thirty-nine percent of the juvenile arrests in Salem County were for index offenses, as opposed to only 17% in Bergen.

While there are benefits to local autonomy, an exclusive reliance on county initiative raises some serious questions. What happens when response options are dependent on county funding and/or initiative? How does a lack of state support impact on the creation of new options? If counties respond differently, is the goal of equity compromised?

We first began to appreciate these dilemmas when examining the experimental detention center commitment option. Our conclusion was that "providing for the creation of a new sentencing option without mandating its creation leads to fragmented response and exacerbates existing regional differences in resource availability."<sup>3</sup>

Further research finds this to be true with other options that require county initiative. A recent survey of counties found considerable variation in what dispositional options are actually available. Resources available in one county are simply lacking in another. A serious problem is that those communities with the most severe problems are often those with the fewest dispositional options.

**WE REQUIRED THAT EVERY COUNTY ESTABLISH ONE OR MORE CRISIS INTERVENTION UNITS AND THAT THE COURT'S PLAN FOR THE PROVISION OF SERVICES FOR COURT-INVOLVED YOUTH.**

**WE ALSO ASKED COUNTY AND LOCAL GOVERNMENT TO CREATE NEW DISPOSITIONAL SERVICES.**

**THIS EMPHASIS ON LOCAL RESPONSE IS GOOD. ONE REASON IS THAT PROBLEMS ARE UNIQUE IN EVERY COMMUNITY. SOLUTIONS MUST ALSO BE UNIQUE.**

**BUT AN EXCLUSIVE RELIANCE ON LOCAL RESPONSE PRESENTS SOME VERY REAL PROBLEMS.**

**WHAT HAPPENS WHEN SOME COMMUNITIES RESPOND WELL AND OTHERS POORLY?**

**WHAT HAPPENS WHEN COMMUNITIES WITH THE GREATEST NEED HAVE THE LEAST RESOURCES?**

There are a number of reasons for variation. One is simple - counties have different needs and thus respond in different ways. The wide variation in services available to the family court, however, is only partially explained by this. Another is a county's ability or willingness to finance youth services. Our reliance on local funding and initiative to create dispositional options has exacerbated regional resource disparities. This, in turn, has contributed to the significant differences among counties in the way delinquency is handled at nearly every stage of the system.

These differences highlight a problem inherent in a justice system defined at the local level. Giving counties autonomy to shape their juvenile justice systems by deciding which options to provide may result in better response to local needs. However, it also lays the groundwork for disparate treatment to the extent the intervention a juvenile receives has more to do with where he's from than what he did. In a sense then, a purely local response to delinquency is at odds with the equally compelling goal of equity.

There are other indications that an emphasis on local response has not been overwhelmingly successful. Instead of diminishing the number of juveniles under the jurisdiction of the state, dependency on state services appears to be increasing. This is also happening despite a decline in juvenile arrests. While the numbers of juveniles under the jurisdiction of the Department of Corrections remained at pre-Code levels in 1984, they began to increase in 1985 and have been on the rise ever since. The total number of juveniles under the jurisdiction of the DOC in 1986 was considerably greater than in 1983.

Our point is simple. An emphasis on a local response is positive. Yet, we need to balance this with a concern for equity and appropriateness of community response. To this end, we must consider new strategies for fostering local responses and for ensuring minimum acceptable levels of services. At the same time that we develop new strategies for encouraging and supporting local service provision, we need to discourage over-reliance on state-level intervention.

There are many promising signs at the local level. One is the development of Youth Services Commissions. Many have compiled sophisticated needs assessments and targeted service delivery. Human service and juvenile justice personnel have increased their coordination and service gaps are being identified. New state dollars are beginning to flow, largely through the Department of Human Services. Despite these promising signs, some fundamental issues about the extent to which we can rely on local responses need to be addressed.

**ONE RESULT IS THAT DELINQUENCY IS HANDLED VERY DIFFERENTLY IN MANY COMMUNITIES. PART OF THE REASON IS THE EXISTENCE (OR LACK) OF REAL OPTIONS FOR HANDLING DELINQUENCY.**

**WHAT HAPPENS TO A JUVENILE OFTEN APPEARS TO HAVE MORE TO DO WITH WHERE HE IS FROM THAN WHAT HE HAS DONE.**

**ANOTHER PROBLEM IS THAT THE EMPHASIS ON LOCAL RESPONSE HAS NOT DIMINISHED RELIANCE ON STATE AGENCIES. THE NUMBER OF JUVENILES UNDER THE JURISDICTION OF THE DEPARTMENT OF CORRECTIONS IS CONSISTENTLY INCREASING.**

**POLICY INTENT IS NOT BEING REALIZED. WE NEED TO DEVELOP BETTER WAYS TO ENCOURAGE LOCAL RESPONSE AND DECREASE RELIANCE ON STATE-LEVEL SERVICES.**

## **HAVE WE DEVELOPED MORE APPROPRIATE RESPONSES TO DELINQUENCY?**

In addition to redressing past deficiencies, the Code also incorporates some new thinking about what causes delinquency and appropriate responses. The Senate Judiciary Committee Statement to the Bill which became the nucleus of the new Code (Assembly, No. 641 O.C.R. (P.L. 1982, c. 77)), broadly outlines Legislative intent:

This bill recognizes that the public welfare and the best interests of juveniles can be served most effectively through an approach which provides for harsher penalties for juveniles who commit serious acts or who are repetitive offenders, while broadening family responsibility and the use of alternative dispositions for juveniles committing less serious offenses.

Several provisions of the Code operationalize this intent. A family court was created. The authority of the judge was extended to parents or family members found to be contributing to a juvenile's delinquency. Crisis Intervention Units were formed in each county. A whole new range of dispositional options was authorized. The incarceration of developmentally disabled offenders was prohibited. In response to serious juvenile crime the Code liberalized the waiver provisions and authorized extended terms of incarceration. Have these provisions facilitated more appropriate responses?

The creation of a family court was tied to a theory that delinquency is a symptom of family dysfunction. The promise was that the new structure would facilitate a holistic approach to family problems, including delinquency. The Code states that judges are to consider family "strength, responsibility and unity" when sentencing delinquents, and authorizes them to order parents or guardians found to be contributing to a juvenile's delinquency into "appropriate programs or services."<sup>4</sup>

While considerable progress has been made in some areas, there have been problems in operationalizing other of these "more appropriate" response options. The family court is feeling its way. The Administrative Office of the Courts thought regionalization would be the best way to operationalize the philosophy of a family court. In our last report, we noted that the plans for regionalization had enjoyed limited success.<sup>5</sup> With the exception of a small number of counties which have made progress with innovative regionalization strategies, the courts are still facing difficulties. The high turnover rate of judges in the family part may be a contributing problem and could mean that a one judge - one family approach to regionalization is not feasible. Rather, regionalization of court staff, where there is significantly less turnover, may be the best approach.

The expansion of the court's authority to include parents and guardians also has posed problems. The Commission studied this issue in detail and published proceedings of a special symposium on the topic.<sup>6</sup> The conclusions are enlightening. Brief-

**ANOTHER GOAL OF THE CODE WAS TO FACILITATE MORE APPROPRIATE RESPONSES TO DELINQUENCY.**

**ONE STRATEGY WAS TO STRESS DIVERSION FOR LESS SERIOUS CASES.**

**ANOTHER STRATEGY WAS TO EMPHASIZE FAMILY RESPONSIBILITY.**

**THE CODE ALSO PROVIDES HARSHER PENALTIES FOR MORE SERIOUS OFFENSES.**

**SEVERAL OF THE CODE'S PROVISIONS OPERATIONALIZE THESE INTENTS.**

**A FAMILY COURT WAS CREATED. PARENTS CAN NOW BE FORMALLY INVOLVED IN DISPOSITIONS.**

**CRISIS INTERVENTION UNITS WERE ESTABLISHED TO RESOLVE LESS SERIOUS CASES.**

**MORE DISPOSITIONAL OPTIONS WERE SPECIFIED.**

**THERE HAVE BEEN SOME PROBLEMS IN OPERATIONALIZING SOME OF THESE "MORE APPROPRIATE" RESPONSE OPTIONS.**

**THE FAMILY COURT IS STILL FEELING ITS WAY IN DEVELOPING APPROPRIATE STRUCTURES TO MEET ITS NEW MANDATES.**

**PARENTAL INVOLVEMENT IN DISPOSITIONS IS STILL PROBLEMATIC.**

ly stated, judges seem reluctant to include parents or guardians in dispositional orders, primarily because of legal concerns about what can be done with parents who fail to comply, and philosophical concerns about the extent to which good parenting can be ordered by the court. Additionally, many court-involved juveniles come from broken homes, or from homes without real parents. Recently enacted legislation, based on a recommendation in our last report, would require the Administrative Office of the Courts to report on the implementation of a family court. That report, due in 1988, should shed some additional light on these issues.

Crisis Intervention Units have successfully diverted a large number of cases that would otherwise fall directly to the court. In Court Year 1987, CIUs handled over 15,600 cases. Their programmatic effectiveness in resolving family problems is being evaluated by the Administrative Office of the Courts. One interesting issue is whether the creation of CIUs has encouraged a new level of demand for services. CIU usage has grown above and beyond the volume of past status-type cases. This raises the question of whether CIUs have actually increased the court's involvement in the provision of social services - certainly not a goal of the Code.

Another important aspect of the new Code was that new dispositional options were authorized. This expansion was based on the belief that if the courts were to respond appropriately to the many types of cases they handled, many options must be available. Have these materialized? Our last report provided an analysis of what system insiders thought. A more recent inventory conducted by the Commission in late 1987 gives updated information. Some of the findings are as follows:

- Significant gaps in the dispositional options envisioned in the Code continue to exist.
- There are striking differences in the availability of options among counties.
- Ironically, many of the counties with the most serious delinquency problems have the greatest gaps in services.
- Statewide, certain options are well supported while others are largely missing. More aftercare and residential programs are needed. Programs providing family-related services and non-residential drug and alcohol rehabilitation are generally available.
- Some otherwise "available" programs may not be truly available to the poor. Poor families do not have the necessary insurance coverage or cannot raise the necessary out-of-pocket payments to procure certain services.

**CRISIS INTERVENTION IS FLYING, BUT IMPLEMENTATION HAS BEEN UNEVEN, AND DEMAND FOR CIU-TYPE SERVICES HAS INCREASED.**

**THE WIDE RANGE OF DISPOSITIONAL OPTIONS ENVISIONED BY THE CODE HAS NOT MATERIALIZED IN MANY PLACES.**

**LARGE GAPS IN SERVICES STILL EXIST. WE STILL LACK THE RANGE OF RESPONSES THAT WERE ENVISIONED BY THE CODE.**

**MANY OF THE COUNTIES WITH THE MOST SERIOUS PROBLEMS HAVE THE FEWEST DISPOSITIONAL OPTIONS.**

**THE POOR OFTEN CAN'T GET SERVICES THAT ARE AVAILABLE TO OTHERS.**

An equally compelling issue is whether we have made any progress in dealing with serious and repetitive offenders. Despite a significant liberalization of the waiver criteria, and a New Jersey Supreme Court opinion stating that there is a presumption of waiver in certain cases, waiver continues to be a relatively infrequent event. Use of extended terms of incarceration is even more infrequent.

The seeming reluctance to use these Code provisions for handling serious and repetitive offenders contrasts with findings from the Commission's research which indicate that a significant amount of juvenile crime is committed by a relatively small number of repeat offenders. Utilizing the Unit Case database, we examined the delinquency careers of all court-involved youth over a 30 month period, October of 1984 to March of 1987.

One-quarter (25%) of the juveniles who entered the courts during the 30 month period returned to court on new charges during this interval. This minority of recidivating juveniles accounted for well over one-half (57%) of the charges brought against all juveniles during this time period. We also isolated a smaller group we called "chronic offenders" - those with four or more court contacts during the period. While representing only 7% of all juveniles before the court, this small group was responsible for 28% of all charges, including 41% of the 1st and 39% of the 2nd degree charges brought against juveniles during the study period.

What is perhaps most interesting is not that crime is so heavily concentrated among repeat offenders, but that various components of the "system" often fails to act decisively when a juvenile does recidivate. In our chronic offender study, we found that in some counties, over 50% of the juveniles before the court for their fourth or subsequent time had their cases listed on the informal court calendar, an indication of a less serious response. Six percent of the juveniles sentenced to probation in 1986 were being sentenced for violating a previous probation sentence. In 1986, 40% of the cases which were before the court because a juvenile had failed to comply with conditions of a previous diversion were dismissed, 21% were formally continued, and 12% were diverted for a second time. One issue is that appropriate options are not always available to deal with juveniles who require some additional form of accountability.

An equally important issue is our use of incarceration. Significant differences exist between the counties in the types of juveniles who are incarcerated and the seriousness of the crimes they have committed. We are a diverse state where the nature and extent of delinquency and community attitudes toward it differ widely. As a result, delinquent acts which shock the conscience in one town are viewed as less serious in another. This impacts on how delinquents are treated. We have heard judges from urban counties remark that they haven't been able to incarcerate serious offenders because the commitment of less serious offenders from suburban and rural

**WE ALSO SERIOUSLY QUESTION WHETHER WE HAVE MADE VERY MUCH PROGRESS IN DEALING WITH SERIOUS AND REPETITIVE OFFENDERS.**

**THE CODE'S PRESUMPTION OF WAIVER IN CERTAIN CASES IS NOT OPERATIONAL.**

**EXTENDED INCARCERATION TERMS ARE RARELY USED.**

**A MAJOR STUDY CONDUCTED BY THE COMMISSION CLEARLY SHOWS THAT A SIGNIFICANT AMOUNT OF CRIME IS COMMITTED BY A SMALL GROUP OF CHRONIC OFFENDERS.**

**ONE-QUARTER OF THE JUVENILES ENTERING COURT DURING THE STUDY PERIOD COMMITTED WELL OVER HALF OF ALL OFFENSES CHARGED.**

**THE SYSTEM OFTEN FAILS TO ACT DECISIVELY WHEN HANDLING RECIDIVATING JUVENILES.**

**OUR STUDY FOUND THAT OVER 50 PERCENT OF THE JUVENILES BEFORE THE COURT FOR THE FOURTH OR MORE TIME HAD THEIR CASE LISTED ON THE INFORMAL CALENDAR.**

**OVER 40 PERCENT OF THE CASES FAILING A COURT-ORDERED DIVERSION ARE DISMISSED.**

**SOME CLAIM THAT CHRONIC OFFENDERS IN SOME LOCALITIES SIMPLY CAN'T BE INCARCERATED BECAUSE THE SYSTEM IS CLOGGED WITH LESS SERIOUS CASES COMMITTED FROM OTHER COMMUNITIES.**

counties has crowded the institutions. Conversely, we have heard judges from suburban and rural counties remark that they are hesitant to send juveniles from their counties to correctional institutions, where they are likely to learn from, or be victimized by, hard-core inner-city juveniles. An impact of this last phenomenon is striking: typically 80% of the juveniles in our correctional institutions are minorities.

Current Code provisions have not been successful in encouraging uniform and appropriate use of incarceration. The Code identifies aggravating and mitigating factors which judges are to consider in determining whether incarceration is an appropriate disposition, yet the vagueness of these factors means that incarceration decisions are influenced by differing perspectives on the meaning and importance of these factors. This contrasts with the specific and objective guidance the Code provides for determining the length of an incarcerative term. Terms of incarceration are uniformly tied to the degree of the offense committed.

## **HAVE WE DEVELOPED MORE EQUITABLE RESPONSES TO DELINQUENCY?**

A major litmus test of the system is how well it provides equitable treatment. Put simply, a system is said to be equitable, or fair, when similarly situated juveniles are treated alike. The Code contains a number of provisions designed to minimize inequities in the handling of cases. It provides guidelines, standards or criteria for certain decisions, including decisions to detain, waive, incarcerate or impose extended terms.

Despite these attempts to structure decisions, the Code leaves discretion largely intact. The reason is simple - the system handles thousands of cases, each demanding a unique response. Unlike the adult system, decisions in the juvenile justice system are guided by a concern for the best interests of the juvenile. Discretion facilitates responses that are creative, flexible, and tailored to individual needs. In practice, however, discretion can lead to inequities.

In evaluating the extent to which the system fairly treats those before it, we focused in two areas: regional and racial response patterns. Unfortunately, our research has yielded disturbing results.

This report has documented significant differences in the way local communities handle delinquency. Several examples vividly indicate this:

- Police/Court referral rates vary significantly between counties. While only 27% of the juveniles taken into custody in Ocean County are referred to court, almost 90% are referred in Salem.

**A MAJOR LITMUS TEST OF THE SYSTEM IS WHETHER IT PROVIDES EQUITABLE TREATMENT.**

**THE CODE CONTAINS PROVISIONS AIMED AT INCREASING THE DEGREE OF EQUITY FOUND IN THE SYSTEM.**

**YET, DISCRETIONARY DECISIONMAKING WAS LEFT LARGELY INTACT.**

**DISCRETION CAN BE A POSITIVE. IT PROVIDES FOR CREATIVE AND FLEXIBLE RESPONSES. YET, IT CAN ALSO LEAD TO INEQUITIES.**

**OUR RESEARCH CLEARLY SHOWS THAT THERE ARE REGIONAL DIFFERENCES IN THE WAY JUVENILE CASES ARE HANDLED.**

- The percentage of juveniles diverted by the courts ranged from 21% in Sussex County to 66% in Essex County.
- The percentage of cases docketed in which juveniles are detained prior to adjudication ranged from 3% in Monmouth County to 26% in Passaic County.

Some of these differences can be justified by crime patterns. Yet, the magnitude of regional differences is so great that how a juvenile law-breaker is treated appears to have as much to do with where he broke the law as it does with the seriousness of the offense or his prior record.

Some argue that this is acceptable, even desirable, since there are different community values. Others disagree. While not questioning the merit of either view, our analysis of local responses shows that regional variation in response probably has as much to do with resources as with regional values.

An equally compelling issue is whether decisions are influenced by race. New Jersey follows the disturbing national pattern of minority overrepresentation at various points in the juvenile justice system. A striking example is the overrepresentation of minorities in our state correctional institutions (see section 4 for an in-depth analysis).

Our research indicates that this disproportionate incarceration of minorities cannot be adequately explained by differences between the races in seriousness of offenses or prior record. Additionally, the over-incarceration of minority youth is not attributable to minority youth having greater levels of personal or family-related problems. The only clear difference between white and minority incarcerated youth that we found was that minority youth were much more likely to come from single-parent families. While this finding does not make the overrepresentation of minorities in correctional facilities any less troubling, it may shed some light on this serious problem.

The overrepresentation of minority youth may highlight the extent to which race-neutral policies and decisions can negatively impact minorities. If decisions to incarcerate juveniles are strongly influenced by perceived levels of parental involvement and supervision, minority youth, who may disproportionately experience low levels of parental support, will be adversely affected. Similarly, if incarceration decisions are influenced by whether or not the juvenile can afford, or has insurance to cover, the costs of an alternative residential placement, minorities will be negatively impacted. Our reliance on local initiative for the development of dispositional options has resulted in a situation where areas with the worst delinquency problems and the highest concentrations of minority youth often have the fewest "real" options.

It is important that we examine our supposedly race-neutral policies and decisions and assess the extent to which they negatively impact minorities. Inability to pay for

**A COMPELLING ISSUE IS WHETHER SENTENCING DECISIONS ARE INFLUENCED BY RACE.**

**OUR RESEARCH SHOWS THAT IT IS DIFFICULT IF NOT IMPOSSIBLE TO ADEQUATELY EXPLAIN THE DISPROPORTIONATE INCARCERATION RATES FOR MINORITIES.**

**IT APPEARS THAT EVEN "RACE-NEUTRAL" POLICIES CAN NEGATIVELY IMPACT MINORITIES.**

**OUR RESEARCH ALSO POINTS TO THE FACT THAT THE LACK OF AN INTACT FAMILY OR THE INABILITY TO SECURE SER-**

services should not be allowed to influence the sentencing decision. Similarly, the fact that a juvenile comes from a "broken family," or has no viable family to return to, should not be allowed to work against him. We also need to address disparities in resources and seek to establish a minimum level of services which must be available to all court-involved youth.

## **HAVE WE DEVELOPED MORE EFFECTIVE RESPONSES TO DELINQUENCY?**

Effectiveness relates to the issue of *what works*. The ultimate goal of a juvenile justice system is to reduce juvenile crime. Therefore, evaluation of a delinquency program must focus on how successfully it reduces recidivism. This is rarely done. There are strong indications that many of our responses are effective. Crisis Intervention Units now handle a significant caseload, and only about 6% of their cases statewide are returned to court. The court also diverts a significant number of its delinquency cases - almost 40%. Most of these diversions are successful. In fact, there is a failure rate of just under 7%.

To further assess effectiveness, we traced the involvement of all juveniles who had a delinquency complaint brought against them for the first time in 1985. We then assessed the extent to which these juveniles came back before the courts on new charges through July of 1987. The results are encouraging. The vast majority did not return. Only 31% of the cohort had new charges docketed in the courts, and only 16% were subsequently re-adjudicated delinquent.

Our analysis indicated that the probability of recidivism varied significantly between juveniles who received different types of dispositions when they first appeared before the court in 1985. Over 60% of the juveniles disposed to certain types of programs recidivated, while fewer than 15% of those receiving other dispositions recidivated. Since some programs take offenders who are more likely to recidivate to begin with, we would expect differences even if all programs were equally effective. Yet the data also indicate one simple truth - some interventions are simply more effective than others.

We often have very limited knowledge of what works best. Decisionmakers in juvenile justice, particularly judges, receive little feedback about the outcome of their decisions. What little feedback received is negative; recidivating juveniles provide evidence that the previously ordered intervention was a failure. When an intervention or a program is successful, however, the decisionmaker rarely finds out about it.

**VICES MAY LEAD TO AN INCREASED PROBABILITY OF THE USE OF INCARCERATION. THESE FACTORS DISPROPORTIONATELY IMPACT ON MINORITY YOUTH.**

**CONCERN FOR EFFECTIVENESS RELATES TO THE ISSUE OF "WHAT WORKS."**

**SOME PEOPLE MISS THE POINT THAT THE WHOLE PURPOSE OF THE JUVENILE JUSTICE SYSTEM IS TO REDUCE JUVENILE CRIME.**

**THERE ARE SIGNS THAT SOME ASPECTS OF OUR JUVENILE JUSTICE SYSTEM ARE SUCCESSFUL.**

**OUR ANALYSIS INDICATES THAT THE VAST MAJORITY OF JUVENILES BEFORE THE COURT DO NOT RETURN ON NEW CHARGES.**

**ANOTHER STUDY SHOWS THAT SOME DISPOSITIONS MAY BE MORE EFFECTIVE THAN OTHERS IN RETARDING FUTURE DELINQUENCY.**

**HOWEVER, WE RARELY STUDY WHAT WORKS. PRACTITIONERS ONLY SEE THE FAILURES, NOT THE SUCCESSES.**

This problem is heightened by the fact that very little evaluation occurs in juvenile justice. We simply respond to the crisis of the moment, and fail to focus on results. The result is often that we throw good money after bad, and continue to fund programs that simply aren't effective. Assemblyman John Watson, commenting on this problem, remarked at a recent statewide symposium:

**We cannot continue to fund programs without knowing whether or not they work. All programs should have an evaluation component built in, and the evaluation should be given a high priority."**

Another problem is the "one size fits all" nature of programs. Program administrators often remark that if they could only control program intake, success rates would soar. We often view delinquents as a homogeneous group and look for the one program that will be the panacea for all delinquency. In fact, delinquents are a diverse group, with many different types of problems. They require many different types of interventions.

Research tells us that some programs work, for some juveniles, under some circumstances. It does little good to order a juvenile with a drug addiction into a program emphasizing self-reliance when the drug addiction is left untreated. Yet, we continue to expect juvenile justice professionals to make appropriate referrals where even social service professionals experience difficulty. Inappropriate referrals inevitably occur, and when they do, programs must respond because they are ordered to by the court. As a result, programs fail, not because they aren't good, but because they didn't have much of an opportunity to work with the types of cases they were designed to handle.

**WE DO LITTLE EVALUATION. THE RESULT IS THAT WE MAY BE THROWING GOOD MONEY AFTER BAD AND WASTING OUR EFFORTS WITH SOME INTERVENTIONS THAT SIMPLY ARE INAPPROPRIATE.**

**THIS HAS PROMPTED ONE ASSEMBLYMAN TO SUGGEST AN EVALUATION COMPONENT FOR EVERY INITIATIVE WE FUND.**

**OUR "ONE SIZE FITS ALL" MENTALITY MEANS THAT WE MISMATCH OFFENDERS AND TREATMENT PROGRAMS.**

## **6. CONCLUSIONS AND RECOMMENDATIONS**

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- **RECOMMENDATIONS FOR DEVELOPING LOCAL RESPONSES TO DELINQUENCY**
- **RECOMMENDATIONS FOR DEVELOPING MORE APPROPRIATE RESPONSES TO DELINQUENCY**
- **RECOMMENDATIONS FOR DEVELOPING MORE EQUITABLE RESPONSES TO DELINQUENCY**
- **RECOMMENDATIONS FOR DEVELOPING MORE EFFECTIVE RESPONSES TO DELINQUENCY**

Former Assemblyman and current family court Judge Martin Herman, the prime mover behind the new Code, described the Juvenile Delinquency Commission as follows:

An oversight committee, made up of legislators, law enforcement officials and members of the public, will monitor the effectiveness of the Code so problems in the system can be dealt with as they occur, and not 20 years down the road.

It is toward this end that the Commission has labored. We have found much that those who work in the juvenile justice system daily, and all New Jerseyans, can be proud of. There is strong evidence suggesting that a great deal of what we do meaningfully impacts on the lives of our troubled young people, increases their chances to develop as productive and law-abiding adults, and makes our communities safer and more enjoyable places in which to live.

The Code has provided guidance and made many of our recent accomplishments possible. We are one of the few states that has created an oversight group to examine juvenile justice issues on an ongoing basis, a key ingredient to continued success. We are also one of the few states that has attempted to organize local responses, in our case, through Youth Services Commissions. Progress has been made in expanding dispositional options available to the courts. Crisis Intervention Units have diverted large numbers of minor cases from formal court processing. Many other exciting things are in progress.

Yet, in compiling this year's report, we were confronted with several inherent contradictions. Despite a reduction in juvenile arrests and a dip in the seriousness index, many of our detention and correctional institutions are overcrowded. Despite a policy encouraging local responses to delinquency, the number of juveniles under the jurisdiction of the Department of Corrections is at an all time high. We also began to

**THE COMMISSION'S PURPOSE IS TO EXAMINE WHAT WORKS AND WHAT DOESN'T - AND TO PROVIDE THIS INFORMATION TO THOSE IN A POSITION TO MAKE CHANGES.**

**THERE IS MUCH IN NEW JERSEY'S JUVENILE JUSTICE SYSTEM TO BE PROUD OF.**

**THE NEW CODE HAS SERVED AS THE CATALYST FOR MUCH OF OUR RECENT PROGRESS.**

**WE'VE RESOLVED SOME OLD ISSUES. BUT NEW PROBLEMS ARE EMERGING.**

see that the criticisms which spawned the development of our new Code were being replaced by a litany of other problems - overcrowding, inadequate local efforts to deal with delinquency, inadequate state support of local efforts, gaps in services, disparities between counties and inequitable treatment of minorities.

The Commission believes that the time to confront these problems is now, before they become even more serious. Demographics are important. Our juvenile population is at a low point. So are juvenile caseloads. In the next few years, juvenile populations will increase, and so will the number of juveniles in the system. If the system is strained at present, will we be prepared for the future? The quality of our juvenile justice system in the years to come depends on the decisions we make today. It is within the framework of both continuing progress and a need to respond to emerging problems that the Commission provides the following recommendations.

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## **RECOMMENDATIONS FOR DEVELOPING LOCAL RESPONSES TO DELINQUENCY**

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### **A Safety Net Of Services**

#### **Youth Services Commissions**

The Commission believes that locally developed solutions are most likely to meet the unique problems communities confront. The Code emphasizes local responsibility. Operationalization of many of the options authorized by the Code is now dependent on local initiative and/or funding. Unfortunately, not all communities have performed equally. One problem is that communities with the worst crime problems are often least equipped to react meaningfully. Exclusive reliance on local jurisdictions to provide or fund delinquency programs exacerbates regional differences and can be at odds with the equally compelling goals of equitable and appropriate treatment. It is no exaggeration to suggest that the court can only be as effective as the options available to it. The state must, therefore, assume some responsibility for encouraging improved local response.

As indicated in our last report, we also believe that local Youth Services Commissions can play a significant role in assessing local needs, and planning for an appropriate safety net of services for court-involved youth. However, the Code now requires only that each county develop an advisory committee to assist in the development of three year plans for family court services. While Youth Services Commissions have fulfilled this role, they do so without formal authority. Now is an opportune time to formally establish these Commissions. It is equally important that their responsibility be articulated, clearly establishing their role in combating delinquency. To respond to these issues, the Commission provides the following recommendation:

**WE NOW FACE SEVERAL DILEMMAS. DESPITE DOWNWARD TRENDS IN ARRESTS, OUR DETENTION AND CORRECTIONAL SYSTEMS ARE BULGING AT THE SEAMS.**

**THE TIME TO CONFRONT THESE PROBLEMS IS NOW - WHILE JUVENILE POPULATIONS ARE AT A LOW POINT.**

**OUR POLICY OF REQUIRING LOCAL RESPONSE TO DELINQUENCY IS GOOD - IT SIMPLY HAS NOT BEEN ADEQUATELY IMPLEMENTED.**

**THE GREAT DIVERSITY IN OUR STATE MEANS THAT SOME COMMUNITIES CAN RESPOND WELL TO DELINQUENCY WHILE OTHERS CANNOT.**

**A SAFETY NET OF SERVICES SHOULD BE AVAILABLE IN EVERY COUNTY.**

**YOUTH SERVICES COMMISSIONS CAN HELP CREATE THIS SAFETY NET.**

## **RECOMMENDATION 1**

THE LEGISLATURE SHOULD FACILITATE CREATION AND DELIVERY OF SERVICES BY MANDATING ESTABLISHMENT OF COUNTY YOUTH SERVICES COMMISSIONS. THESE COMMISSIONS SHOULD BE CHARGED WITH RESPONSIBILITY FOR DEFINING AND PLANNING FOR AN ACCEPTABLE LEVEL OF SERVICES, WITH SPECIAL EMPHASIS ON THE NEEDS OF JUVENILES ADJUDICATED DELINQUENT. FURTHER, THE LEGISLATURE SHOULD MANDATE PROVISION, IN EACH COUNTY, OF A MINIMALLY ACCEPTABLE LEVEL AND RANGE OF SERVICES, AS IDENTIFIED BY THE STATE AND COUNTY YOUTH SERVICES COMMISSIONS, TO MEET THE BASIC NEEDS OF COURT-INVOLVED YOUTH.

### **An Urban Initiative**

Juvenile crime in our state is not distributed evenly. One out of every five juveniles arrested in the state for a violent index offense comes from Newark or Paterson. More than two of every five (43%) juveniles arrested for violent index offenses statewide come from our six most populated cities (Camden, Elizabeth, Jersey City, Newark, Paterson and Trenton). These and several other urban areas face delinquency problems unparalleled elsewhere in the state. Confronted with a host of other problems, these cities are often unable to devote enough resources to effectively combat delinquency. The potential exists to dramatically impact the level of juvenile crime in this state by targeting these delinquency intensive areas for special attention. We therefore recommend:

## **RECOMMENDATION 2**

IN CONSULTATION WITH APPROPRIATE STATE, COUNTY, AND MUNICIPAL GOVERNMENTS, THE LEGISLATURE SHOULD UNDERTAKE AN URBAN INITIATIVE TO ASSIST THE STATE'S MOST TROUBLED CITIES IN RESPONDING TO DELINQUENCY. THE INITIATIVE SHOULD BE SUBJECT TO RIGOROUS EVALUATION.

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## **RECOMMENDATIONS FOR DEVELOPING MORE APPROPRIATE RESPONSES TO DELINQUENCY**

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### **A Chronic Offender Initiative**

The Code provides a number of implicit and explicit statements about appropriate responses to delinquency. On the broadest level, a bifurcated system was envisioned wherein family and community responsibility for less serious offenders would be ex-

WE, THEREFORE, RECOMMEND THAT THE LEGISLATURE MANDATE THE ESTABLISHMENT OF YOUTH SERVICES COMMISSIONS IN EACH COUNTY AND THAT A SAFETY NET OF SERVICES BE MADE AVAILABLE IN EACH COUNTY FOR COURT INVOLVED YOUTH.

JUVENILE CRIME IS NOT EVENLY DISTRIBUTED IN OUR STATE.

MOST OF THE SERIOUS DELINQUENCY PROBLEMS ARE FOUND IN A LIMITED NUMBER OF AREAS.

WE, THEREFORE, RECOMMEND THAT A SPECIAL URBAN INITIATIVE BE DEVELOPED TO HELP THOSE AREAS WITH THE GREATEST DELINQUENCY PROBLEMS.

THE CODE DEFINES SOME OF THE APPROPRIATE WAYS TO DEAL WITH DELINQUENCY.

panded, while harsher penalties would be provided for serious or repetitive offenders. In many respects, we have made more progress in responding to the less serious cases than we have with serious, chronic offenders.

The Commission's recent research clearly demonstrates a problem insiders have known for years. A small group of chronic offenders contributes heavily to the volume of juvenile crime by repetitively committing delinquent acts. Specifically, over a two and one half year period, we found that 6.7% of the juveniles who appeared before the court were responsible for 28% of all charges, and 41% of all first degree charges. Although the Code authorized such things as extended terms of incarceration and liberalized waiver criteria for handling these juveniles, these options are rarely used.

The Camden County Prosecutor's Office was the recipient of a federal grant to develop a program to target serious and repetitive offenders for differential prosecution and treatment. Other counties have also undertaken chronic offender initiatives, with and without outside funding. Realizing the potential merit of such programs, we recommend that the Attorney General develop a chronic offender initiative. Such an initiative could serve to encourage local development of chronic offender programs, provide technical assistance to aid local efforts, and include guidelines or standards for the operation of such programs. In conjunction with this effort, the Department of Corrections should develop a treatment program specifically designed to confront the unique problems posed by these offenders. In short, this initiative should be comprehensive, including prevention, identification, differential case processing, rehabilitative and aftercare efforts.

### **RECOMMENDATION 3**

**THE ATTORNEY GENERAL, IN COOPERATION WITH COUNTY PROSECUTORS, THE DEPARTMENT OF CORRECTIONS AND THE JUDICIARY SHOULD DEVELOP A CHRONIC OFFENDER INITIATIVE.**

#### **Police Diversion**

Our analysis shows that substantial numbers of juveniles suspected of committing delinquent acts are handled unilaterally by the police. While recognizing the appropriateness and effectiveness of "station house adjustments" in many cases, our research indicates that in the absence of guidelines to structure the police diversion decision, the practice varies considerably between departments. Juveniles who are handled at the police level in some towns are court-referred in others. The following is articulated in the State Police Juvenile Justice Training Manual:

**IT SAYS THAT THE FAMILY AND THE COMMUNITY MUST PLAY A DEFINITIVE ROLE.**

**IT SAYS THAT HARSHER PENALTIES SHOULD BE PROVIDED FOR MORE SERIOUS OFFENDERS.**

**IN SOME WAYS, IT APPEARS THAT WE'VE MADE MORE PROGRESS IN DEALING WITH LESS SERIOUS OFFENDERS THAN WITH THE CHRONIC OFFENDERS.**

**THE FEW INITIATIVES UNDERTAKEN TO DEAL WITH CHRONIC OFFENDERS HAVE QUICKLY FADED.**

**WE, THEREFORE, RECOMMEND THAT THE ATTORNEY GENERAL DEVELOP A CHRONIC OFFENDER INITIATIVE.**

**MANY DELINQUENT YOUTHS ARE HANDLED UNILATERALLY BY THE POLICE.**

Police officials traditionally have diverted large numbers of youth from juvenile court. But the criteria used to make these decisions are often arbitrary. The range of police dispositions is considerable, and the criteria for selection of disposition are seldom set forth explicitly, ordered in priority, or regularly reviewed for administrative purposes.

An offshoot of this situation is that there is no uniform practice for informing the judiciary about police-level interventions. Lacking that knowledge, some juveniles may appear to be first-time offenders to judges, when, in fact, they have had prior contacts with the police. We therefore encourage the development of a uniform set of practices and procedures for the collection and dissemination of information about police-level intervention with the objective of encouraging more uniform and rational diversion practices. Specifically, we recommend that:

#### **RECOMMENDATION 4**

**TO ENCOURAGE MORE DIVERSION, THE ATTORNEY GENERAL, IN CONSULTATION WITH COUNTY PROSECUTORS, SHOULD ESTABLISH GUIDELINES DELINEATING THE TYPES OF DELINQUENCY CASES APPROPRIATE FOR POST-ARREST POLICE DIVERSION AND OUTLINING THE TYPES OF INTERVENTIONS WHICH ARE PERMISSIBLE AND APPROPRIATE IN SUCH CASES.**

#### **Out-Of-Home Placement**

Crisis Intervention Units have proven to be an effective mechanism for diverting a substantial number of cases from direct court intervention. Yet, it seems likely that these units are being asked to intervene in cases that would not have been court-referred in the past. While we do not wish to comment on the merit of the court being forced to respond as a social service agency in non-delinquency cases, the fact is that CIUs are a part of the court and carry more clout than other social service agencies. It is therefore troubling that, in the absence of a clearly articulated policy with regard to when CIUs should petition the court to remove juveniles from their homes, there is substantial variation in the practice between counties. Lack of an understanding about the objective of out-of-home placement seems to be at least part of the cause. We have heard county representatives cite both low and high CIU out-of-home placement rates as indicators that their CIUs are effective. A clearly articulated policy would alleviate these disparities. Specifically, we recommend that:

**THIS PRACTICE HAS MUCH MERIT, BUT IT SHOULD BE GUIDED BY SOME UNIFORM LOGIC.**

**THERE IS ALSO A NEED TO INSURE THAT MULTIPLE "STATION HOUSE ADJUSTMENTS" BE PART OF THE RECORD.**

**WE, THEREFORE, RECOMMEND THAT THE ATTORNEY GENERAL ESTABLISH GUIDELINES FOR THE USE OF POLICE DIVERSION.**

**CRISIS INTERVENTION HAS PROVEN AN EFFECTIVE WAY TO DIVERT A SUBSTANTIAL NUMBER OF CASES.**

**SOME HAD HOPED THAT ITS USE WOULD CUT DOWN ON THE USE OF OUT-OF-HOME PLACEMENTS, OR AT LEAST STANDARDIZE THE USE OF SUCH REFERRALS. THERE APPEARS TO BE CONSIDERABLE VARIATION IN PRACTICES.**

## **RECOMMENDATION 5**

**THE LEGISLATURE SHOULD AMEND THE CODE OF JUVENILE JUSTICE TO CLEARLY ARTICULATE THAT JUVENILE-FAMILY CRISIS INTERVENTION UNITS SHALL NOT REQUEST THAT COURT INTAKE FILE A PETITION TO PLACE JUVENILES OUT-OF-HOME UNTIL ALL ALTERNATIVE RESOURCES HAVE BEEN EXHAUSTED.**

### **Detention**

The Commission believes that there is an ongoing need to protect the public from juveniles awaiting court action whose conduct indicates a threat to the community or a risk of failure to appear in court. Detention serves that function. Many detention centers throughout the state are overcrowded. This report has provided evidence suggesting that we overuse detention, contributing to the overcrowding problem. One reason for the overuse of detention is that few alternatives to secure detention are available for cases where some level of supervision is warranted or where parents cannot be contacted. Another reason is that our current admission criteria are broad and vague, and provide little guidance to decisionmakers. Many juveniles held in detention ultimately had their charges dismissed (30%), continued (6%), or diverted (2%), an indication of the lack of available options and the difficulty court personnel appear to have in accurately predicting risk in the absence of specific and objective detention admission criteria.

The Commission believes that both problems need to be addressed. Current detention practices should be revised to more clearly articulate and specify the appropriate use of detention. Additionally, recognizing that the lack of available alternatives impacts on the use of detention, and that viable alternatives have been created in some counties, the Commission recommends the creation, expansion, and funding of alternatives to detention. Alongside home detention and other alternatives, we urge development of interim programs to obviate the practice of keeping juveniles in secure facilities when they are awaiting non-residential program placements. Specifically, we recommend that:

## **RECOMMENDATION 6**

**IN CASES WHERE A DISORDERLY OR PETTY DISORDERLY PERSONS OFFENSE IS THE MOST SERIOUS CHARGE ALLEGED, THE USE OF DETENTION SHOULD BE STRICTLY CURTAILED. THE LEGISLATURE SHOULD REVISE CURRENT DETENTION PRACTICE TO REQUIRE, IN SUCH CASES, THAT POLICE AND COURT INTAKE MAKE ALL REASONABLE EFFORTS TO LOCATE A PARENT OR GUARDIAN TO ASSUME RESPONSIBILITY FOR THE JUVENILE PRIOR TO REQUESTING OR GRANTING**

**WE, THEREFORE, RECOMMEND THAT THE CODE BE AMENDED TO SPECIFY THAT PETITIONS FOR OUT-OF-HOME PLACEMENT SHALL OCCUR ONLY AFTER ALL OTHER RESOURCES HAVE BEEN EXHAUSTED.**

**THE USE OF PRE-ADJUDICATION DETENTION IS WARRANTED IN MANY CASES.**

**HOWEVER, MUCH EVIDENCE SUGGESTS THAT IT IS INAPPROPRIATELY USED IN SOME CASES.**

**THERE ARE ALTERNATIVES TO SECURE CONFINEMENT THAT WORK.**

**WE, THEREFORE, RECOMMEND THAT OUR CURRENT DETENTION CRITERIA BE AMENDED TO PROVIDE FOR MORE APPROPRIATE USE OF DETENTION RESOURCES.**

APPROVAL FOR DETENTION. AT THE INITIAL DETENTION HEARING, JUVENILES WHOSE MOST SERIOUS CHARGE ALLEGED IS A DISORDERLY OR PETTY DISORDERLY PERSONS OFFENSE SHOULD BE RELEASED ON CONDITIONS ESTABLISHED BY THE COURT OR TRANSFERRED TO A NON-SECURE PLACEMENT. JUVENILES CHARGED WITH DISORDERLY OR PETTY DISORDERLY PERSONS OFFENSES SHOULD NOT BE HELD IN SECURE DETENTION BEYOND THE INITIAL DETENTION HEARING. THE LEGISLATURE SHOULD ALSO REVISE CURRENT DETENTION PRACTICE TO REQUIRE THAT IN CASES WHERE JUVENILES ARE DETAINED BECAUSE THEY ARE DEEMED TO BE AT RISK OF FAILURE TO APPEAR IN COURT, THAT THAT RISK BE DEMONSTRATED BY A RECENT PRIOR RECORD OF WILLFUL FAILURE TO APPEAR AT JUVENILE COURT PROCEEDINGS OR TO REMAIN WHERE PLACED BY THE COURT. ADDITIONALLY, CURRENT DETENTION CRITERIA SHOULD BE AMENDED TO EXPLICITLY PROHIBIT THE CONTINUED DETENTION OF JUVENILES WHO HAVE BEEN ADJUDICATED DELINQUENT BUT WHOSE DISPOSITIONS DO NOT INVOLVE A SECURE OUT-OF-HOME OR RESIDENTIAL PLACEMENT.

#### **RECOMMENDATION 7**

THE DEVELOPMENT, EXPANSION AND FUNDING OF ALTERNATIVES TO SECURE DETENTION SHOULD BE A PRIORITY OF BOTH STATE AND LOCAL GOVERNMENT. AT THE LOCAL LEVEL, WE RECOMMEND THAT COUNTIES DEVELOP AND EXPAND ALTERNATIVES TO SECURE DETENTION FOR JUVENILES HELD PRE-DISPOSITIONALLY. EXECUTIVE AGENCIES SHOULD EXAMINE AND IMPLEMENT APPROPRIATE CASE MANAGEMENT STRATEGIES TO EXPEDITE THE TRANSFER OF JUVENILES HELD IN DETENTION POST-DISPOSITIONALLY AWAITING TRANSFER TO AGENCY PROGRAMS. IF NECESSARY, INTERIM PLACEMENTS SHOULD BE DEVELOPED AND FUNDED FOR SUCH JUVENILES.

#### **A County Subsidy Program**

The Commission's research has documented that despite Code intent, real options for handling tough delinquents at the local level are often hard to find in New Jersey. This has forced increasing reliance on the use of incarceration in areas where options are least available, and contributed to the considerable county variation in the use of incarceration. We believe that the creation of innovative residential and non-residential community-based programs can ease the overcrowding we now face in our secure facilities, provide appropriate and cost-effective alternatives for handling tough cases and allow the targeting of our limited correctional resources to the most serious and repetitive offenders. Subsidies have been successfully used elsewhere to

WE ALSO RECOMMEND THAT THE INAPPROPRIATE USE OF POST-DISPOSITIONAL DETENTION BE PROHIBITED.

WE FURTHER RECOMMEND THAT ALTERNATIVES TO DETENTION BE DEVELOPED AT THE LOCAL LEVEL AND THAT CASE MANAGEMENT STRATEGIES BE DEVELOPED TO EXPEDITE THE TRANSFER OF JUVENILES BEING HELD AFTER THEY ARE ADJUDICATED.

THE PROMISE THAT THE COURTS WOULD HAVE MORE DISPOSITIONAL OPTIONS HAS NOT BEEN FULFILLED. ONE RESULT IS A CONTINUED RELIANCE ON INSTITUTIONALIZATION.

SUBSIDY PROGRAMS TO ENCOURAGE DEVELOPMENT OF ALTERNATIVES TO INCARCERATION HAVE WORKED WELL IN SOME OTHER STATES.

encourage and support local initiatives, and we recommend experimentation with them in New Jersey. Specifically, we recommend that:

### **RECOMMENDATION 8**

**THE LEGISLATURE SHOULD ESTABLISH AN ONGOING SUBSIDY PROGRAM TO REIMBURSE COUNTIES, THROUGH YOUTH SERVICES COMMISSIONS, FOR HANDLING JUVENILES ADJUDICATED DELINQUENT WHO WOULD OTHERWISE BE COMMITTED TO STATE CORRECTIONAL INSTITUTIONS.**

This program should have two central characteristics. Subsidies should only be provided for the development, expansion, or continuation funding of programs serving as dispositional options for family court judges. Second, a mechanism should be developed to ensure that the subsidies are truly for juveniles who would otherwise have been committed to state facilities. This can be accomplished in one of two ways: by requiring that the county demonstrate a decreasing rate of commitments, or by basing subsidies on use of an incarceration probability instrument.

We further recommend the program be administered through the Department of Corrections and begin as a pilot project in Passaic, Camden and Essex counties. These three counties were responsible for 50% of all commitments to juvenile correctional institutions in 1986. We further believe that county participation should be voluntary and that the pilot project should be independently evaluated to assess program impact on the use of state institutions and the development of community dispositional options. If the evaluation findings are positive, the program should be expanded to include all counties wishing to participate.

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### **RECOMMENDATIONS FOR DEVELOPING MORE EQUITABLE RESPONSES TO DELINQUENCY**

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#### **Incarceration Of Minority Youth**

The Commission's last report noted "considerable variation in decisionmaking at various stages in the juvenile justice system. These variations commence at police referral, continue through diversion, and are apparent in dispositional choices." This situation has not changed. One of the reasons for regional variation is the autonomy granted to local jurisdictions to determine the level and range of options available for handling court-involved youth. While there are benefits derived from this, there are also negative effects. Some of the recommendations offered in the preceding sections are meant to redress the negatives.

**WE, THEREFORE, RECOMMEND THE USE OF A COUNTY SUBSIDY PROGRAM AS ONE WAY TO DISCOURAGE OUR HEAVY RELIANCE ON INCARCERATION.**

**ONE OF THE POLICY GOALS OF THE CODE WAS TO DEVELOP MORE EQUITABLE RESPONSES TO DELINQUENCY.**

**OUR RESEARCH HAS SHOWN THAT SIGNIFICANT REGIONAL VARIATIONS IN THE WAY JUVENILES ARE HANDLED CONTINUE TO EXIST.**

Yet, the most troubling finding of our research is that the 80% concentration of minority youth in correctional facilities cannot be adequately explained or justified by select legal and extra-legal factors. Rather than reflecting discriminatory intent, evidence suggests that the rate of minority incarceration is due to other indirect factors that often unwittingly impact minorities. Rural counties, which are most likely to have predominantly white populations, are hesitant to commit juveniles to correctional institutions. Our inner cities, where delinquency is most serious, are predominantly minority in composition, and often have the fewest options available for judges to use in lieu of correctional placement. Minority juveniles handled by the juvenile justice system are less likely to have intact families; family structure influences decisions to remove juveniles from their homes. The families of minority youth are less likely to be able to afford, or have insurance to cover the costs of private services. As a result, state services often provide the only alternative available. While the intent may not be to discriminate, the result is no less cruel.

The courts continue to examine this issue. Chief Justice Robert W. Wilentz has made equitable treatment of minorities in the courts a top priority by forming a Supreme Court Task Force on Minority Concerns. The Task Force has labored on a wide range of issues for over two years and recently designed a broad research agenda. We believe that an examination of the factors which impact adversely on the incarceration of minority youth should be a part of that agenda, and that the Task Force is in the best position to oversee this work.

The outcome should provide a more complete understanding of how our current practices lead to over-incarceration of minority youth. With this understanding, new incarceration guidelines should be developed which specifically delineate race-neutral characteristics. These guidelines should be implemented by the courts as a pilot project and their effects on the incarceration of minority youth should be closely monitored. Although the Commission is statutorily charged with the responsibility of considering the development of guidelines, we believe that a judicial body is the most appropriate forum for establishing these guidelines. Specifically, the Commission recommends that:

#### **RECOMMENDATION 9**

**THE NEW JERSEY SUPREME COURT'S TASK FORCE ON MINORITY CONCERNS SHOULD EXAMINE THE EXTENT TO WHICH CODE AND OTHER CRITERIA USED TO MAKE INCARCERATION AND OTHER SENTENCING DECISIONS ADVERSELY AFFECT MINORITIES. THE OBJECTIVE SHOULD BE THE DEVELOPMENT OF RACE-NEUTRAL GUIDELINES FOR THE USE OF INCARCERATION.**

**ONE OF THE MOST TROUBLING ISSUES IS THAT 80 PERCENT OF THE POPULATION OF OUR CORRECTIONAL INSTITUTIONS ARE MINORITY YOUTH.**

**THERE ARE MANY REASONS FOR THIS SITUATION.**

**THE SUPREME COURT HAS MADE THE EQUITABLE TREATMENT OF MINORITIES A TOP PRIORITY BY DEVELOPING A TASK FORCE.**

**WE, THEREFORE, RECOMMEND THAT THE SUPREME COURT TASK FORCE STUDY HOW CURRENT SENTENCING PRACTICES LEAD TO THE OVER-INCARCERATION OF MINORITY YOUTH.**

## **A Judges' Fund**

One of the points we made in our last report is the irony of a court with such tremendous authority having such limited ability to procure the delivery of appropriate treatment services. The courts are forced to rely on service providers over which they have little or no direct control. While more affluent clients may be able to "buy" private treatment options, the courts must rely on public sector options when sentencing defendants without insurance and unable to afford private treatment services. Even if these public agencies provided a complete continuum of services for court-involved juveniles, which they do not, there would still be a limited number of juveniles with unique problems requiring special services. Inability to afford private services means that these juveniles' needs go unmet. The Commission believes that case outcomes should not be based on the ability of the juvenile's family to pay for services. Establishing a fund as envisioned in the following recommendation would enable judges to purchase services in the limited number of special cases where no other means of securing services is found. Specifically, the Commission recommends:

### **RECOMMENDATION 10**

**THE LEGISLATURE SHOULD ESTABLISH AN ANNUAL FUND TO BE DISTRIBUTED TO COUNTY COURT BUDGETS. THIS FUND WOULD BE MADE AVAILABLE TO FAMILY COURT JUDGES AT DISPOSITION TO PURCHASE SERVICES FOR ADJUDICATED DELINQUENTS IN THOSE CASES WHERE NEEDED SERVICES ARE NOT OTHERWISE AVAILABLE AND ARE NOT REQUIRED TO BE PROVIDED BY EXECUTIVE BRANCH AGENCIES. THE FUND SHOULD BE CONSIDERED EXPERIMENTAL AND SUBJECT TO SUNSET IF IT DOES NOT ACHIEVE ITS STATED PURPOSE.**

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## **RECOMMENDATIONS FOR DEVELOPING MORE EFFECTIVE RESPONSES TO DELINQUENCY**

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### **Court Order Monitoring**

It is easy to be reassured by all the efforts that are currently being devoted to planning, coordination, and the development of new services and programs. It is vital, however, that we remember it is not the level of effort that counts. It is whether we have turned kids around that matters.

Evaluation is important. We must know if what we are doing works. This view was succinctly stated by Assemblyman John S. Watson at a recent symposium: "When we fund delinquency programs, we should make sure that an evaluation component

**ONE IRONY OF THE JUVENILE JUSTICE SYSTEM IS A COURT SYSTEM POSSESSING TREMENDOUS POWER BUT HAVING LITTLE ABILITY TO PROCURE APPROPRIATE TREATMENT SERVICES.**

**ONE PROBLEM IS THAT AFFLUENT CLIENTS CAN OFTEN "BUY" TREATMENT SERVICES. THE POOR CANNOT.**

**ANOTHER IS THAT NOT ALL SERVICES ARE AVAILABLE THROUGH EXECUTIVE AGENCIES.**

**DISPOSITIONS SHOULD NOT BE BASED ON A FAMILY'S ABILITY TO BUY SERVICES OR THE AVAILABILITY OF SERVICES THROUGH EXISTING AGENCIES.**

**WE, THEREFORE, RECOMMEND THE ESTABLISHMENT OF A JUDGES' FUND FOR THE PURCHASE OF SERVICES IN SPECIAL CASES.**

**THE TEST OF A SYSTEM IS NOT THE AMOUNT OF ENERGY IT EXPENDS. IT'S WHETHER WE TURN KIDS AROUND.**

**EVALUATION IS CRITICAL - BUT WE DON'T DO VERY MUCH OF IT.**

is built in. Otherwise, we may be wasting our money by not targeting it to the best place."

Some comfort can be taken from the facts provided in this report and accounts of juvenile justice professionals: the high degree of success in the use of police "station house adjustment"; the high percentage of court diversions that appear to work; the fact that most court-involved youth do not return for a second time; the comparatively low recidivism rates of some treatment programs.

Yet, there is another side to this story. An examination of the records of typical adult criminals in our state institutions inevitably points to long juvenile records. We often fail to intervene early and meaningfully into the lives of juveniles who are just beginning to test the parameters of authority. We divert juveniles repeatedly, fail to hold them accountable for their actions, and send a hollow message about our intentions. The following quote from a juvenile detention center director epitomizes this problem:

The problem with the system is that we lie to kids. We say that if you do this, we'll punish you. They do it, and we divert them and say "if you do such and such again, you'll be put on probation." They do it again and we divert them again. By the time we actually follow through, the juvenile has been through the system over and over. The message has become clear - we don't mean what we say. The kid continues to think he's invulnerable, until he reaches his 18th birthday. Then he's really in trouble.

One aspect of our failure to hold juveniles accountable is the difficulty we have in determining whether juveniles actually comply with court orders. Juveniles may be ordered to attend counseling sessions, be screened for drug usage, or fulfill other requirements, but the court seldom knows whether the juvenile has complied. If feedback is provided, it is typically when the juvenile is returned to court. Lacking consistent information about the outcome of dispositional orders, the court has a difficult time determining what works, and with whom. A court that operates in the dark about its decisions is only accomplishing part of its mission.

Other states have utilized technology in this area. In Utah, when a judge sentences a juvenile, the sentencing information is entered in the court's information system and that system generates a dispositional voucher which the juvenile receives. The juvenile takes the voucher, which outlines the conditions of the court order, to the program he is ordered to attend. When the juvenile fully complies with the order, the voucher is stamped as complied with, and the juvenile returns it to the courts, where that information is recorded. By recording this information, the courts are able to routinely audit cases to monitor compliance with orders, and trigger follow-up in cases where juveniles have not complied. We believe this system is promising, and should be in-

**THE GOOD NEWS IS THAT MOST COURT-INVOLVED JUVENILES DO NOT RETURN FOR A SECOND TIME.**

**YET, THE TYPICAL ADULT OFFENDER HAS A LONG JUVENILE RECORD.**

**ONE PROBLEM IS THAT WE LIE TO KIDS. WE SAY WE WILL HOLD THEM ACCOUNTABLE, BUT WE DON'T.**

**ANOTHER IS THAT WE JUST DON'T FOLLOW UP ON KIDS ONCE THEY ARE DISPOSED.**

**A COURT THAT OPERATES IN THE DARK ABOUT ITS DECISIONS IS ONLY ACCOMPLISHING PART OF ITS MISSION.**

**WE NEED TO FOLLOW UP ON DISPOSITIONAL ORDERS TO SEE IF THEY ARE BEING IMPLEMENTED, BUT MORE IMPORTANTLY, IF THEY ARE WORKING.**

corporated in New Jersey's automated system. Specifically, the Commission recommends that:

### **RECOMMENDATION 11**

**THE ADMINISTRATIVE OFFICE OF THE COURTS SHOULD INCORPORATE A CAPABILITY TO MONITOR COMPLIANCE WITH DISPOSITIONAL ORDERS IN THE AUTOMATED INFORMATION SYSTEM THAT IS CURRENTLY BEING DEVELOPED FOR THE FAMILY COURT.**

### **Requiring Evaluation**

As clearly demonstrated by the information contained in this report, there is a need to monitor ongoing trends in the juvenile justice system. This enables us to "discover" what is happening and identify positives as well as problems at an early stage. Remedial steps become both easier and less costly to achieve. Concurrently, we believe that there is also a need to evaluate the dispositional options and programs that we have developed to respond to delinquency. In the past, the Commission had recommended that both the new Family Court and Crisis Intervention be evaluated. The response for these proposals has been positive. The Commission believes that while it must continue to monitor delinquency and dispositional trends over time, it must also provide assistance to others in evaluating the effectiveness of their delinquency control efforts. Specifically, the Commission recommends that:

### **RECOMMENDATION 12**

**EFFORTS TO EVALUATE THE EFFECTIVENESS OF VARIOUS DELINQUENCY TREATMENT INTERVENTIONS SHOULD BE A PERMANENT AND ONGOING PART OF THE JUVENILE JUSTICE SYSTEM. WE RECOMMEND TO THE LEGISLATURE THAT ANY DELINQUENCY PROGRAMS IT FUNDS SHOULD BE EVALUATED.**

**WE, THEREFORE, RECOMMEND THAT THE COURT ESTABLISH A DISPOSITIONAL MONITORING SYSTEM.**

**WHILE EXPANDING OUR OPTIONS, WE ALSO NEED TO EVALUATE HOW WELL WE ARE DOING.**

**WE ALSO NEED TO MONITOR TRENDS.**

**WE, THEREFORE, RECOMMEND THAT THE LEGISLATURE REQUIRE THAT ANY PROGRAMS IT FUNDS BE SUBJECT TO RIGOROUS EVALUATION.**

# NOTES

## SECTION 2

1. The sources of all arrest figures in this section are the 1977 to 1986 State of New Jersey, Division of State Police Uniform Crime Reports, Crime in New Jersey.
2. Estimated populations for 1986 are derived from New Jersey Department of Labor, Office of Demographic and Economic Analysis, New Jersey Revised Total and Age & Sex Population Projections: July 1, 1985 to 2000, July 1983.
3. Bureau of Justice Statistics, U.S. Department of Justice, Bulletin: Criminal Victimization 1985, October, 1986.
4. New Jersey Department of Labor, Office of Demographic and Economic Analysis, Income and Poverty in New Jersey: 1980 Census of Population and Housing, July, 1987.
5. New Jersey Department of Labor, Office of Demographic and Economic Analysis, New Jersey Revised Total and Age and Sex Population Projections: July 1, 1987 to 2000, July, 1983.
6. James Finckenauer, Juvenile Delinquency and Corrections: The Gap Between Theory and Practice, New York: Academic Press, 1984, p. 15.
7. Juvenile Delinquency Commission, The Chronic Juvenile Offender. A Report, May, 1987.
8. New Jersey Department of Labor, Office of Demographic and Economic Analysis, ODEA Labor Market Projections for JTPA Service Delivery Areas: July 1, 1988, January, 1987. Somewhat

smaller estimates of black youth population are provided by alternative methodologies.

9. Barry Krisberg, Ira Schwartz, Gideon Fishman, Zvi Eisikovits, Edna Guttman, Karen Joe, "The Incarceration of Minority Youth," Crime and Delinquency, Volume 33, No. 2, April, 1987, pp. 173-205.

## SECTION 3

1. Juvenile Delinquency Dispositions Commission, The Impact of the New Jersey Code of Juvenile Justice, Trenton, New Jersey, 1986. See Section 7.
2. President's Commission on Law Enforcement and Administration of Justice, The Challenge of Crime in a Free Society, Washington, D.C., Government Printing Office, 1967, p. 106.
3. President's Commission on Law Enforcement and the Administration of Justice, Task Force Report: Juvenile Delinquency and Youth Crime, Washington, D.C., 1967; and William H. Sheridan, Legislative Guide for Drafting Family and Juvenile Court Acts, United States Department of Health, Education and Welfare, 1969.
4. Dale Dannefer and Joseph DeJames, Juvenile Justice in New Jersey: An Assessment of the New Juvenile Code, Department of Human Services, December, 1979.
5. Ibid., p. 5.
6. Senate Revenue, Finance and Appropriations Committee Statement to Assembly Bill No. 644, March, 1982.

7. P.L. 232, 1987.
8. Statistical Services, Administrative Office of the Courts, Annual Reports of the Judiciary, 1981 and 1983.
9. Administrative Office of the Courts, Annual Report, 1986.
10. N.J.S.A. 2A:4A-72(d).
11. N.J.S.A. 2A:4A-71(b).
12. Administrative Office of the Courts, Guide for Juvenile Conference Committees, July, 1978, p. 2.
13. *Ibid.*, p. 3.
14. *Ibid.*, p. 8.
15. N.J.S.A. 2A:4A-74(d).
16. N.J.S.A. 2A:4A-71(b).
17. N.J.S.A. 2A:4A-48(c), repealed.
18. New Jersey Department of Law and Public Safety, Division of Criminal Justice, Research and Evaluation Section, Juvenile Waivers to Adult Court: A Report to the New Jersey State Legislature, September, 1985.
19. Francis Gragg, "Juveniles in Adult Court: A Review of Transfers at the Habitual Serious and Violent Juvenile Offender Program Sites," American Institute for Research, October, 1986, as quoted in Criminal Justice Newsletter, Vol. 18, No. 10 (May 15, 1987), p. 1.
20. *Ibid.*, p. 2.
21. Sentencing information for juveniles who were waived was collected by the Research and Evaluation Section of the New Jersey Division of Criminal Justice.
22. Senate Judiciary Committee Statement to Assembly, No. 641 O.C.R. (P.L. 1982, c. 77).
23. State of New Jersey v. R.G.D., 108 N.J. 1 (1987).
24. N.J.S.A. 2A:4A-34(c)(2).
25. N.J.S.A. 2A:4A-34(a).
26. N.J.S.A. 2A:4A-34(c)(1).
27. N.J.S.A. 2A:4A-34(c)(2).
28. While a new Code provision authorizes judges to sentence juveniles to detention centers that have an approved detention commitment program, these programs and the juveniles in them are excluded from this discussion. The population figures presented include only juveniles held in detention pre-dispositionally, or post-dispositionally awaiting transfer to a state facility.
29. Juvenile Delinquency Disposition Commission, The Impact of the New Jersey Code of Juvenile Justice, Trenton, New Jersey, 1986.
30. Juvenile Detention and Monitoring Unit, Statistics on Juveniles in Detention Facilities - 1986, May, 1986.
31. This information was extracted from Monthly Population Reports for Juvenile Detention Facilities. These reports are submitted to the Juvenile Detention and Monitoring Unit monthly by each of the county detention centers and report resident populations at the beginning of the first shift of each day.
32. Report of the Advisory Committee to the Administrator on Standards for the Administration of Juvenile Justice, September 30, 1976, p. 83.

33. IJA-ABA Joint Commission on Juvenile Justice Standards, Standards Relating to Interim Status: The Release, Control, and Detention of Accused Juvenile Offenders Between Arrest and Disposition, 1979, p. 78.
34. National Advisory Committee for Juvenile Justice and Delinquency Prevention, Standards for the Administration of Juvenile Justice, July, 1980, p. 297.
35. National Council on Crime and Delinquency, Youth Forum, Fall, 1980, p. 10.
36. The information in this table is derived from the unit case system, which includes only delinquency cases. The fact that the total number of detention cases reported in unit case is less than the number of admissions reported by the Juvenile Detention and Monitoring Unit is most likely due to the fact that information about juveniles who are held in contempt of court or picked up on a bench warrant and detained is not recorded in the unit case system.
37. Community Research Forum, Report to the Passaic County Juvenile Justice Committee and the New Jersey Department of Corrections: Assessment of Passaic County's Juvenile Pretrial Placement Needs, Champaign, Illinois: July, 1979.
38. Community Research Forum, Report to the Essex County Juvenile Justice Advisory Committee and Department of Corrections: Assessment of Essex County's Pretrial Detention Needs, Champaign, Illinois: December, 1986.
39. National Council on Crime and Delinquency and the Citizen Advocacy Network/NJ, Cape May County Needs Assessment: Secure Detention, October, 1980.
40. Juvenile Detention and Monitoring Unit, Assessment of Juvenile Detention Problems and Needs in Hunterdon County, November, 1980.
41. Community Research Forum, Assessing the Feasibility of Regional Detention for Essex and Hudson Counties, New Jersey, Champaign, Illinois: December, 1986.
42. Report of the Assembly Judiciary Committee's Pre-Trial Practices Committee of the Juvenile Justice Task Force.
43. National Council on Crime and Delinquency and the Citizen Advocacy Network/NJ, 1980, p. 16.; Department of Corrections, 1980, p. 16.; Community Research Forum, 1980, p. 21.; Community Research Forum, 1979, p. 21.
44. Juvenile Detention and Monitoring Unit, Revised Statistics on Juveniles in Detention Facilities - 1986, August, 1987.
45. N.J.S.A. 2A:4A-37(c).
46. N.J.S.A. 2A:4A-37(f)(1).
47. Community Research Forum, Assessing the Feasibility of Regional Detention for Essex and Hudson Counties, New Jersey, p. 68.
48. Community Research Forum, Testing the Effectiveness of National Standards Detention/Release Criteria, University of Illinois, 1980.

#### SECTION 4

1. N.J.S.A. 2A:4A-21(a,b).
2. N.J.S.A. 2A:4A-43(a)(6-7).
3. N.J.S.A. 2A:4A-21(e).

4. Rules Governing the Courts of the State of New Jersey, Rule 5:24-2.
5. N.J.S.A. 2A:4A-41.
6. Governor's Committee on Children's Services Planning, Mental Health Task Force Final Report, Draft: System Overview and Major Recommendations, 1987.
7. Juvenile Delinquency Disposition Commission, The Impact of the New Jersey Code of Juvenile Justice, 1986, p. 68.
8. *Ibid.*, pp. 67, 68.
9. The 13 offense categories were aggravated assault, assault, sexual assault, criminal sexual contact, weapons offenses, robbery, arson & property destruction, burglary, theft, drug distribution, drug possession, obstructing justice, and criminal attempt.
10. The percentage of sentence terms which juveniles actually served was computed for all juveniles from the four six month samples who were paroled. A very small number of juveniles who were recalled or who served their maximum terms and were not paroled were excluded from the computations. Additionally, some juveniles from each sample have yet to be released. While only 1% and 2% of the 1983 and 1984 samples, respectively, are still incarcerated, 12% of the 1985 sample and 42% of the 1986 sample remain incarcerated.
11. N.J.S.A. 2A:4A-44(3).
12. Statistics provided by the Department of Corrections, Division of Policy and Planning.
13. We relied on data abstracted from pre-disposition reports and provided by the Administrative Office of the Courts for these analyses. It is important

to note that these data were available for only 61% of all juveniles incarcerated for 1st, 2nd, 3rd, 4th, or disorderly persons offenses. If we were assured that this sample were drawn randomly we would have full confidence in any conclusions that we might draw from it. The fact that we do not know whether the missing records are randomly or systematically missing, however, means that we must caution the reader that the results of these analyses, while thought to be indicative of overall trends, may not be representative of the missing cases. If the 61% sample is not representative of all incarcerated juveniles, the results could, conceivably, change. This was the data provided to us, however, and we think that it is valuable to understand what it tells us.

14. 1st degree: d.f.<sub>1</sub> = 2, d.f.<sub>2</sub> = 129, F = .44, p = .05  
 2nd degree: d.f.<sub>1</sub> = 2, d.f.<sub>2</sub> = 131, F = .42, p = .05  
 3rd degree: d.f.<sub>1</sub> = 2, d.f.<sub>2</sub> = 196, F = 1.04, p = .05  
 D.P.: d.f.<sub>1</sub> = 1, d.f.<sub>2</sub> = 22, F = .66, p = .05
15. d.f.<sub>1</sub> = 2, d.f.<sub>2</sub> = 577, F = .12, p = .05
16. d.f.<sub>1</sub> = 2, d.f.<sub>2</sub> = 577, F = .34, p = .05
17. The following county-level variables were utilized in the regression analysis: percent incarcerated in 1986 (Unit Case); percent docketed four or more times, October, 1984 - March, 1987; average number of times docketed; median family income in 1979 (1980 Census); percent persons below poverty rate in 1979; percent families below poverty rate in 1979; per capita income in 1978; percent of households with children headed by a single householder; percent minority population; percent minority population 5 to 17; percent of arrests referred to court in 1986; 1986 index arrests per 1,000; 1986 violent index arrests per 1,000; 1986 violent index arrests per 1,000 including adults;

population density; 1986 population at risk; mean seriousness of adjudicated cases; percent of docketed cases adjudicated; number of juveniles docketed per 1,000; number of juveniles adjudicated per 1,000 docketed; number of cases adjudicated; percent of adjudicated cases where restitution is ordered; high school dropout rate, 1985; mean perceived resource gap; mean perceived gap, residential.

#### SECTION 5.

1. N.J.S.A. 2A-4A
2. Forum Letter, The Newark Star-Ledger, February 4, 1987.

3. Juvenile Delinquency Disposition Commission, The Impact of the Code of Juvenile Justice in New Jersey, Trenton, N.J.: October, 1986. p. 61.
4. N.J.S.A. 2A-4A
5. Juvenile Delinquency Disposition Commission, The Impact of the Code of Juvenile Justice in New Jersey, Trenton, N.J.: October, 1986, p. 39.
6. Juvenile Delinquency Disposition Commission, Proceedings: Symposium on Family Member Involvement in Delinquency Dispositions, Trenton, N.J.: January, 1987.
7. Comments made at the May, 1987 Symposium Juvenile Justice: The Unfinished Agenda.

**EDITOR'S NOTE**

The reader is advised of the following corrections necessitated by programming error. None of the revisions has substantive impact on any of the report's recommendations or conclusions.

p. 45, par. 2: The most frequent lead charges statewide are larceny-theft (16%), burglary (15%), CDS/alcohol (11%), lesser assaults (10%), lesser thefts (9%) and violations of probation (7%).

p. 46, par. 1: In 1986, 17% of the cases leading to probation involved adjudications for 1st & 2nd degree crimes.

p. 47, par. 1: Only 7% of the 1st degree cases were continued. The lead charges most likely to result in continuance are public order and decency (39%), criminal trespass/burglary (36%) and other assaults (34%).

p. 52, table: see Table A, this page.

p. 53, par. 1: For 1st degree offenses, blacks and hispanics are 3.0 times more likely to be incarcerated. For 2nd, 3rd, 4th and disorderly persons offenses, blacks are 2.1, 2.1, 3.3, 2.5 and hispanics 1.7, 2.6, 2.6, 1.5 times more likely.

p. 53, table: see Table B, this page.

p. 54, par. 1: Blacks incarcerated for 4th degree offenses have fewer priors than whites. Hispanics have fewer priors than whites or blacks for 1st, 3rd and disorderly persons offenses; they have more priors for 2nd degree offenses. Analyses of variance on the data for each degree category indicate no statistically significant differences.

p. 84, endnote #14:

- 1st degree: d.f.<sub>1</sub> = 2, d.f.<sub>2</sub> = 108, F = .81,  $\alpha$  = .05
- 2nd degree: d.f.<sub>1</sub> = 2, d.f.<sub>2</sub> = 110, F = .13,  $p$  = .05
- 3rd degree: d.f.<sub>1</sub> = 2, d.f.<sub>2</sub> = 228, F = 1.9,  $p$  = .05
- 4th degree: d.f.<sub>1</sub> = 2, d.f.<sub>2</sub> = 27, F = .025,  $p$  = .05
- D.P.: d.f.<sub>1</sub> = 1, d.f.<sub>2</sub> = 42, F = 2.28,  $p$  = .05

**TABLE A  
INCARCERATION RATES BY RACE OF JUVENILE BY  
DEGREE OF THE MOST SERIOUS CHARGE, 1986**

Degree of the Most Serious Charge	Total No. of Juveniles Adjudicated & Sentenced	Total No. of Juveniles Incarcerated	Percent of Juveniles Incarcerated
<b>First Degree</b>			
Race of Juvenile:			
White	98	10	10.2%
Black	410	127	31.0%
Hispanic	71	22	31.0%
<b>Second Degree</b>			
Race of Juvenile:			
White	579	35	6.0%
Black	952	120	12.6%
Hispanic	227	23	10.1%
<b>Third Degree</b>			
Race of Juvenile:			
White	1,790	102	5.7%
Black	1,552	189	12.2%
Hispanic	402	60	14.9%
<b>Fourth Degree</b>			
Race of Juvenile:			
White	745	12	1.6%
Black	440	23	5.2%
Hispanic	119	5	4.2%
<b>Disorderly Persons</b>			
Race of Juvenile:			
White	2,224	32	1.4%
Black	1,439	50	3.5%
Hispanic	233	5	2.1%

**TABLE B  
MEAN NUMBER OF PRIOR ADJUDICATIONS OF  
DELINQUENCY BY RACE OF JUVENILE BY DEGREE  
OF THE MOST SERIOUS CHARGE, 1986**

Degree of the Most Serious Offense	White	Race of Juvenile Black	Hispanic
<b>First Degree</b>			
Mean No. of Priors	4.3	4.5	3.8
<b>Second Degree</b>			
Mean No. of Priors	4.3	4.9	5.2
<b>Third Degree</b>			
Mean No. of Priors	5.5	5.8	3.7
<b>Fourth Degree</b>			
Mean No. of Priors	5.5	5.0	5.3
<b>Disorderly Persons Offenses</b>			
Mean No. of Priors	3.3	5.1	1.5
<b>All Offenses</b>			
Mean No. of Priors	4.9	5.1	4.2

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**JUVENILE DELINQUENCY COMMISSION**  
CN-037, Trenton, New Jersey 08625

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# **STATISTICAL SUPPLEMENT**

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**JUVENILE JUSTICE –  
TOWARD COMPLETING  
THE UNFINISHED AGENDA**

**SEPTEMBER 1988**

# INTRODUCTION

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Each year, the Juvenile Delinquency Commission issues a report on delinquency and dispositional trends. To research and monitor the dynamics of Code implementation and juvenile justice system functioning, the Commission relies on a variety of methodological approaches, many of which involve the analysis of data. The results of these analyses, including some of the key data elements, are presented in the Commission's annual report. This Supplement contains some of the original data and is intended as an addendum to the report for those readers interested in reviewing the data in more detail.

This Supplement is divided into five sections. Section One, *Arrests*, contains information about the arrests of juveniles from 1979 through 1986. Information about juvenile arrests in New Jersey was extracted from the State Police's *Crime in New Jersey* reports. National juvenile arrest figures are from the Federal Bureau of Investigation's Uniform Crime Reports.

Sections Two through Four, *Docketing*, *Intake*, and *Adjudicated: Dispositions* detail unit case information about court processing of complaints during calendar year 1986. Section Two contains information on cases docketed; Section Three contains information on cases which were diverted, referred, transferred or adjudicated, and Section Four contains information on cases disposed. This approach provides a "snapshot" of system functioning during a time period rather than describing system response to a cohort of cases. As a result, the juveniles described in any one of these sections are not necessarily the same juveniles described in the other two sections.

An important characteristic of the unit case system is that every juvenile who is docketed in a Family Division Superior Court receives a unique identification number. All subsequent court-juvenile interactions which occur in the same county are recorded under the same unique identifier. Optimally the system would utilize a statewide identification scheme. To the extent that delinquency is an intra-county phenomena, however, the system makes it possible to distinguish cases, charges and juveniles and to describe the population of unique juveniles in the court system.

Information about charges, cases and juveniles is presented in Sections Two through Four. Charges are the individual original offenses alleged. Multiple counts of the same offense are counted individually. Cases are all transactions for individual juveniles handled on one day. Juveniles refers to unique individuals, who are counted only once regardless of the number of times they appear before the Court. As an illustration of how juveniles, cases and charges differ, consider the example of a juvenile who has a complaint alleging two offenses docketed on a Monday, a separate complaint alleging three offenses docketed on Wednesday, and who has both complaints joined and heard on Friday. This scenario involves one juvenile, two docketing cases, five offenses, and one adjudication case.

Section Five, *Detention*, contains information relevant to the use of detention. This information comes from two sources; annual reports of the Juvenile Detention and Monitoring Unit and the Unit Case Information System.

Any questions concerning the contents of this Supplement may be addressed to the Commission, CN-037, Trenton, New Jersey 08625.

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## **ARRESTS**

**The following information describes the arrests of juveniles made by the police and the trends in police arrests of juveniles during the period January, 1979 – December, 1986**

**TABLE 1  
AGE OF JUVENILES ARRESTED BY OFFENSE - 1986\***

Offenses	AGE IN YEARS			
	Under 10	10-12	13-14	15-17
Murder	0	0	3	27
Rape	9	25	78	169
Robbery	21	120	412	1,575
Aggravated Assault	32	134	416	1,718
Burglary	151	478	1,183	3,265
Larceny-Theft	454	1,619	3,235	9,002
Motor Vehicle Theft	8	57	325	1,338
<b>SUBTOTAL OF INDEX OFFENSES</b>	<b>675</b>	<b>2,433</b>	<b>5,652</b>	<b>17,094</b>
Manslaughter	0	0	1	6
Simple Assault	284	976	1,782	5,094
Arson	40	70	79	139
Forgery and Counterfeiting	0	0	13	82
Fraud	9	24	80	348
Embezzlement	0	0	1	19
Stolen Property; Buying, Receiving, Possessing, etc.	33	178	863	3,246
Criminal/Malicious Mischief	588	1,371	2,016	4,000
Weapons; Carrying, Possessing, etc.	20	101	372	1,502
Prostitution and Commercialized Vice	0	1	5	54
Sex Offenses (Except Rape and Prostitution)	17	89	147	284
Drug Abuse Violations	11	56	480	5,728
Gambling	0	2	5	17
Offenses Against Family and Children	0	0	0	26
Driving Under the Influence	2	0	6	378
Liquor Laws	6	25	486	5,476
Disorderly Conduct	287	1,129	2,595	7,822
Vagrancy	0	1	6	21
All Other Offenses (Except Traffic)	303	1,056	2,688	8,523
Curfew and Loitering Law Violations	12	73	428	1,587
Runaways	207	539	1,637	4,023
<b>TOTAL</b>	<b>2,494</b>	<b>8,124</b>	<b>19,342</b>	<b>65,469</b>

\* *Crime in New Jersey, 1986 Uniform Crime Report.*

**TABLE 2  
RACE OF JUVENILES ARRESTED BY OFFENSE - 1986\***

Offense	RACE			
	White	Black	American Indian or Alaskan Native	Asian or Pacific Islander
Murder	8	22	0	0
Rape	83	198	0	0
Robbery	491	1,634	0	3
Aggravated Assault	1,017	1,273	3	7
Burglary	3,108	1,951	2	16
Larceny-Theft	7,576	6,643	3	88
Motor Vehicle Theft	869	855	0	4
<b>SUBTOTAL OF INDEX OFFENSES</b>	<b>13,152</b>	<b>12,576</b>	<b>8</b>	<b>118</b>
Manslaughter	4	3	0	0
Simple Assault	4,565	3,557	0	14
Arson	253	71	0	4
Forgery and Counterfeiting	70	25	0	0
Fraud	363	92	0	6
Embezzlement	9	11	0	0
Stolen Property; Buying, Receiving, Possessing, etc.	1,802	2,507	0	11
Criminal/Malicious Mischief	6,151	1,801	8	15
Weapons; Carrying, Possessing, etc.	1,272	706	6	11
Prostitution and Commercialized Vice	20	40	0	0
Sex Offenses (Except Rape and Prostitution)	302	234	0	1
Drug Abuse Violations	3,135	3,130	4	6
Gambling	10	14	0	0
Offenses Against Family and Children	13	13	0	0
Driving Under the Influence	376	8	0	2
Liquor Laws	5,770	212	0	11
Disorderly Conduct	8,473	3,337	2	21
Vagrancy	23	5	0	0
All Other Offenses (Except Traffic)	9,252	3,269	3	46
Curfew and Loitering Law Violations	1,556	541	1	2
Runaways	4,316	2,060	2	28
<b>TOTAL</b>	<b>60,887</b>	<b>34,212</b>	<b>34</b>	<b>296</b>

\* *Crime in New Jersey, 1986 Uniform Crime Report.*

**TABLE 3**  
**SEX OF JUVENILES ARRESTED BY OFFENSE - 1986\***

Offenses	SEX	
	Male	Female
Murder	29	1
Rape	278	3
Robbery	2,038	90
Aggravated Assault	1,978	322
Burglary	4,822	255
Larceny-Theft	10,857	3,453
Motor Vehicle Theft	1,624	104
<b>SUBTOTAL OF INDEX OFFENSES</b>	<b>21,626</b>	<b>4,228</b>
Manslaughter	6	1
Simple Assault	6,134	2,002
Arson	299	29
Forgery and Counterfeiting	70	25
Fraud	310	151
Embezzlement	14	6
Stolen Property; Buying, Receiving, Possessing, etc.	4,006	314
Criminal/Malicious Mischief	7,315	660
Weapons; Carrying, Possessing, etc.	1,900	95
Prostitution and Commercialized Vice	28	32
Sex Offenses (Except Rape and Prostitution)	507	30
Drug Abuse Violations	5,581	694
Gambling	19	5
Offenses Against Family and Children	19	7
Driving Under the Influence	341	45
Liquor Laws	4,469	1,524
Disorderly Conduct	9,796	2,037
Vagrancy	20	8
All Other Offenses (Except Traffic)	10,215	2,355
Curfew and Loitering Law Violations	1,656	444
Runaways	2,704	3,702
<b>TOTAL</b>	<b>77,035</b>	<b>18,394</b>

\* *Crime in New Jersey, 1986 Uniform Crime Report.*

**TABLE 4**  
**JUVENILES ARRESTED AS A PROPORTION OF**  
**JUVENILES AT RISK BY COUNTY - 1986**

County	Juvenile Arrests*	Juveniles At Risk**	Number of Arrests Per 1,000 Juveniles At Risk
Atlantic	2,921	24,178	121
Bergen	9,344	85,736	109
Burlington	3,357	49,190	68
Camden	4,957	58,710	84
Cape May	1,846	9,094	203
Cumberland	2,157	18,022	120
Essex	14,655	98,862	148
Gloucester	2,047	27,012	76
Hudson	6,405	59,248	108
Hunterdon	597	12,246	49
Mercer	5,554	37,494	148
Middlesex	6,020	70,494	85
Monmouth	6,558	62,122	106
Morris	3,782	51,274	74
Ocean	5,227	44,516	117
Passaic	6,165	51,952	119
Salem	705	8,456	83
Somerset	2,413	23,728	102
Sussex	1,013	18,262	55
Union	7,846	53,712	146
Warren	1,308	10,966	119
<b>TOTAL</b>	<b>94,877</b>	<b>875,274</b>	<b>108</b>

\* *Crime in New Jersey, 1986 Uniform Crime Report.*

\*\* 1986 estimated population 10-17 years old derived from New Jersey Department of Labor projections.

**TABLE 5**  
**ARRESTS OF JUVENILES FOR VIOLENT CRIMES BY COUNTY**  
**1979 - 1986\***

County	YEAR							
	1979	1980	1981	1982	1983	1984	1985	1986
Atlantic	151	153	198	238	149	222	278	182
Bergen	155	160	166	165	161	199	167	161
Burlington	147	174	136	109	115	112	153	140
Camden	255	261	346	349	318	321	362	291
Cape May	24	26	31	30	18	17	17	24
Cumberland	96	101	103	79	62	68	97	111
Essex	981	1,152	1,528	1,757	1,777	1,863	1,591	1,383
Gloucester	41	49	35	46	44	64	58	60
Hudson	318	397	450	643	1,220	910	1,152	853
Hunterdon	10	13	5	8	6	5	7	7
Mercer	163	215	192	194	194	212	221	212
Middlesex	299	236	254	246	172	192	234	191
Monmouth	208	234	241	271	238	193	247	209
Morris	106	88	60	88	62	72	41	67
Ocean	131	85	102	95	81	109	88	89
Passaic	347	371	564	433	477	436	342	375
Salem	12	14	16	29	25	19	15	15
Somerset	71	51	63	44	56	40	88	37
Sussex	31	32	24	20	13	10	11	14
Union	317	362	301	409	327	298	322	296
Warren	17	11	23	12	14	19	11	22
<b>TOTAL</b>	<b>3,880</b>	<b>4,185</b>	<b>4,838</b>	<b>5,265</b>	<b>5,529</b>	<b>5,381</b>	<b>5,502</b>	<b>4,739</b>

\* *Crime in New Jersey, Uniform Crime Reports, 1979-1986.* Includes arrests for murder, rape, robbery and aggravated assault.

**TABLE 6  
NUMBER OF JUVENILE ARRESTS,  
NUMBER OF ARRESTS PER AT RISK POPULATION AND  
NUMBER OF JUVENILE ARRESTS AS A  
PERCENTAGE OF ALL ARRESTS  
1979 - 1986\***

<b>Year</b>	<b>Number of Juvenile Arrests</b>	<b>Arrest Rate Per 1,000 At Risk Population**</b>	<b>Juvenile Arrests As a Percentage of All Arrests in New Jersey</b>
1979	124,269	121	37.2
1980	121,162	119	34.4
1981	116,986	118	32.5
1982	107,320	111	28.7
1983	99,179	105	27.5
1984	96,780	104	27.0
1985	97,983	110	26.5
1986	95,429	109	25.3

\* *Crime in New Jersey*, Uniform Crime Reports, 1979-1986.

\*\* 1979-1986 estimated populations 10-17 years old derived from New Jersey Department of Labor projections.

**TABLE 7**  
**TOTAL JUVENILE ARRESTS BY COUNTY**  
**1979 - 1986\***

County	YEAR							
	1979	1980	1981	1982	1983	1984	1985	1986
Atlantic	3,627	3,722	3,677	3,658	2,882	2,888	3,233	2,921
Bergen	12,332	12,303	12,866	11,889	10,532	10,290	10,053	9,344
Burlington	4,222	4,511	4,859	4,327	3,367	3,129	3,406	3,357
Camden	7,818	7,046	6,711	5,662	5,508	4,738	4,755	4,957
Cape May	1,935	1,917	2,005	1,676	1,485	1,217	1,574	1,846
Cumberland	3,028	3,018	2,643	2,200	1,784	1,753	2,026	2,157
Essex	13,518	13,788	14,169	13,766	13,983	14,141	14,768	14,655
Gloucester	2,738	2,742	2,623	3,157	2,243	2,465	2,044	2,047
Hudson	7,098	6,803	7,508	6,956	7,869	7,710	7,437	6,405
Hunterdon	790	798	722	626	574	415	518	597
Mercer	5,658	5,640	5,408	4,987	5,187	5,691	5,376	5,554
Middlesex	10,110	9,571	8,835	7,583	6,429	6,356	6,341	6,020
Monmouth	10,331	9,186	8,648	8,517	8,101	6,927	6,941	6,558
Morris	7,122	6,350	5,621	4,751	4,007	4,465	3,904	3,782
Ocean	8,932	8,438	6,763	6,747	6,073	5,509	5,637	5,227
Passaic	9,076	9,131	8,645	6,802	6,090	6,065	6,045	6,165
Salem	1,018	1,016	1,006	897	719	534	630	705
Somerset	3,116	3,324	3,011	2,684	2,430	2,515	2,284	2,413
Sussex	1,665	1,472	1,346	1,100	1,074	965	997	1,013
Union	8,788	8,873	8,565	8,117	7,890	7,443	8,289	7,846
Warren	1,216	1,449	1,311	1,150	952	1,047	1,124	1,308
<b>TOTAL</b>	<b>124,138</b>	<b>121,098</b>	<b>116,942</b>	<b>107,252</b>	<b>99,179</b>	<b>96,263</b>	<b>97,382</b>	<b>94,877</b>

\* *Crime in New Jersey, Uniform Crime Reports, 1979-1986.*

**TABLE 8**  
**JUVENILE ARRESTS FOR INDEX CRIMES IN NEW JERSEY AND**  
**PERCENT CHANGE FROM PREVIOUS YEAR**  
**1979 - 1986\***

Offense	YEAR							
	1979	1980	1981	1982	1983	1984	1985	1986
Murder	40	58	59	53	41	28	43	30
	+3%	+45%	+2%	-10%	-23%	-32%	+54%	-30%
Rape	176	208	264	239	293	304	269	281
	+16%	+18%	+27%	-9%	+23%	+4%	-12%	+4%
Robbery	1,773	1,971	2,272	2,558	2,996	2,733	2,793	2,128
	+10%	+11%	+15%	+13%	+17%	-9%	+2%	-24%
Aggravated Assault	1,891	2,118	2,242	2,415	2,199	2,416	2,397	2,300
	+10%	+12%	+6%	+8%	-9%	+9%	-1%	-4%
Burglary	9,753	9,153	9,138	7,897	6,801	6,096	5,977	5,077
	-7%	-6%	0%	-14%	-14%	-10%	-2%	-15%
Larceny/Theft	19,989	20,328	19,257	17,210	16,183	15,533	15,094	14,310
	+3%	+2%	-5%	-11%	-6%	-4%	-3%	-5%
Motor Vehicle Theft	2,250	1,597	1,547	1,363	1,212	1,138	1,474	1,728
	+25%	-29%	-3%	-12%	-11%	-6%	+30%	+17%

\* *Crime in New Jersey, Uniform Crime Reports, 1979-1986.*

**TABLE 9**  
**NUMBER OF JUVENILE ARRESTS IN NEW JERSEY\* AND**  
**IN THE NATION\*\* AND THE PERCENTAGE OF THE**  
**NATION'S ARRESTS IN NEW JERSEY**  
**1979 - 1986**

Year	No. of Juvenile Arrests in N.J.	No. of Juvenile Arrests in the Nation	Percentage of Nation's Juvenile Arrests in N.J.
1979	124,269	2,143,369	5.8%
1980	121,163	2,025,713	6.0%
1981	116,986	2,035,748	5.7%
1982	107,320	1,804,688	5.9%
1983	99,179	1,725,746	5.7%
1984	96,780	1,537,688	6.3%
1985	97,983	1,762,539	5.6%
1986	95,429	1,747,675	5.6%

\* *Crime in New Jersey*, Uniform Crime Reports, 1979-1986.

\*\* F.B.I., National Uniform Crime Reports, 1979-1986.

**TABLE 10**  
**NUMBER AND PERCENT OF JUVENILES ARRESTED**  
**WHO ARE REFERRED BY POLICE TO COURT BY COUNTY**  
**1984 - 1986\***

<b>County</b>	<b>1984</b>	<b>1985</b>	<b>1986</b>
Atlantic	2,318(80)	2,393(74)	2,215(76)
Bergen	4,116(40)	4,191(42)	3,720(40)
Burlington	1,644(53)	2,170(64)	2,080(62)
Camden	3,146(66)	3,127(66)	3,396(69)
Cape May	847(70)	1,002(64)	1,214(66)
Cumberland	1,479(84)	1,745(86)	1,667(77)
Essex	9,309(66)	9,561(65)	9,845(67)
Gloucester	1,368(55)	1,273(62)	1,334(65)
Hudson	4,335(56)	4,436(60)	3,874(61)
Hunterdon	189(45)	304(59)	346(58)
Mercer	2,643(46)	2,660(50)	2,644(48)
Middlesex	3,341(53)	3,685(58)	3,700(61)
Monmouth	4,071(59)	4,185(60)	3,982(61)
Morris	2,416(54)	1,961(50)	1,863(49)
Ocean	1,628(30)	1,578(28)	1,434(27)
Passaic	3,032(50)	2,715(45)	2,794(45)
Salem	409(77)	517(82)	625(89)
Somerset	1,200(48)	1,181(52)	1,082(45)
Sussex	474(49)	464(47)	548(54)
Union	3,103(42)	3,902(47)	3,826(49)
Warren	566(54)	677(60)	684(52)
<b>TOTAL</b>	<b>51,634(54)</b>	<b>53,727(55)</b>	<b>52,873(56)</b>

\* *Crime in New Jersey, Uniform Crime Report, 1984-1986.*

# **DOCKETING**

**The following information describes the docketing  
actions taken by the various Family Division  
Superior Courts during the period January –  
December, 1986**

**TABLE 11**  
**JUVENILES, CASES AND OFFENSES BY COUNTY**  
**NEW COMPLAINTS DOCKETED**  
**JANUARY - DECEMBER 1986**

County	No. of Juveniles	No. of Cases	No. of Offenses	AVERAGE NO. OF OFFENSES:	
				Per Juvenile	Per Case
Atlantic	1,753	3,012	4,901	2.8	1.6
Bergen	3,148	3,922	5,837	1.9	1.5
Burlington	1,573	2,059	3,877	2.5	1.9
Camden	2,761	3,814	6,042	2.2	1.6
Cape May	784	943	1,555	2.0	1.6
Cumberland	1,230	1,774	2,990	2.4	1.7
Essex	6,226	10,283	16,478	2.6	1.6
Gloucester	1,224	1,564	2,534	2.1	1.6
Hudson	2,982	4,703	7,101	2.4	1.5
Hunterdon	324	394	789	2.4	2.0
Mercer	1,693	2,797	5,040	3.0	1.8
Middlesex	2,921	3,922	6,483	2.2	1.7
Monmouth	3,286	4,386	7,784	2.4	1.8
Morris	1,731	2,056	3,427	2.0	1.7
Ocean	1,797	2,410	4,110	2.3	1.7
Passaic	2,528	3,355	5,390	2.1	1.6
Salem	478	638	1,132	2.4	1.8
Somerset	672	785	1,644	2.4	2.1
Sussex	463	563	1,019	2.2	1.8
Union	2,998	4,287	6,680	2.2	1.6
Warren	531	742	1,236	2.3	1.7
<b>TOTAL</b>	<b>41,103</b>	<b>58,409</b>	<b>96,049</b>	<b>2.3</b>	<b>1.6</b>

**TABLE 12**  
**JUVENILES DOCKETED AS A PROPORTION OF**  
**JUVENILES AT RISK BY COUNTY**  
**JANUARY - DECEMBER 1986**

County	No. of Juveniles Docketed	Juveniles At Risk*	No. of Juveniles Docketed Per 1,000 At Risk
Atlantic	1,753	24,178	72.5
Bergen	3,148	85,736	36.7
Burlington	1,573	49,190	32.0
Camden	2,761	58,710	47.0
Cape May	784	9,094	86.2
Cumberland	1,230	18,022	68.3
Essex	6,226	98,862	63.0
Gloucester	1,224	27,012	45.3
Hudson	2,982	59,248	50.3
Hunterdon	324	12,246	26.5
Mercer	1,693	37,494	45.2
Middlesex	2,921	70,494	41.4
Monmouth	3,286	62,122	52.9
Morris	1,731	51,274	33.8
Ocean	1,797	44,516	40.4
Passaic	2,528	51,952	48.7
Salem	478	8,456	56.5
Somerset	672	23,728	28.3
Sussex	463	18,262	25.4
Union	2,998	53,712	55.8
Warren	531	10,966	48.4
<b>TOTAL</b>	<b>41,103</b>	<b>875,274</b>	<b>47.0</b>

\* 1986 estimated population 10-17 years old derived from New Jersey Department of Labor projections.

**TABLE 13**  
**AGE OF JUVENILES BY COUNTY**  
**NEW COMPLAINTS DOCKETED**  
**JANUARY - DECEMBER 1986**

County	AGE IN YEARS							
	6-10	11-12	13-14	15-16	17-18	19-20	21	Not Indicated
Atlantic	62(4)	159( 9)	310(18)	720(41)	480(27)	11(1)	0(0)	11( 1)
Bergen	63(2)	133( 4)	458(15)	1,427(45)	922(29)	67(2)	10(0)	68( 2)
Burlington	34(2)	84( 5)	287(18)	660(42)	482(31)	10(1)	0(0)	16( 1)
Camden	93(3)	180( 7)	518(19)	1,169(42)	787(29)	7(0)	0(0)	7( 0)
Cape May	6(1)	25( 3)	81(10)	321(41)	329(42)	2(0)	0(0)	20( 3)
Cumberland	50(4)	113( 9)	278(23)	493(40)	287(23)	4(0)	0(0)	5( 0)
Essex	112(2)	324( 5)	1,237(20)	2,725(44)	1,796(29)	22(0)	2(0)	8( 0)
Gloucester	37(3)	66( 5)	213(17)	486(40)	360(29)	4(0)	0(0)	58( 5)
Hudson	71(2)	164( 5)	559(19)	1,227(41)	820(27)	8(0)	0(0)	133( 4)
Hunterdon	3(1)	18( 6)	54(17)	133(41)	105(32)	2(1)	0(0)	9( 3)
Mercer	38(2)	95( 6)	348(21)	726(43)	479(28)	5(0)	0(0)	2( 0)
Middlesex	69(2)	153( 5)	530(18)	1,198(41)	936(32)	27(1)	2(0)	6( 0)
Monmouth	99(3)	207( 6)	664(20)	1,272(39)	993(30)	7(0)	1(0)	43( 1)
Morris	25(1)	66( 4)	319(18)	703(41)	579(33)	3(0)	0(0)	36( 2)
Ocean	38(2)	89( 5)	308(17)	697(39)	441(25)	5(0)	0(0)	219(12)
Passaic	70(3)	138( 5)	412(16)	1,002(40)	731(29)	55(2)	1(0)	119( 5)
Salem	11(2)	48(10)	101(21)	191(40)	112(23)	5(1)	1(0)	9( 2)
Somerset	4(1)	30( 4)	130(19)	300(45)	208(31)	0(0)	0(0)	0( 0)
Sussex	14(3)	31( 7)	85(18)	180(39)	134(29)	3(1)	0(0)	16( 3)
Union	76(3)	158( 5)	572(19)	1,281(43)	854(28)	3(0)	1(0)	53( 2)
Warren	17(3)	43( 8)	87(16)	227(43)	152(29)	4(1)	0(0)	1( 0)
<b>TOTAL</b>	<b>992(2)</b>	<b>2,324( 6)</b>	<b>7,551(18)</b>	<b>17,138(42)</b>	<b>11,987(29)</b>	<b>254(1)</b>	<b>18(0)</b>	<b>839( 2)</b>

**TABLE 14  
RACE OF JUVENILES BY COUNTY  
NEW COMPLAINTS DOCKETED  
JANUARY - DECEMBER 1986**

County	RACE					
	Caucasian	Black	Hispanic	Asian/ Oriental	Other	Not Indicated
Atlantic	683(39)	900(51)	153( 9)	5(0)	4(0)	8( 0)
Bergen	2,106(67)	646(21)	170( 5)	47(1)	16(1)	163( 5)
Burlington	993(63)	480(31)	32( 2)	12(1)	4(0)	52( 3)
Camden	1,306(47)	1,086(39)	355(13)	10(0)	4(0)	0( 0)
Cape May	598(76)	100(13)	11( 1)	2(0)	1(0)	72( 9)
Cumberland	554(45)	429(35)	124(10)	0(0)	1(0)	112(10)
Essex	1,094(18)	4,379(70)	606(10)	20(0)	16(0)	111( 2)
Gloucester	946(77)	245(20)	13( 1)	0(0)	5(0)	15( 1)
Hudson	854(29)	888(30)	507(17)	11(0)	19(1)	703(24)
Hunterdon	278(86)	10( 3)	0( 0)	0(0)	0(0)	36(11)
Mercer	663(39)	895(53)	118( 7)	4(0)	0(0)	13( 1)
Middlesex	1,301(45)	642(22)	191( 7)	4(0)	6(0)	777(27)
Monmouth	1,399(43)	620(19)	114( 3)	12(0)	9(0)	1,132(34)
Morris	1,560(90)	107( 6)	38( 2)	7(0)	6(0)	13( 1)
Ocean	1,522(85)	165( 9)	61( 3)	3(0)	3(0)	42( 2)
Passaic	655(26)	774(31)	442(17)	11(0)	6(0)	640(25)
Salem	265(55)	184(38)	14( 3)	0(0)	0(0)	15( 3)
Somerset	459(68)	179(27)	23( 3)	1(0)	3(0)	7( 1)
Sussex	450(97)	8( 2)	1( 0)	1(0)	0(0)	3( 1)
Union	1,124(37)	1,458(49)	212( 7)	10(0)	3(0)	191( 6)
Warren	486(92)	12( 2)	13( 2)	0(0)	2(0)	18( 3)
<b>TOTAL</b>	<b>19,296(47)</b>	<b>14,208(35)</b>	<b>3,198( 8)</b>	<b>160(0)</b>	<b>108(0)</b>	<b>4,133(10)</b>

**TABLE 15**  
**SEX OF JUVENILES BY COUNTY**  
**NEW COMPLAINTS DOCKETED**  
**JANUARY - DECEMBER 1986**

County	Total No. of Juveniles	SEX		Not Indicated
		Male	Female	
Atlantic	1,753	1,404(80)	347(20)	2(0)
Bergen	3,148	2,492(79)	636(20)	20(1)
Burlington	1,573	1,306(83)	265(17)	2(0)
Camden	2,761	2,252(82)	509(18)	0(0)
Cape May	784	639(82)	145(18)	0(0)
Cumberland	1,230	963(78)	260(21)	7(1)
Essex	6,226	5,154(83)	1,062(17)	10(0)
Gloucester	1,224	957(78)	266(22)	1(0)
Hudson	2,982	2,438(82)	461(15)	83(3)
Hunterdon	324	265(82)	59(18)	0(0)
Mercer	1,693	1,347(80)	346(20)	0(0)
Middlesex	2,921	2,321(79)	598(20)	2(0)
Monmouth	3,286	2,496(76)	785(24)	5(0)
Morris	1,731	1,377(80)	354(20)	0(0)
Ocean	1,797	1,446(80)	351(20)	0(0)
Passaic	2,528	2,079(82)	435(17)	14(1)
Salem	478	372(78)	105(22)	1(0)
Somerset	672	562(84)	110(16)	0(0)
Sussex	463	402(87)	61(13)	0(0)
Union	2,998	2,493(83)	504(17)	1(0)
Warren	531	421(79)	110(21)	0(0)
<b>TOTAL</b>	<b>41,103</b>	<b>33,186(81)</b>	<b>7,769(19)</b>	<b>148(0)</b>

**TABLE 16**  
**DEGREE OF MOST SERIOUS CHARGE FOR DOCKETED CASES BY COUNTY**  
**JANUARY - DECEMBER 1986**

County	LEAD DEGREE						
	1st Degree	2nd Degree	3rd Degree	4th Degree	Disorderly Persons	Petty Disorderly Persons	No Degree Indicated
Atlantic	64( 2)	215( 7)	703(23)	303(10)	1,064(35)	156( 5)	507(17)
Bergen	52( 1)	99( 3)	565(14)	278 ( 7)	2,302(59)	260( 7)	366( 9)
Burlington	41( 2)	108( 5)	458(22)	114( 6)	1,158(56)	107( 5)	73( 4)
Camden	121( 3)	196( 5)	1,070(28)	317( 8)	1,623(43)	237( 6)	250( 7)
Cape May	18( 2)	18( 2)	142(15)	70( 7)	480(51)	74( 8)	141(15)
Cumberland	46( 3)	75( 4)	365(21)	150( 8)	849(48)	165( 9)	124( 7)
Essex	541( 5)	3,740(36)	2,011(20)	431( 4)	2,763(27)	218( 2)	579( 6)
Gloucester	16( 1)	43( 3)	268(17)	118( 8)	784(50)	163(10)	172(11)
Hudson	277( 6)	1,415(30)	869(18)	357( 8)	1,008(21)	164( 3)	613(13)
Hunterdon	6( 2)	7( 2)	95(24)	79(20)	143(36)	44(11)	20( 5)
Mercer	128( 5)	65( 2)	870(31)	223( 8)	1,153(41)	176( 6)	182( 7)
Middlesex	33( 1)	142( 4)	842(21)	556(14)	1,962(50)	243( 6)	144( 4)
Monmouth	81( 2)	1,283(29)	593(14)	369( 8)	1,498(34)	359( 8)	203( 5)
Morris	30( 1)	57( 3)	338(16)	182( 9)	1,296(63)	122( 6)	31( 2)
Ocean	37( 2)	91( 4)	489(20)	358(15)	1,204(50)	140( 6)	91( 4)
Passaic	147( 4)	165( 5)	914(27)	241( 7)	1,195(36)	141( 4)	552(16)
Salem	7( 1)	24( 4)	128(20)	54( 8)	332(52)	44( 7)	49( 8)
Somerset	8( 1)	22( 3)	181(23)	82(10)	409(52)	64( 8)	19( 2)
Sussex	2( 0)	27( 5)	126(22)	75(13)	281(50)	47( 8)	5( 1)
Union	151( 4)	143( 3)	995(23)	300( 7)	1,945(45)	292( 7)	461(11)
Warren	5( 1)	14( 2)	112(15)	50( 7)	406(55)	79(11)	76(10)
<b>TOTAL</b>	<b>1,811( 3)</b>	<b>7,949(14)</b>	<b>12,134(21)</b>	<b>4,707( 8)</b>	<b>23,855(41)</b>	<b>3,295( 6)</b>	<b>4,658( 8)</b>

# **INTAKE**

**The following information describes the  
recommendations made by the intake units of the  
various Family Division Superior Courts during  
the period January - December 1986**

**TABLE 17**  
**COURT INTAKE SCREENING DECISION OUTCOMES BY COUNTY**  
**JANUARY - DECEMBER 1986**

County	Referral/ Transfer	DECISION OUTCOME	
		Diversion	Adjudication
Atlantic	76( 4)	1,216(61)	695(35)
Bergen	481(16)	1,337(44)	1,240(41)
Burlington	126( 7)	955(57)	609(36)
Camden	143( 4)	1,958(58)	1,258(37)
Cape May	117(14)	450(52)	291(34)
Cumberland	73( 6)	617(50)	553(44)
Essex	281( 4)	4,851(66)	2,244(30)
Gloucester	122( 9)	841(65)	327(25)
Hudson	177( 5)	1,501(47)	1,503(47)
Hunterdon	38(11)	171(51)	128(38)
Mercer	122( 6)	790(41)	1,002(52)
Middlesex	482(14)	1,938(57)	947(28)
Monmouth	283( 8)	1,967(59)	1,084(33)
Morris	258(13)	1,284(63)	490(24)
Ocean	150( 7)	990(49)	897(44)
Passaic	262(11)	678(28)	1,504(61)
Salem	24( 5)	193(45)	214(50)
Somerset	195(25)	225(28)	374(47)
Sussex	7( 2)	60(21)	220(77)
Union	618(18)	1,163(33)	1,701(49)
Warren	41( 7)	328(57)	209(36)
<b>TOTAL</b>	<b>4,076( 9)</b>	<b>23,513(52)</b>	<b>17,490(39)</b>

**TABLE 18**  
**JUVENILES, CASES AND OFFENSES**  
**DIVERTED AT INTAKE BY COUNTY**  
**JANUARY - DECEMBER 1986**

<b>County</b>	<b>No. of Juveniles</b>	<b>No. of Cases</b>	<b>No. of Offenses</b>
Atlantic	1,000	1,216	1,713
Bergen	1,286	1,337	1,639
Burlington	918	955	1,307
Camden	1,786	1,958	2,672
Cape May	420	450	695
Cumberland	571	617	851
Essex	4,123	4,851	6,386
Gloucester	789	841	1,101
Hudson	1,371	1,501	1,981
Hunterdon	165	171	290
Mercer	747	790	1,049
Middlesex	1,667	1,938	2,570
Monmouth	1,832	1,967	2,706
Morris	1,185	1,284	1,801
Ocean	929	990	1,360
Passaic	666	678	860
Salem	187	193	254
Somerset	221	225	317
Sussex	60	60	70
Union	1,119	1,163	1,346
Warren	302	328	482
<b>TOTAL</b>	<b>21,344</b>	<b>23,513</b>	<b>31,450</b>

**TABLE 19**  
**AGE OF JUVENILES DIVERTED BY COUNTY**  
**JANUARY - DECEMBER 1986**

County	AGE IN YEARS							Not Indicated
	6-10	11-12	13-14	15-16	17-18	19-20	21	
Atlantic	54(5)	112(11)	185(18)	414(41)	222(22)	1(0)	0(0)	12( 1)
Bergen	37(3)	75( 6)	221(17)	596(46)	315(24)	0(0)	0(0)	42( 3)
Burlington	27(3)	60( 7)	196(21)	359(39)	265(29)	2(0)	0(0)	9( 1)
Camden	80(4)	147( 8)	347(19)	747(42)	458(26)	1(0)	0(0)	6( 0)
Cape May	6(1)	20( 5)	51(12)	167(40)	170(40)	0(0)	0(0)	6( 1)
Cumberland	31(5)	55(10)	132(23)	231(40)	117(20)	1(0)	0(0)	4( 1)
Essex	104(3)	295( 7)	923(22)	1,696(41)	1,092(26)	4(0)	0(0)	9( 0)
Gloucester	35(4)	53( 7)	156(20)	306(39)	192(24)	0(0)	0(0)	47( 6)
Hudson	65(5)	111( 8)	273(20)	528(39)	294(21)	0(0)	0(0)	100( 7)
Hunterdon	1(1)	13( 8)	27(16)	73(44)	45(27)	0(0)	0(0)	6( 4)
Mercer	31(4)	56( 7)	167(22)	304(41)	189(25)	0(0)	0(0)	0( 0)
Middlesex	53(3)	104( 6)	342(21)	656(39)	504(30)	4(0)	0(0)	4( 0)
Monmouth	88(5)	159( 9)	409(22)	667(36)	477(26)	1(0)	0(0)	31( 2)
Morris	18(2)	58( 5)	240(20)	468(39)	371(31)	0(0)	0(0)	30( 3)
Ocean	27(3)	48( 5)	161(17)	339(36)	195(21)	0(0)	0(0)	159(17)
Passaic	37(6)	52( 8)	120(18)	247(37)	151(23)	1(0)	0(0)	58( 9)
Salem	10(5)	29(16)	39(21)	70(37)	33(18)	0(0)	0(0)	6( 3)
Somerset	2(1)	9( 4)	41(19)	103(47)	66(30)	0(0)	0(0)	0( 0)
Sussex	2(3)	4( 7)	11(18)	21(35)	19(32)	0(0)	0(0)	3( 5)
Union	56(5)	67( 6)	228(20)	463(41)	274(24)	2(0)	0(0)	29( 3)
Warren	13(4)	31(10)	60(20)	109(36)	87(29)	0(0)	0(0)	2( 1)
<b>TOTAL</b>	<b>777(4)</b>	<b>1,558( 7)</b>	<b>4,329(20)</b>	<b>8,564(40)</b>	<b>5,536(26)</b>	<b>17(0)</b>	<b>0(0)</b>	<b>563( 3)</b>

**TABLE 20**  
**RACE OF JUVENILES DIVERTED BY COUNTY**  
**JANUARY - DECEMBER 1986**

County	RACE					
	Caucasian	Black	Hispanic	Asian/ Oriental	Other	Not Indicated
Atlantic	508( 51)	408(41)	68( 7)	4(0)	4(0)	8( 1)
Bergen	1,005( 78)	145(11)	46( 4)	27(2)	8(1)	55( 4)
Burlington	638( 69)	234(25)	11( 1)	10(1)	3(0)	22( 2)
Camden	955( 53)	608(34)	212(12)	5(0)	4(0)	2( 0)
Cape May	320( 76)	50(12)	8( 2)	2(0)	1(0)	39( 9)
Cumberland	280( 49)	210(37)	55(10)	0(0)	1(0)	25( 4)
Essex	848( 21)	2,743(67)	405(10)	17(0)	10(0)	100( 2)
Gloucester	621( 79)	146(19)	8( 1)	0(0)	4(1)	10( 1)
Hudson	473( 35)	339(25)	238(17)	8(1)	7(1)	306(22)
Hunterdon	151( 92)	2( 1)	0( 0)	0(0)	0(0)	12( 7)
Mercer	379( 51)	313(42)	47( 6)	2(0)	0(0)	6( 1)
Middlesex	823( 49)	247(15)	85( 5)	3(0)	3(0)	506(30)
Monmouth	848( 46)	326(18)	59( 3)	5(0)	4(0)	590(32)
Morris	1,109( 94)	34( 3)	20( 2)	4(0)	6(1)	12( 1)
Ocean	818( 88)	64( 7)	29( 3)	0(0)	0(0)	18( 2)
Passaic	286( 43)	181(27)	112(17)	1(0)	2(0)	84(13)
Salem	97( 52)	74(40)	7( 4)	0(0)	0(0)	9( 5)
Somerset	185( 84)	26(12)	2( 1)	0(0)	0(0)	8( 4)
Sussex	60(100)	0( 0)	0( 0)	0(0)	0(0)	0( 0)
Union	542( 48)	451(40)	56( 5)	2(0)	2(0)	66( 6)
Warren	276( 91)	5( 2)	6( 2)	0(0)	0(0)	15( 5)
<b>TOTAL</b>	<b>11,222( 53)</b>	<b>6,606(31)</b>	<b>1,474( 7)</b>	<b>90(0)</b>	<b>59(0)</b>	<b>1,893( 9)</b>

**TABLE 21**  
**SEX OF JUVENILES DIVERTED BY COUNTY**  
**JANUARY - DECEMBER 1986**

County	Total No. Of Juveniles	SEX		Not Indicated
		Male	Female	
Atlantic	1,000	758(76)	240(24)	2(0)
Bergen	1,286	993(77)	285(22)	8(1)
Burlington	918	740(81)	177(19)	1(0)
Camden	1,786	1,412(79)	374(21)	0(0)
Cape May	420	333(79)	87(21)	0(0)
Cumberland	571	437(77)	134(23)	0(0)
Essex	4,123	3,208(78)	906(22)	9(0)
Gloucester	789	597(76)	191(24)	1(0)
Hudson	1,371	1,026(75)	307(22)	38(3)
Hunterdon	165	134(81)	31(19)	0(0)
Mercer	747	525(70)	222(30)	0(0)
Middlesex	1,667	1,260(76)	406(24)	1(0)
Monmouth	1,832	1,302(71)	527(29)	3(0)
Morris	1,185	949(80)	236(20)	0(0)
Ocean	929	700(75)	229(25)	0(0)
Passaic	666	505(76)	157(24)	4(1)
Salem	187	136(73)	50(27)	1(1)
Somerset	221	163(74)	58(26)	0(0)
Sussex	60	49(82)	11(18)	0(0)
Union	1,119	802(72)	316(28)	1(0)
Warren	302	233(77)	69(23)	0(0)
<b>TOTAL</b>	<b>21,344</b>	<b>16,262(76)</b>	<b>5,013(23)</b>	<b>69(0)</b>

**TABLE 22**  
**USE OF DIVERSION MECHANISMS BY COUNTY**  
**JANUARY - DECEMBER 1986**

County	DIVERSION MECHANISM			
	JCC	ISC	CIU	Other
Atlantic	312(26)	903( 74)	1(0)	0(0)
Bergen	827(62)	508( 38)	1(0)	1(0)
Burlington	258(27)	697( 73)	0(0)	0(0)
Camden	1,171(60)	787( 40)	0(0)	0(0)
Cape May	221(49)	229( 51)	0(0)	0(0)
Cumberland	218(35)	398( 65)	1(0)	0(0)
Essex	1,135(23)	3,226( 67)	40(1)	450(9)
Gloucester	375(45)	466( 55)	0(0)	0(0)
Hudson	425(28)	1,074( 72)	2(0)	0(0)
Hunterdon	59(35)	112( 65)	0(0)	0(0)
Mercer	135(17)	639( 81)	16(2)	0(0)
Middlesex	1,094(56)	833( 43)	11(1)	0(0)
Monmouth	898(46)	1,069( 54)	0(0)	0(0)
Morris	624(49)	646( 50)	14(1)	0(0)
Ocean	98(10)	892( 90)	0(0)	0(0)
Passaic	327(48)	351( 52)	0(0)	0(0)
Salem	103(53)	90( 47)	0(0)	0(0)
Somerset	0( 0)	225(100)	0(0)	0(0)
Sussex	36(60)	23( 38)	0(0)	1(2)
Union	411(35)	749( 64)	3(0)	0(0)
Warren	107(33)	221( 67)	0(0)	0(0)
<b>TOTAL</b>	<b>8,834(37)</b>	<b>14,138( 60)</b>	<b>89(0)</b>	<b>452(2)</b>

**TABLE 23**  
**LEAD OFFENSE TYPE FOR DIVERTED**  
**CASES BY COUNTY**  
**JANUARY - DECEMBER 1986**

County	LEAD OFFENSE TYPE					
	Violent Index	Serious Property Index	Other Person	Other Property	CDS/Alcohol	Other
Atlantic	14(1)	441(36)	184(15)	285(23)	71( 6)	221(18)
Bergen	3(0)	300(22)	117( 9)	345(26)	84( 6)	488(36)
Burlington	10(1)	250(26)	136(14)	232(24)	98(10)	229(24)
Camden	52(3)	614(31)	255(13)	498(25)	122( 6)	417(21)
Cape May	4(1)	99(22)	51(11)	101(22)	31( 7)	164(36)
Cumberland	5(1)	203(33)	117(19)	132(21)	18( 3)	142(23)
Essex	219(5)	1,400(29)	656(14)	1,369(28)	421( 9)	786(16)
Gloucester	12(1)	220(26)	116(14)	201(24)	33( 4)	259(31)
Hudson	120(8)	376(25)	294(20)	344(23)	105( 7)	262(17)
Hunterdon	2(1)	43(25)	7( 4)	27(16)	23(13)	69(40)
Mercer	3(0)	216(27)	112(14)	168(21)	55( 7)	236(30)
Middlesex	20(1)	520(27)	322(17)	415(21)	156( 8)	505(26)
Monmouth	34(2)	578(29)	259(13)	413(21)	93( 5)	590(30)
Morris	12(1)	291(23)	67( 5)	367(29)	93( 7)	454(35)
Ocean	13(1)	295(30)	153(15)	213(22)	47( 5)	269(27)
Passaic	0(0)	201(30)	100(15)	210(31)	54( 8)	113(17)
Salem	1(1)	64(33)	46(24)	33(17)	7( 4)	42(22)
Somerset	1(0)	52(23)	20( 9)	44(20)	13( 6)	95(42)
Sussex	0(0)	21(35)	4( 7)	7(12)	12(20)	16(27)
Union	0(0)	229(20)	238(20)	220(19)	74( 6)	402(35)
Warren	0(0)	62(19)	30( 9)	86(26)	23( 7)	127(39)
<b>TOTAL</b>	<b>525(2)</b>	<b>6,475(27)</b>	<b>3,284(14)</b>	<b>5,710(24)</b>	<b>1,633( 7)</b>	<b>5,886(25)</b>

**TABLE 24**  
**DEGREE OF MOST SERIOUS CHARGE FOR DIVERTED CASES BY COUNTY**  
**JANUARY - DECEMBER 1986**

County	LEAD DEGREE						
	1st Degree	2nd Degree	3rd Degree	4th Degree	Disorderly Persons	Petty Disorderly Persons	No Degree Indicated
Atlantic	2(0)	29( 2)	213(18)	163(13)	701(58)	92( 8)	16( 1)
Bergen	1(0)	4( 0)	36( 3)	97( 7)	1,001(75)	136(10)	62( 5)
Burlington	0(0)	10( 1)	100(10)	42( 4)	736(77)	61( 6)	6( 1)
Camden	6(0)	31( 2)	383(20)	172( 9)	1,142(58)	188(10)	36( 2)
Cape May	1(0)	5( 1)	51(11)	33( 7)	266(59)	51(11)	43(10)
Cumberland	0(0)	6( 1)	79(13)	41( 7)	400(65)	84(14)	7( 1)
Essex	16(0)	1,544(32)	564(12)	244( 5)	2,189(45)	154( 3)	140( 3)
Gloucester	0(0)	12( 1)	101(12)	57( 7)	523(62)	109(13)	39( 5)
Hudson	33(2)	386(26)	262(17)	127( 8)	586(39)	96( 6)	11( 1)
Hunterdon	0(0)	1( 1)	19(11)	22(13)	87(51)	40(23)	2( 1)
Mercer	0(0)	1( 0)	41( 5)	66( 8)	564(71)	98(12)	20( 3)
Middlesex	1(0)	16( 1)	146( 8)	226(12)	1,303(67)	203(10)	43( 2)
Monmouth	0(0)	349(18)	220(11)	191(10)	931(47)	225(11)	51( 3)
Morris	5(0)	8( 1)	101( 8)	105( 8)	938(73)	106( 8)	21( 2)
Ocean	0(0)	17( 2)	84( 8)	136(14)	641(65)	89( 9)	23( 2)
Passaic	0(0)	0( 0)	31( 5)	53( 8)	535(79)	53( 8)	6( 1)
Salem	0(0)	1( 1)	8( 4)	13( 7)	143(74)	27(14)	1( 1)
Somerset	1(0)	1( 0)	2( 1)	13( 6)	175(78)	22(10)	11( 5)
Sussex	0(0)	0( 0)	6(10)	2( 3)	41(68)	11(18)	0( 0)
Union	0(0)	5( 0)	14( 1)	38( 3)	944(81)	143(12)	19( 2)
Warren	0(0)	0( 0)	18( 5)	19( 6)	227(69)	38(12)	26( 8)
<b>TOTAL</b>	<b>66(0)</b>	<b>2,426(10)</b>	<b>2,479(11)</b>	<b>1,860( 8)</b>	<b>14,073(60)</b>	<b>2,026( 9)</b>	<b>583( 2)</b>

**TABLE 25  
POLICE-COURT REFERRAL RATES  
AND COURT DIVERSION RATES BY COUNTY**

County	Number and Percentage of Juvenile Arrests Referred to Court By Police - 1986*	Number and Percentage of Cases Docketed and Diverted (1/86-12/86)
Atlantic	2,215(76)	1,216(40)
Bergen	3,720(40)	1,337(34)
Burlington	2,080(62)	955(46)
Camden	3,396(69)	1,958(51)
Cape May	1,214(66)	450(48)
Cumberland	1,667(77)	617(35)
Essex	9,845(67)	4,851(47)
Gloucester	1,334(65)	841(54)
Hudson	3,874(61)	1,501(32)
Hunterdon	346(58)	171(43)
Mercer	2,644(48)	790(28)
Middlesex	3,700(61)	1,938(49)
Monmouth	3,982(61)	1,967(45)
Morris	1,863(49)	1,284(62)
Ocean	1,434(27)	990(41)
Passaic	2,794(45)	678(20)
Salem	625(89)	193(30)
Somerset	1,082(45)	225(29)
Sussex	548(54)	60(11)
Union	3,826(49)	1,163(27)
Warren	684(52)	328(44)
<b>TOTAL</b>	52,873(56)	23,513(40)

\* *Crime in New Jersey, 1986 Uniform Crime Report.*

## **ADJUDICATED: DISPOSITIONS**

**The following information describes the  
disposition of juveniles who were adjudicated  
delinquent and sentenced during the period  
January - December 1986**

**TABLE 26**  
**JUVENILES, CASES AND OFFENSES**  
**ADJUDICATED DELINQUENT AND SENTENCED BY COUNTY**  
**JANUARY - DECEMBER 1986**

County	No. of Juveniles	No. of Cases	No. of Offenses	AVERAGE NO. OF OFFENSES:	
				Per Juvenile	Per Case
Atlantic	549	695	1,310	2.4	1.9
Bergen	1,038	1,240	2,312	2.2	1.9
Burlington	519	609	1,226	2.4	2.0
Camden	1,009	1,258	2,253	2.2	1.8
Cape May	259	291	442	1.7	1.5
Cumberland	462	553	1,099	2.4	2.0
Essex	1,759	2,244	3,593	2.0	1.6
Gloucester	285	327	719	2.5	2.2
Hudson	1,206	1,503	2,895	2.4	1.9
Hunterdon	112	128	226	2.0	1.8
Mercer	811	1,002	1,966	2.4	2.0
Middlesex	843	947	1,880	2.2	2.0
Monmouth	890	1,084	2,362	2.7	2.2
Morris	398	490	1,092	2.7	2.2
Ocean	761	897	1,934	2.5	2.2
Passaic	1,275	1,504	2,233	1.8	1.5
Salem	177	214	525	3.0	2.5
Somerset	341	374	850	2.5	2.3
Sussex	203	220	455	2.2	2.1
Union	1,375	1,701	2,721	2.0	1.6
Warren	180	209	367	2.0	1.8
<b>TOTAL</b>	<b>14,452</b>	<b>17,490</b>	<b>32,460</b>	<b>2.2</b>	<b>1.9</b>

**TABLE 27**  
**JUVENILES ADJUDICATED DELINQUENT AND SENTENCED**  
**AS A PROPORTION OF JUVENILES DOCKETED BY COUNTY**  
**JANUARY - DECEMBER 1986**

County	No. of Juveniles Adjudicated Delinquent	No. of Juveniles Docketed	No. of Juveniles Adjudicated Delinquent Per 100 Juveniles Docketed
Atlantic	549	1,753	31
Bergen	1,038	3,148	33
Burlington	519	1,573	33
Camden	1,009	2,761	37
Cape May	259	784	33
Cumberland	462	1,230	38
Essex	1,759	6,226	28
Gloucester	285	1,224	23
Hudson	1,206	2,982	40
Hunterdon	112	324	35
Mercer	811	1,693	48
Middlesex	843	2,921	29
Monmouth	890	3,286	27
Morris	398	1,731	23
Ocean	761	1,797	42
Passaic	1,275	2,528	50
Salem	177	478	37
Somerset	341	672	51
Sussex	203	463	44
Union	1,375	2,998	46
Warren	180	531	34
<b>TOTAL</b>	<u>14,452</u>	<u>41,103</u>	<u>35</u>

**TABLE 28**  
**AGE OF JUVENILES ADJUDICATED DELINQUENT AND SENTENCED BY COUNTY**  
**JANUARY - DECEMBER 1986**

County	AGE IN YEARS							Not Indicated
	6-10	11-12	13-14	15-16	17-18	19-20	21	
Atlantic	5(1)	31(6)	102(19)	236(43)	170(31)	5(1)	0(0)	0(0)
Bergen	9(1)	21(2)	126(12)	452(44)	407(39)	6(1)	1(0)	16(2)
Burlington	4(1)	15(3)	69(13)	227(44)	196(38)	6(1)	0(0)	2(0)
Camden	8(1)	29(3)	171(17)	458(45)	338(33)	4(0)	1(0)	0(0)
Cape May	1(0)	4(2)	27(10)	86(33)	140(54)	1(0)	0(0)	0(0)
Cumberland	10(2)	26(6)	102(22)	184(40)	137(30)	2(0)	0(0)	1(0)
Essex	7(0)	28(2)	257(15)	778(44)	678(39)	9(1)	0(0)	2(0)
Gloucester	2(1)	6(2)	27( 9)	116(41)	127(45)	3(1)	0(0)	4(1)
Hudson	13(1)	32(3)	157(13)	519(43)	460(38)	5(0)	0(0)	20(2)
Hunterdon	1(1)	2(2)	19(17)	38(34)	47(42)	3(3)	0(0)	2(2)
Mercer	7(1)	27(3)	152(19)	329(41)	283(35)	10(1)	0(0)	3(0)
Middlesex	3(0)	25(3)	113(13)	308(37)	356(42)	33(4)	2(0)	3(0)
Monmouth	9(1)	23(3)	162(18)	368(41)	316(36)	7(1)	1(0)	4(0)
Morris	4(1)	4(1)	53(13)	180(45)	153(38)	2(1)	0(0)	2(1)
Ocean	11(1)	34(4)	113(15)	325(43)	241(32)	5(1)	0(0)	32(4)
Passaic	21(2)	49(4)	188(15)	508(40)	443(35)	39(3)	0(0)	27(2)
Salem	1(1)	12(7)	36(20)	70(40)	56(32)	0(0)	0(0)	2(1)
Somerset	0(0)	7(2)	44(13)	147(43)	140(41)	2(1)	0(0)	1(0)
Sussex	1(0)	7(3)	29(14)	89(44)	72(35)	1(0)	0(0)	4(2)
Union	23(2)	59(4)	210(15)	593(43)	473(34)	6(0)	1(0)	10(1)
Warren	2(1)	4(2)	27(15)	74(41)	73(41)	0(0)	0(0)	0(0)
<b>TOTAL</b>	<b>142(1)</b>	<b>445(3)</b>	<b>2,184(15)</b>	<b>6,085(42)</b>	<b>5,306(37)</b>	<b>149(1)</b>	<b>6(0)</b>	<b>135(1)</b>

**TABLE 29**  
**RACE OF JUVENILES ADJUDICATED DELINQUENT**  
**AND SENTENCED BY COUNTY**  
**JANUARY - DECEMBER 1986**

County	RACE					
	Caucasian	Black	Hispanic	Asian/ Oriental	Other	Not Indicated
Atlantic	150(27)	332(60)	67(12)	0(0)	0(0)	0( 0)
Bergen	722(70)	216(21)	31( 3)	12(1)	8(1)	49( 5)
Burlington	318(61)	160(31)	6( 1)	3(1)	0(0)	32( 6)
Camden	393(39)	451(45)	161(16)	3(0)	0(0)	1( 0)
Cape May	173(67)	44(17)	4( 2)	1(0)	0(0)	37(14)
Cumberland	176(38)	136(29)	49(11)	0(0)	0(0)	101(22)
Essex	146( 8)	1,362(77)	158( 9)	1(0)	4(0)	88( 5)
Gloucester	219(77)	57(20)	2( 1)	0(0)	0(0)	7( 2)
Hudson	267(22)	356(30)	183(15)	2(0)	3(0)	395(33)
Hunterdon	93(83)	3( 3)	1( 1)	0(0)	1(1)	14(13)
Mercer	264(33)	485(60)	55( 7)	0(0)	0(0)	7( 1)
Middlesex	360(43)	148(18)	52( 6)	3(0)	3(0)	277(33)
Monmouth	311(35)	207(23)	28( 3)	5(1)	2(0)	337(38)
Morris	336(84)	47(12)	6( 2)	4(1)	0(0)	5( 1)
Ocean	606(80)	97(13)	31( 4)	2(0)	1(0)	24( 3)
Passaic	228(18)	285(22)	200(16)	3(0)	1(0)	558(44)
Salem	107(60)	64(36)	1( 1)	0(0)	0(0)	5( 3)
Somerset	260(76)	67(20)	6( 2)	2(1)	2(1)	4( 1)
Sussex	199(98)	3( 1)	0( 0)	0(0)	0(0)	1( 0)
Union	485(35)	674(49)	97( 7)	4(0)	1(0)	114( 8)
Warren	148(82)	4( 2)	3( 2)	0(0)	1(1)	24(13)
<b>TOTAL</b>	<b>5,961(41)</b>	<b>5,198(36)</b>	<b>1,141( 8)</b>	<b>45(0)</b>	<b>27(0)</b>	<b>2,080(14)</b>

**TABLE 30**  
**SEX OF JUVENILES ADJUDICATED DELINQUENT**  
**AND SENTENCED BY COUNTY**  
**JANUARY - DECEMBER 1986**

County	Total No. Of Juveniles	SEX		Not Indicated
		Male	Female	
Atlantic	549	469(85)	80(15)	0(0)
Bergen	1,038	886(85)	148(14)	4(0)
Burlington	519	457(88)	62(12)	0(0)
Camden	1,009	887(88)	122(12)	0(0)
Cape May	259	214(83)	45(17)	0(0)
Cumberland	462	388(84)	69(15)	5(1)
Essex	1,759	1,633(93)	125( 7)	1(0)
Gloucester	285	252(88)	33(12)	0(0)
Hudson	1,206	1,074(89)	97( 8)	35(3)
Hunterdon	112	100(89)	12(11)	0(0)
Mercer	811	694(86)	117(14)	0(0)
Middlesex	843	746(88)	97(12)	0(0)
Monmouth	890	745(84)	144(16)	1(0)
Morris	398	343(86)	55(14)	0(0)
Ocean	761	656(86)	105(14)	0(0)
Passaic	1,275	1,122(88)	147(12)	6(0)
Salem	177	143(81)	34(19)	0(0)
Somerset	341	301(88)	40(12)	0(0)
Sussex	203	184(91)	19( 9)	0(0)
Union	1,375	1,194(87)	181(13)	0(0)
Warren	180	141(78)	39(22)	0(0)
<b>TOTAL</b>	<b>14,452</b>	<b>12,629(87)</b>	<b>1,771(12)</b>	<b>52(0)</b>

**TABLE 31**  
**LEAD OFFENSE TYPE FOR ADJUDICATIONS OF DELINQUENCY**  
**WHICH WERE SENTENCED BY COUNTY\***  
**JANUARY - DECEMBER 1986**

County	LEAD OFFENSE TYPE					
	Violent Index	Serious Property Index	Other Person	Other Property	CDS/Alcohol	Other
Atlantic	82(12)	192(28)	89(13)	91(13)	66( 9)	175(25)
Bergen	78( 6)	317(26)	125(10)	225(18)	122(10)	373(30)
Burlington	57( 9)	215(35)	66(11)	112(18)	29( 5)	130(21)
Camden	179(15)	382(32)	117(10)	227(19)	102( 8)	200(17)
Cape May	20( 7)	64(22)	23( 8)	29(10)	14( 5)	141(48)
Cumberland	94(17)	171(31)	59(11)	82(15)	19( 3)	128(23)
Essex	430(19)	412(18)	133( 6)	378(17)	538(24)	347(16)
Gloucester	28( 9)	101(31)	23( 7)	51(16)	15( 5)	109(33)
Hudson	297(20)	330(22)	95( 6)	254(17)	286(19)	241(16)
Hunterdon	6( 5)	27(21)	10( 8)	39(30)	12( 9)	34(27)
Mercer	85( 8)	309(31)	110(11)	155(15)	127(13)	216(22)
Middlesex	91(10)	287(30)	110(12)	213(22)	80( 8)	166(18)
Monmouth	121(11)	386(36)	140(13)	175(16)	48( 4)	214(20)
Morris	43( 9)	145(30)	46( 9)	114(23)	44( 9)	98(20)
Ocean	52( 6)	307(34)	121(13)	183(20)	60( 7)	174(19)
Passaic	164(11)	312(21)	90( 6)	276(18)	167(11)	495(33)
Salem	11( 5)	74(35)	26(12)	47(22)	10( 5)	46(21)
Somerset	32( 9)	108(29)	41(11)	80(21)	39(10)	74(20)
Sussex	6( 3)	64(29)	22(10)	60(27)	20( 9)	48(22)
Union	137( 8)	413(24)	167(10)	361(21)	146( 9)	474(28)
Warren	11( 5)	53(25)	18( 9)	46(22)	8( 4)	73(35)
<b>TOTAL</b>	<b>2,024(12)</b>	<b>4,669(27)</b>	<b>1,631( 9)</b>	<b>3,198(18)</b>	<b>1,952(11)</b>	<b>3,956(23)</b>

\* 60 recall cases have been excluded from this table.

**TABLE 32**  
**DEGREE OF MOST SERIOUS CHARGE FOR ADJUDICATIONS OF DELINQUENCY**  
**WHICH WERE SENTENCED BY COUNTY**  
**JANUARY - DECEMBER 1986**

County	LEAD DEGREE						
	1st Degree	2nd Degree	3rd Degree	4th Degree	Disorderly Persons	Petty Disorderly Persons	No Degree Indicated
Atlantic	27(4)	62( 9)	225(32)	75(11)	191(27)	38(5)	77(11)
Bergen	24(2)	54( 4)	289(23)	104( 8)	566(46)	49(4)	154(12)
Burlington	11(2)	42( 7)	182(30)	67(11)	259(43)	15(2)	33( 5)
Camden	72(6)	90( 7)	465(37)	111( 9)	343(27)	40(3)	137(11)
Cape May	6(2)	6( 2)	48(16)	25( 9)	127(44)	20(7)	59(20)
Cumberland	16(3)	44( 8)	160(29)	63(11)	192(35)	45(8)	33( 6)
Essex	168(7)	765(34)	593(26)	96( 4)	412(18)	23(1)	187( 8)
Gloucester	8(2)	13( 4)	82(25)	23( 7)	128(39)	19(6)	54(17)
Hudson	134(9)	591(39)	310(21)	123( 8)	216(14)	32(2)	97( 6)
Hunterdon	0(0)	6( 5)	33(26)	31(24)	43(34)	5(4)	10( 8)
Mercer	35(3)	39( 4)	366(37)	104(10)	343(34)	49(5)	66( 7)
Middlesex	21(2)	44( 5)	321(34)	162(17)	334(35)	28(3)	37( 4)
Monmouth	50(5)	415(38)	165(15)	85( 8)	276(25)	36(3)	57( 5)
Morris	10(2)	28( 6)	158(32)	62(13)	213(43)	17(3)	2( 0)
Ocean	15(2)	36( 4)	266(30)	139(15)	376(42)	34(4)	31( 3)
Passaic	60(4)	84( 6)	408(27)	144(10)	420(28)	48(3)	340(23)
Salem	3(1)	13( 6)	57(27)	33(15)	81(38)	7(3)	20( 9)
Somerset	5(1)	10( 3)	115(31)	55(15)	157(42)	28(7)	4( 1)
Sussex	0(0)	16( 7)	62(28)	31(14)	104(47)	4(2)	3( 1)
Union	64(4)	59( 3)	401(24)	179(11)	707(42)	104(6)	187(11)
Warren	4(2)	8( 4)	49(23)	25(12)	92(44)	8(4)	23(11)
<b>TOTAL</b>	<b>733(4)</b>	<b>2,425(14)</b>	<b>4,755(27)</b>	<b>1,737(10)</b>	<b>5,580(32)</b>	<b>649(4)</b>	<b>1,611( 9)</b>

**TABLE 33  
STATE OF NEW JERSEY  
OFFENSE BY DISPOSITION  
JANUARY - DECEMBER 1986**

OFFENSE	UNUSPENDED INCARCERATION DOC	SHORT-TERM DETENTION FACILITY	RESIDENTIAL COMMITMENT	DYFS PROGRAM DOC	DMH/COMMITMENT	OTHER RESIDENTIAL	NON-RESIDENTIAL PROGRAM DOC	DYFS NON-RESIDENTIAL	DMR	OTHER REMEDIAL NON-RESIDENTIAL	DYFS UNSPECIFIED	SUSPENDED DOC	PROBATION	SUSPENDED PROBATION	RESTITUTION	COMMUNITY SERVICE	SUSPENDED RESIDENTIAL AND/OR NON-RESIDENTIAL	FINE	FORMAL CONTINUANCE	OTHER CONTINUANCE	CONTINUE PRIOR DISPOSITION	OTHER	SUSPENDED CONDITIONAL	TOTAL
Homicide	70%	0%	0%	0%	0%	0%	0%	0%	0%	20%	0%	10%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	10
Sex Offenses	10%	0%	1%	1%	0%	4%	0%	1%	0%	31%	0%	9%	27%	1%	0%	1%	0%	0%	13%	1%	0%	0%	0%	328
Aggravated Assault	12%	1%	3%	1%	0%	3%	1%	1%	0%	18%	0%	7%	31%	2%	1%	1%	0%	1%	18%	0%	0%	0%	1%	993
Robbery	22%	0%	7%	1%	0%	2%	3%	1%	0%	14%	0%	11%	26%	2%	2%	0%	0%	0%	8%	1%	0%	0%	0%	693
Burglary	10%	1%	3%	1%	0%	3%	1%	1%	0%	13%	0%	7%	39%	1%	1%	1%	0%	0%	16%	0%	0%	0%	1%	2,341
Larceny/Theft	6%	1%	2%	1%	0%	2%	1%	1%	0%	11%	1%	4%	41%	1%	1%	1%	0%	1%	23%	1%	1%	1%	1%	2,328
Other Assaults	3%	0%	1%	1%	0%	1%	0%	1%	0%	10%	1%	3%	37%	1%	1%	1%	0%	1%	34%	0%	1%	1%	1%	1,630
Arson	10%	1%	0%	0%	0%	1%	0%	0%	0%	16%	0%	5%	34%	0%	1%	3%	0%	0%	27%	1%	0%	1%	0%	89
Criminal Trespass & Burglary Related	2%	0%	1%	0%	0%	2%	0%	1%	0%	10%	0%	3%	33%	0%	1%	1%	0%	4%	36%	1%	1%	1%	2%	759
Other Theft Related	6%	1%	3%	0%	0%	1%	2%	1%	0%	13%	1%	4%	38%	1%	2%	1%	0%	1%	24%	1%	0%	0%	1%	1,345
CDS and Alcohol	5%	1%	3%	0%	0%	2%	1%	0%	0%	23%	0%	4%	27%	1%	0%	1%	0%	3%	28%	1%	0%	0%	1%	2,416
Criminal Mischief	2%	0%	1%	0%	0%	1%	0%	0%	0%	9%	1%	4%	37%	1%	8%	3%	0%	1%	30%	1%	0%	0%	1%	906
Other Property	3%	0%	0%	0%	0%	3%	0%	0%	0%	10%	0%	3%	43%	0%	2%	3%	0%	0%	25%	0%	0%	2%	5%	60
Offenses Against Public Administration & M.V. Offenses	7%	0%	1%	0%	0%	1%	0%	0%	0%	9%	0%	2%	32%	1%	1%	3%	0%	6%	31%	4%	1%	1%	2%	768
Offenses Against Public Order & Decency	2%	1%	1%	1%	0%	1%	0%	0%	0%	10%	0%	3%	30%	1%	1%	3%	0%	3%	39%	1%	1%	1%	3%	1,134
Inchoate 2nd, 3rd°	5%	0%	2%	0%	0%	1%	2%	0%	0%	14%	1%	7%	39%	0%	0%	0%	0%	0%	26%	0%	0%	0%	1%	84
Inchoate 4th°, DP, PDP	5%	0%	0%	2%	0%	2%	0%	0%	0%	10%	0%	0%	37%	5%	0%	2%	0%	2%	32%	2%	2%	0%	2%	60
VOP	9%	0%	3%	1%	0%	5%	1%	1%	0%	10%	1%	3%	30%	0%	2%	1%	0%	1%	1%	3%	22%	2%	0%	1,408
Recall	5%	0%	2%	7%	0%	0%	0%	0%	0%	2%	0%	27%	15%	42%	0%	0%	0%	0%	0%	0%	2%	0%	0%	60
Other	0%	0%	1%	0%	0%	0%	0%	0%	0%	5%	0%	0%	21%	0%	0%	0%	0%	9%	55%	0%	8%	1%	0%	78
Total	1,170	102	376	110	8	376	154	104	6	2,335	86	808	5,930	183	269	245	1	290	4,100	174	385	103	175	17,490
Percent	7%	1%	2%	1%	0%	2%	1%	1%	0%	13%	1%	5%	34%	1%	1%	1%	0%	2%	23%	1%	2%	1%	1%	

**TABLE 34  
ATLANTIC COUNTY  
OFFENSE BY DISPOSITION  
JANUARY - DECEMBER 1986**

OFFENSE	UNUSPENDED INCARCERATION DOC	SHORT-TERM DETENTION FACILITY	RESIDENTIAL PROGRAM DOC	DYFS RESIDENTIAL	DMH/COMMITMENT	OTHER RESIDENTIAL	NON-RESIDENTIAL PROGRAM DOC	DYFS NON-RESIDENTIAL	DMR	OTHER REMEDIAL NON-RESIDENTIAL	DYFS UNSPECIFIED	SUSPENDED DOC	PROBATION	SUSPENDED PROBATION	RESTITUTION	COMMUNITY SERVICE	SUSPENDED RESIDENTIAL AND/OR NON-RESIDENTIAL	FINE	FORMAL CONTINUANCE	OTHER CONTINUANCE	CONTINUE PRIOR DISPOSITION	OTHER	SUSPENDED CONDITIONAL	TOTAL
Homicide	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0
Sex Offenses	0%	0%	9%	18%	0%	0%	0%	18%	0%	45%	0%	0%	0%	0%	0%	0%	0%	9%	0%	0%	0%	0%	0%	11
Aggravated Assault	19%	0%	15%	2%	0%	0%	0%	7%	0%	6%	0%	0%	22%	0%	4%	0%	0%	0%	24%	2%	0%	0%	0%	54
Robbery	18%	0%	12%	6%	0%	0%	23%	0%	0%	0%	6%	35%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	17
Burglary	13%	0%	9%	3%	0%	6%	2%	5%	0%	10%	0%	1%	39%	0%	0%	2%	0%	0%	5%	0%	6%	0%	0%	88
Larceny/Theft	15%	0%	7%	5%	0%	2%	2%	1%	0%	7%	0%	1%	37%	0%	2%	2%	0%	0%	16%	0%	4%	0%	0%	104
Other Assaults	3%	0%	7%	1%	0%	2%	1%	1%	0%	10%	0%	1%	36%	0%	0%	0%	0%	0%	30%	0%	7%	0%	0%	89
Arson	11%	0%	0%	0%	0%	0%	0%	0%	0%	33%	0%	0%	11%	0%	0%	11%	0%	0%	33%	0%	0%	0%	0%	9
Criminal Trespass & Burglary Related	0%	0%	4%	0%	0%	0%	4%	0%	0%	4%	0%	0%	39%	0%	0%	4%	0%	0%	39%	0%	4%	0%	0%	23
Other Theft Related	13%	0%	13%	0%	0%	0%	3%	3%	0%	13%	0%	3%	22%	0%	9%	0%	0%	0%	22%	0%	0%	0%	0%	32
CDS and Alcohol	15%	0%	25%	1%	0%	1%	3%	5%	0%	15%	0%	1%	15%	0%	0%	1%	0%	0%	12%	0%	5%	0%	0%	75
Criminal Mischief	0%	0%	4%	4%	0%	0%	0%	4%	0%	0%	0%	0%	60%	0%	4%	0%	0%	0%	20%	0%	4%	0%	0%	25
Other Property	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0
Offenses Against Public Administration & M.V. Offenses	10%	0%	3%	0%	0%	0%	0%	0%	0%	0%	0%	7%	38%	0%	0%	0%	0%	3%	28%	3%	7%	0%	0%	29
Offenses Against Public Order & Decency	3%	0%	0%	2%	0%	0%	0%	0%	0%	8%	0%	2%	35%	0%	0%	0%	0%	0%	40%	3%	8%	0%	0%	63
Inchoate 2nd, 3rd <sup>o</sup>	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	25%	0%	0%	0%	0%	0%	75%	0%	0%	0%	0%	4
Inchoate 4th <sup>o</sup> , DP, PDP	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0
VOP	7%	0%	6%	9%	0%	6%	1%	0%	0%	3%	0%	0%	20%	0%	7%	1%	0%	0%	0%	1%	39%	0%	0%	70
Recall	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0
Other	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	100%	0%	0%	0%	2
Total	69	0	62	22	0	14	14	18	0	59	0	9	213	0	13	8	0	1	131	5	57	0	0	695
Percent	10%	0%	9%	3%	0%	2%	2%	3%	0%	9%	0%	1%	31%	0%	2%	1%	0%	0%	19%	1%	8%	0%	0%	

**TABLE 35  
BERGEN COUNTY  
OFFENSE BY DISPOSITION  
JANUARY - DECEMBER 1986**

OFFENSE	UNUSPENDED INCARCERATION DOC	SHORT-TERM DETENTION FACILITY	RESIDENTIAL COMMITMENT	DYFS PROGRAM DOC	DMH/COMMITMENT RESIDENTIAL	OTHER RESIDENTIAL COMMITMENT	NON-RESIDENTIAL PROGRAM DOC	DYFS NON-RESIDENTIAL	DMR	OTHER REMEDIAL NON-RESIDENTIAL	DYFS UNSPECIFIED	SUSPENDED DOC	PROBATION	SUSPENDED PROBATION	RESTITUTION	COMMUNITY SERVICE	SUSPENDED RESIDENTIAL AND/OR NON-RESIDENTIAL	FINE	FORMAL CONTINUANCE	OTHER CONTINUANCE	CONTINUE PRIOR DISPOSITION	OTHER	SUSPENDED CONDITIONAL	TOTAL
Homicide	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0
Sex Offenses	7%	0%	0%	0%	0%	7%	0%	0%	0%	0%	0%	73%	0%	0%	0%	0%	0%	7%	7%	0%	0%	0%	0%	15
Aggravated Assault	11%	0%	0%	0%	2%	0%	0%	0%	0%	2%	0%	41%	2%	2%	0%	0%	9%	28%	0%	0%	2%	0%	0%	46
Robbery	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	77%	0%	0%	0%	0%	0%	18%	6%	0%	0%	0%	0%	17
Burglary	4%	0%	0%	0%	0%	0%	0%	1%	0%	3%	0%	54%	0%	2%	0%	0%	1%	33%	3%	0%	0%	0%	0%	157
Larceny/Theft	2%	1%	1%	0%	1%	0%	0%	0%	0%	3%	0%	46%	0%	0%	0%	0%	0%	43%	3%	0%	1%	1%	1%	160
Other Assaults	2%	1%	0%	0%	1%	1%	0%	0%	0%	5%	0%	35%	0%	3%	0%	0%	2%	48%	2%	0%	1%	0%	0%	124
Arson	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	89%	11%	0%	0%	0%	0%	9
Criminal Trespass & Burglary Related	0%	0%	0%	0%	1%	0%	0%	0%	0%	0%	0%	21%	0%	0%	0%	0%	27%	49%	1%	0%	0%	0%	0%	70
Other Theft Related	1%	0%	0%	0%	0%	0%	0%	0%	0%	1%	0%	39%	0%	0%	0%	0%	1%	51%	6%	0%	0%	0%	0%	72
CDS and Alcohol	1%	0%	0%	0%	0%	1%	0%	0%	0%	0%	0%	32%	0%	2%	0%	0%	1%	58%	7%	0%	0%	0%	0%	186
Criminal Mischief	0%	0%	0%	0%	2%	0%	0%	0%	0%	2%	0%	22%	0%	6%	0%	0%	0%	63%	5%	0%	0%	0%	0%	63
Other Property	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	67%	0%	0%	0%	0%	0%	33%	0%	0%	0%	0%	0%	6
Offenses Against Public Administration & M.V. Offenses	3%	3%	0%	0%	0%	1%	0%	0%	0%	0%	0%	18%	0%	4%	0%	0%	0%	67%	4%	0%	0%	0%	0%	73
Offenses Against Public Order & Decency	0%	0%	0%	0%	0%	1%	0%	0%	0%	2%	0%	21%	0%	2%	0%	0%	1%	65%	8%	0%	0%	0%	0%	91
Inchoate 2nd, 3rd°	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0
Inchoate 4th°, DP, PDP	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	33%	0%	0%	0%	0%	0%	50%	17%	0%	0%	0%	0%	6
VOP	4%	1%	0%	0%	0%	4%	1%	0%	1%	0%	5%	50%	0%	4%	0%	0%	0%	2%	26%	1%	1%	0%	0%	135
Recall	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0
Other	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	20%	0%	0%	0%	0%	0%	80%	0%	0%	0%	0%	0%	10
Total	27	5	1	0	5	11	1	0	3	1	25	0	469	1	25	0	0	30	548	81	1	5	1	1,240
Percent	2%	0%	0%	0%	0%	1%	0%	0%	0%	0%	2%	0%	38%	0%	2%	0%	0%	2%	44%	7%	0%	0%	0%	

**TABLE 36  
BURLINGTON COUNTY  
OFFENSE BY DISPOSITION  
JANUARY - DECEMBER 1986**

OFFENSE	UNUSPENDED INCARCERATION DOC	SHORT-TERM COMMITMENT DETENTION FACILITY	RESIDENTIAL PROGRAM DOC	DYFS RESIDENTIAL	DMH/COMMITMENT	OTHER RESIDENTIAL	NON-RESIDENTIAL PROGRAM DOC	DYFS NON-RESIDENTIAL	DMR	OTHER REMEDIAL NON-RESIDENTIAL	DYFS UNSPECIFIED	SUSPENDED DOC	PROBATION	SUSPENDED PROBATION	RESTITUTION	COMMUNITY SERVICE	SUSPENDED RESIDENTIAL AND/OR NON-RESIDENTIAL	FINE	FORMAL CONTINUANCE	OTHER CONTINUANCE	CONTINUE PRIOR DISPOSITION	OTHER	SUSPENDED CONDITIONAL	TOTAL
Homicide	0%	0%	0%	0%	0%	0%	0%	0%	0%	100%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	1
Sex Offenses	11%	0%	0%	0%	0%	11%	0%	0%	0%	56%	0%	11%	0%	0%	0%	0%	0%	0%	0%	11%	0%	0%	0%	9
Aggravated Assault	6%	0%	0%	0%	0%	0%	0%	0%	0%	14%	0%	71%	0%	0%	0%	0%	0%	0%	0%	0%	0%	9%	35	
Robbery	25%	0%	0%	0%	0%	0%	0%	0%	0%	17%	0%	33%	25%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	12
Burglary	11%	0%	1%	0%	0%	2%	2%	0%	0%	14%	1%	6%	51%	0%	2%	0%	0%	0%	2%	2%	0%	7%	112	
Larceny/Theft	6%	0%	0%	0%	0%	1%	3%	0%	0%	17%	0%	3%	57%	0%	1%	4%	0%	1%	0%	2%	1%	4%	103	
Other Assaults	1%	0%	0%	0%	0%	0%	0%	0%	0%	9%	0%	3%	79%	1%	0%	0%	0%	0%	0%	0%	1%	5%	66	
Arson	50%	0%	0%	0%	0%	0%	0%	0%	0%	50%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	2	
Criminal Trespass & Burglary Related	0%	0%	0%	0%	0%	4%	0%	0%	0%	13%	0%	4%	54%	0%	4%	0%	8%	0%	0%	8%	0%	4%	24	
Other Theft Related	3%	0%	0%	0%	0%	0%	0%	0%	3%	11%	0%	8%	47%	0%	8%	3%	0%	3%	0%	0%	0%	16%	38	
CDS and Alcohol	0%	0%	0%	0%	0%	0%	0%	0%	0%	27%	2%	2%	42%	0%	0%	0%	9%	0%	2%	4%	0%	11%	45	
Criminal Mischief	0%	0%	0%	0%	0%	2%	0%	0%	0%	16%	0%	0%	61%	0%	12%	5%	0%	0%	2%	0%	0%	2%	43	
Other Property	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0	
Offenses Against Public Administration & M.V. Offenses	0%	0%	0%	0%	0%	2%	3%	0%	0%	11%	0%	0%	53%	0%	3%	3%	0%	3%	0%	3%	5%	0%	18%	38
Offenses Against Public Order & Decency	0%	0%	0%	0%	0%	0%	0%	0%	0%	16%	0%	5%	43%	0%	0%	5%	0%	7%	0%	2%	2%	2%	16%	44
Inchoate 2nd, 3rd°	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	100%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	4	
Inchoate 4th°, DP, PDP	40%	0%	0%	0%	0%	0%	0%	0%	0%	40%	0%	20%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	5	
VOP	7%	0%	0%	0%	0%	0%	0%	0%	0%	32%	0%	36%	0%	0%	0%	0%	7%	0%	0%	18%	0%	0%	28	
Recall	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0	
Other	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0	
Total	31	0	1	0	0	7	6	0	1	102	2	23	327	1	13	10	0	14	0	6	17	3	45	609
Percent	5%	0%	0%	0%	0%	1%	1%	0%	0%	17%	0%	4%	54%	0%	2%	2%	0%	2%	0%	1%	3%	1%	7%	

**TABLE 37  
CAMDEN COUNTY  
OFFENSE BY DISPOSITION  
JANUARY - DECEMBER 1986**

OFFENSE	UNUSPENDED INCARCERATION DOC	SHORT-TERM DETENTION FACILITY	RESIDENTIAL PROGRAM DOC	DYFS RESIDENTIAL	DMH/COMMITMENT	OTHER RESIDENTIAL	NON-RESIDENTIAL PROGRAM DOC	DYFS NON-RESIDENTIAL	DMR	OTHER REMEDIAL NON-RESIDENTIAL	DYFS UNSPECIFIED	SUSPENDED DOC	PROBATION	SUSPENDED PROBATION	RESTITUTION	COMMUNITY SERVICE	SUSPENDED RESIDENTIAL AND/OR NON-RESIDENTIAL	FINE	FORMAL CONTINUANCE	OTHER CONTINUANCE	CONTINUE PRIOR DISPOSITION	OTHER	SUSPENDED CONDITIONAL	TOTAL
Homicide	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0
Sex Offenses	8%	0%	0%	0%	0%	0%	0%	0%	0%	4%	4%	31%	15%	8%	0%	0%	0%	0%	27%	0%	0%	4%	0%	26
Aggravated Assault	28%	0%	0%	1%	0%	1%	0%	1%	0%	3%	0%	16%	11%	15%	2%	1%	0%	0%	20%	0%	0%	0%	0%	93
Robbery	35%	0%	0%	2%	0%	0%	0%	0%	0%	3%	0%	20%	13%	17%	0%	0%	0%	0%	10%	0%	0%	0%	0%	60
Burglary	19%	0%	0%	1%	0%	0%	0%	1%	0%	1%	0%	18%	19%	13%	1%	0%	0%	0%	29%	0%	0%	0%	1%	198
Larceny/Theft	21%	0%	0%	1%	0%	0%	0%	1%	0%	4%	2%	9%	19%	10%	0%	0%	0%	0%	34%	0%	0%	1%	0%	184
Other Assaults	9%	0%	0%	2%	0%	0%	0%	0%	0%	4%	2%	14%	24%	10%	0%	1%	0%	0%	32%	0%	1%	2%	0%	117
Arson	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	25%	13%	0%	0%	0%	0%	0%	63%	0%	0%	0%	0%	8
Criminal Trespass & Burglary Related	13%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	13%	17%	7%	0%	0%	0%	0%	43%	0%	0%	3%	3%	30
Other Theft Related	24%	0%	0%	1%	0%	0%	0%	0%	0%	1%	2%	7%	27%	20%	0%	1%	0%	0%	15%	0%	0%	0%	1%	95
CDS and Alcohol	14%	0%	0%	2%	0%	1%	0%	0%	0%	3%	0%	20%	24%	10%	0%	0%	0%	2%	25%	0%	0%	0%	0%	113
Criminal Mischief	9%	0%	0%	1%	0%	0%	0%	0%	0%	0%	1%	5%	16%	6%	5%	0%	0%	0%	55%	0%	0%	1%	1%	86
Other Property	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	17%	33%	0%	0%	0%	0%	0%	50%	0%	0%	0%	0%	6
Offenses Against Public Administration & M.V. Offenses	12%	0%	0%	0%	0%	0%	0%	3%	0%	3%	0%	12%	21%	12%	0%	0%	0%	0%	36%	0%	0%	0%	0%	33
Offenses Against Public Order & Decency	13%	0%	0%	0%	0%	0%	0%	2%	0%	4%	0%	6%	13%	9%	2%	4%	0%	0%	47%	0%	0%	0%	0%	53
Inchoate 2nd, 3rd°	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	50%	0%	0%	0%	0%	0%	50%	0%	0%	0%	0%	4
Inchoate 4th°, DP, PDP	6%	0%	0%	6%	0%	0%	0%	0%	0%	0%	0%	0%	35%	18%	0%	6%	0%	6%	18%	0%	0%	0%	6%	17
VOP	17%	0%	0%	2%	0%	0%	0%	5%	0%	2%	6%	8%	29%	4%	1%	1%	1%	0%	11%	0%	9%	2%	1%	84
Recall	0%	0%	0%	6%	0%	0%	0%	0%	0%	0%	0%	31%	14%	49%	0%	0%	0%	0%	0%	0%	0%	0%	0%	51
Other	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0
Total	213	0	0	18	0	2	0	9	0	29	14	173	250	158	9	7	1	3	349	0	9	8	6	1,258
Percent	17%	0%	0%	1%	0%	0%	0%	1%	0%	2%	1%	14%	20%	13%	1%	1%	0%	0%	28%	0%	1%	1%	1%	

**TABLE 38  
CAPE MAY COUNTY  
OFFENSE BY DISPOSITION  
JANUARY - DECEMBER 1986**

OFFENSE	UNSUSPENDED INCARCERATION DOC	SHORT-TERM DETENTION FACILITY	RESIDENTIAL PROGRAM DOC	DYFS RESIDENTIAL	DMH/COMMITMENT	OTHER RESIDENTIAL	NON-RESIDENTIAL PROGRAM DOC	DYFS NON-RESIDENTIAL	DMR	OTHER REMEDIAL NON-RESIDENTIAL	DYFS UNSPECIFIED	SUSPENDED DOC	PROBATION	SUSPENDED PROBATION	RESTITUTION	COMMUNITY SERVICE	SUSPENDED RESIDENTIAL AND/OR NON-RESIDENTIAL	FINE	FORMAL CONTINUANCE	OTHER CONTINUANCE	CONTINUE PRIOR DISPOSITION	OTHER	SUSPENDED CONDITIONAL	TOTAL
Homicide	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0
Sex Offenses	13%	0%	0%	0%	0%	0%	0%	0%	0%	13%	0%	0%	13%	0%	0%	0%	0%	0%	63%	0%	0%	0%	0%	8
Aggravated Assault	13%	0%	13%	0%	0%	0%	0%	0%	0%	13%	0%	0%	50%	0%	0%	0%	0%	0%	13%	0%	0%	0%	0%	8
Robbery	0%	0%	0%	0%	0%	0%	0%	0%	0%	25%	0%	0%	0%	0%	0%	0%	0%	0%	75%	0%	0%	0%	0%	4
Burglary	13%	0%	0%	3%	0%	13%	0%	3%	0%	19%	0%	0%	28%	0%	0%	0%	0%	0%	22%	0%	0%	0%	0%	32
Larceny/Theft	3%	0%	0%	0%	0%	3%	0%	0%	0%	13%	0%	0%	41%	0%	0%	0%	0%	0%	41%	0%	0%	0%	0%	32
Other Assaults	0%	0%	0%	0%	0%	0%	0%	0%	0%	4%	0%	0%	39%	0%	0%	0%	0%	0%	57%	0%	0%	0%	0%	23
Arson	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0
Criminal Trespass & Burglary Related	0%	0%	0%	0%	0%	8%	0%	0%	0%	0%	0%	0%	25%	0%	0%	0%	0%	0%	67%	0%	0%	0%	0%	12
Other Theft Related	0%	0%	0%	0%	0%	10%	0%	0%	0%	0%	0%	0%	70%	0%	0%	0%	0%	0%	20%	0%	0%	0%	0%	10
CDS and Alcohol	0%	0%	0%	0%	0%	2%	0%	0%	0%	3%	0%	0%	13%	0%	0%	0%	0%	43%	40%	0%	0%	0%	0%	63
Criminal Mischief	0%	0%	0%	0%	0%	0%	0%	0%	0%	17%	0%	0%	33%	0%	33%	0%	0%	0%	17%	0%	0%	0%	0%	6
Other Property	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0
Offenses Against Public Administration & M.V. Offenses	36%	0%	0%	0%	0%	0%	0%	0%	0%	14%	0%	0%	14%	0%	0%	0%	0%	7%	21%	7%	0%	0%	0%	14
Offenses Against Public Order & Decency	0%	0%	4%	0%	0%	4%	0%	0%	0%	0%	0%	0%	23%	0%	0%	0%	0%	35%	35%	0%	0%	0%	0%	26
Inchoate 2nd, 3rd°	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0
Inchoate 4th°, DP, PDP	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0
VOP	9%	0%	0%	0%	0%	5%	0%	0%	0%	9%	0%	0%	27%	0%	0%	0%	0%	0%	0%	0%	50%	0%	0%	22
Recall	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0
Other	0%	0%	0%	0%	0%	0%	0%	0%	0%	3%	0%	0%	3%	0%	0%	0%	0%	16%	77%	0%	0%	0%	0%	31
Total	14	0	2	1	0	10	0	1	0	22	0	0	71	0	2	0	0	42	114	1	11	0	0	291
Percent	5%	0%	1%	0%	0%	3%	0%	0%	0%	8%	0%	0%	24%	0%	1%	0%	0%	14%	39%	0%	4%	0%	0%	

**TABLE 39  
CUMBERLAND COUNTY  
OFFENSE BY DISPOSITION  
JANUARY - DECEMBER 1986**

OFFENSE	UNUSPENDED INCARCERATION DOC	SHORT-TERM DETENTION FACILITY	RESIDENTIAL COMMITMENT	DYFS PROGRAM DOC	DMH/COMMITMENT	OTHER RESIDENTIAL	NON-RESIDENTIAL PROGRAM DOC	DYFS NON-RESIDENTIAL	DMR	OTHER REMEDIAL NON-RESIDENTIAL	DYFS UNSPECIFIED	SUSPENDED DOC	PROBATION	SUSPENDED PROBATION	RESTITUTION	COMMUNITY SERVICE	SUSPENDED RESIDENTIAL AND/OR NON-RESIDENTIAL	FINE	FORMAL CONTINUANCE	OTHER CONDITIONAL	CONTINUE PRIOR DISPOSITION	OTHER	SUSPENDED CONDITIONAL	TOTAL
Homicide	100%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	1
Sex Offenses	0%	4%	0%	0%	0%	0%	0%	0%	0%	19%	0%	22%	44%	0%	0%	0%	0%	0%	11%	0%	0%	0%	0%	27
Aggravated Assault	4%	2%	0%	0%	0%	0%	0%	0%	0%	15%	2%	2%	49%	2%	0%	0%	0%	0%	25%	0%	0%	0%	0%	53
Robbery	15%	0%	0%	0%	0%	0%	0%	0%	0%	23%	8%	23%	23%	0%	0%	0%	0%	0%	8%	0%	0%	0%	0%	13
Burglary	20%	5%	0%	0%	0%	1%	1%	0%	0%	22%	1%	12%	32%	0%	0%	1%	0%	0%	5%	0%	0%	0%	0%	85
Larceny/Theft	3%	8%	0%	0%	0%	0%	0%	0%	0%	23%	1%	2%	39%	1%	0%	0%	0%	1%	11%	0%	0%	0%	0%	86
Other Assaults	2%	0%	0%	0%	0%	0%	0%	0%	0%	20%	2%	3%	51%	0%	0%	0%	0%	0%	22%	0%	0%	0%	0%	59
Arson	0%	100%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	1
Criminal Trespass & Burglary Related	6%	6%	0%	0%	0%	0%	0%	0%	0%	17%	6%	0%	33%	0%	0%	0%	0%	6%	28%	0%	0%	0%	0%	18
Other Theft Related	4%	0%	0%	0%	0%	0%	0%	0%	0%	31%	4%	0%	50%	0%	0%	0%	0%	0%	11%	0%	0%	0%	0%	26
CDS and Alcohol	3%	0%	0%	0%	0%	0%	0%	0%	0%	19%	0%	3%	42%	0%	0%	0%	0%	3%	28%	0%	0%	3%	0%	36
Criminal Mischief	0%	0%	0%	0%	0%	0%	0%	0%	0%	19%	3%	0%	42%	0%	0%	8%	0%	3%	25%	0%	0%	0%	0%	36
Other Property	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	100%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	1
Offenses Against Public Administration & M.V. Offenses	4%	0%	0%	0%	0%	0%	0%	0%	0%	4%	4%	4%	43%	0%	0%	4%	0%	4%	30%	0%	0%	0%	0%	23
Offenses Against Public Order & Decency	0%	0%	0%	2%	0%	0%	0%	0%	0%	11%	2%	0%	44%	0%	0%	4%	0%	4%	31%	0%	0%	2%	0%	54
Inchoate 2nd, 3rd°	0%	0%	0%	0%	0%	0%	0%	0%	0%	100%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	1
Inchoate 4th°, DP, PDP	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0
VOP	3%	3%	0%	0%	0%	0%	0%	0%	0%	9%	3%	6%	64%	0%	3%	3%	0%	3%	3%	0%	0%	0%	0%	33
Recall	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0
Other	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0
Total	31	16	0	1	0	1	1	0	0	111	11	28	237	2	1	8	0	8	95	0	0	2	0	553
Percent	6%	3%	0%	0%	0%	0%	0%	0%	0%	20%	2%	5%	43%	0%	0%	1%	0%	1%	17%	0%	0%	0%	0%	

**TABLE 40  
ESSEX COUNTY  
OFFENSE BY DISPOSITION  
JANUARY - DECEMBER 1986**

OFFENSE	UNSUSPENDED INCARCERATION DOC	SHORT TERM COMMITMENT DETENTION FACILITY	RESIDENTIAL PROGRAM DOC	DYFS RESIDENTIAL	DMH/COMMITMENT	OTHER RESIDENTIAL	NON-RESIDENTIAL PROGRAM DOC	DYFS NON-RESIDENTIAL	DMR	OTHER REMEDIAL NON-RESIDENTIAL	DYFS UNSPECIFIED	SUSPENDED DOC	PROBATION	SUSPENDED PROBATION	RESTITUTION	COMMUNITY SERVICE	SUSPENDED RESIDENTIAL AND/OR NON-RESIDENTIAL	FINE	FORMAL CONTINUANCE	OTHER CONTINUANCE	CONTINUE PRIOR DISPOSITION	OTHER	SUSPENDED CONDITIONAL	TOTAL
Homicide	100%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	5
Sex Offenses	9%	0%	5%	2%	0%	0%	0%	0%	0%	37%	0%	5%	17%	0%	0%	2%	0%	0%	20%	3%	0%	0%	0%	59
Aggravated Assault	14%	0%	5%	1%	0%	1%	4%	0%	0%	5%	0%	10%	33%	0%	0%	0%	0%	1%	27%	1%	0%	0%	0%	161
Robbery	16%	1%	11%	1%	0%	1%	6%	1%	0%	6%	0%	9%	34%	0%	1%	0%	0%	0%	11%	2%	0%	0%	0%	205
Burglary	7%	0%	13%	1%	1%	2%	4%	0%	1%	13%	0%	9%	34%	0%	1%	1%	0%	0%	14%	0%	0%	0%	0%	197
Larceny/Theft	5%	0%	7%	1%	0%	1%	5%	0%	0%	9%	0%	8%	36%	1%	2%	1%	0%	1%	24%	1%	0%	0%	0%	215
Other Assaults	1%	0%	1%	0%	0%	1%	2%	0%	0%	9%	0%	3%	32%	1%	1%	1%	0%	1%	45%	1%	0%	0%	0%	133
Arson	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	100%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	4
Criminal Trespass & Burglary Related	4%	0%	6%	0%	0%	4%	2%	0%	0%	10%	0%	4%	33%	0%	2%	0%	0%	0%	33%	2%	0%	0%	0%	51
Other Theft Related	7%	0%	7%	0%	0%	1%	7%	0%	0%	9%	0%	7%	35%	0%	1%	1%	0%	0%	22%	2%	0%	0%	0%	287
CDS and Alcohol	4%	0%	3%	0%	0%	2%	3%	0%	0%	28%	0%	2%	26%	0%	0%	0%	0%	2%	29%	1%	0%	0%	0%	545
Criminal Mischief	3%	0%	3%	3%	0%	0%	0%	0%	0%	7%	0%	3%	38%	0%	17%	7%	0%	0%	14%	3%	0%	0%	0%	29
Other Property	33%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	33%	0%	0%	0%	0%	0%	0%	0%	0%	0%	33%	0%	3
Offenses Against Public Administration & M.V. Offenses	9%	0%	5%	0%	0%	0%	5%	0%	0%	14%	0%	9%	36%	0%	0%	5%	0%	5%	14%	0%	0%	0%	0%	22
Offenses Against Public Order & Decency	2%	0%	2%	0%	0%	1%	2%	0%	0%	4%	0%	6%	33%	0%	0%	5%	0%	0%	43%	3%	0%	0%	0%	129
Inchoate 2nd, 3rd°	13%	0%	6%	0%	0%	0%	13%	0%	0%	0%	0%	19%	44%	0%	0%	0%	0%	0%	6%	0%	0%	0%	0%	16
Inchoate 4th°, DP, PDP	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	100%	0%	0%	0%	0%	1
VOP	12%	0%	5%	0%	0%	1%	3%	1%	0%	5%	0%	2%	33%	1%	1%	1%	0%	0%	0%	3%	31%	0%	1%	173
Recall	50%	0%	17%	17%	0%	0%	0%	0%	0%	0%	0%	0%	17%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	6
Other	0%	0%	33%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	67%	0%	0%	0%	0%	3
Total	166	1	131	9	2	30	86	2	1	302	0	130	712	4	21	23	0	14	522	31	54	2	1	2,244
Percent	7%	0%	6%	0%	0%	1%	4%	0%	0%	13%	0%	6%	32%	0%	1%	1%	0%	1%	23%	1%	2%	0%	0%	

**TABLE 41  
GLOUCESTER COUNTY  
OFFENSE BY DISPOSITION  
JANUARY - DECEMBER 1986**

OFFENSE	UNSUSPENDED INCARCERATION DOC	SHORT-TERM COMMITMENT DETENTION FACILITY	RESIDENTIAL PROGRAM DOC	DYFS RESIDENTIAL	DMHYCOMMITMENT	OTHER RESIDENTIAL	NON-RESIDENTIAL PROGRAM DOC	DYFS NON-RESIDENTIAL	DMR	OTHER REMEDIAL NON-RESIDENTIAL	DYFS UNSPECIFIED	SUSPENDED DOC	PROBATION	SUSPENDED PROBATION	RESTITUTION	COMMUNITY SERVICE	SUSPENDED RESIDENTIAL AND/OR NON-RESIDENTIAL	FINE	FORMAL CONTINUANCE	OTHER CONTINUANCE	CONTINUE PRIOR DISPOSITION	OTHER	SUSPENDED CONDITIONAL	TOTAL
Homicide	0%	0%	0%	0%	0%	0%	0%	0%	0%	100%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	1
Sex Offenses	13%	0%	0%	0%	0%	25%	0%	0%	0%	37%	0%	0%	25%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	8
Aggravated Assault	0%	0%	0%	0%	0%	0%	0%	0%	0%	35%	0%	6%	12%	0%	18%	12%	0%	0%	18%	0%	0%	0%	0%	17
Robbery	50%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	50%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	2
Burglary	6%	0%	2%	0%	0%	4%	0%	0%	0%	15%	0%	4%	48%	2%	11%	2%	0%	0%	4%	0%	0%	2%	0%	52
Larceny/Theft	2%	0%	4%	0%	0%	2%	0%	0%	0%	12%	0%	2%	47%	0%	6%	6%	0%	8%	2%	8%	0%	0%	0%	49
Other Assaults	0%	0%	0%	0%	0%	4%	0%	0%	0%	4%	0%	0%	30%	0%	4%	17%	0%	13%	26%	0%	0%	0%	0%	23
Arson	0%	0%	0%	0%	0%	0%	0%	0%	0%	50%	0%	50%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	2
Criminal Trespass & Burglary Related	0%	0%	0%	0%	0%	9%	0%	0%	0%	9%	0%	0%	45%	0%	0%	9%	0%	0%	27%	0%	0%	0%	0%	11
Other Theft Related	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	10%	0%	70%	0%	0%	0%	0%	10%	10%	0%	0%	0%	0%	10
CDS and Alcohol	0%	0%	0%	0%	0%	4%	0%	0%	0%	21%	0%	0%	17%	0%	4%	17%	0%	29%	8%	0%	0%	0%	0%	24
Criminal Mischief	0%	0%	0%	0%	0%	4%	0%	0%	0%	4%	0%	0%	26%	0%	30%	19%	0%	0%	19%	0%	0%	0%	0%	27
Other Property	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	100%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	1
Offenses Against Public Administration & M.V. Offenses	4%	0%	4%	0%	0%	4%	0%	0%	0%	9%	0%	0%	17%	0%	0%	30%	0%	9%	13%	4%	0%	0%	4%	23
Offenses Against Public Order & Decency	0%	0%	0%	0%	0%	0%	0%	0%	0%	20%	0%	0%	30%	0%	5%	10%	0%	15%	15%	0%	0%	5%	0%	20
Inchoate 2nd, 3rd°	0%	0%	0%	0%	0%	0%	0%	0%	0%	100%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	1
Inchoate 4th°, DP, PDP	0%	0%	0%	0%	0%	50%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	50%	0%	0%	0%	0%	2
VOP	2%	0%	0%	2%	0%	8%	0%	0%	0%	8%	0%	2%	29%	0%	4%	11%	0%	27%	0%	0%	6%	2%	0%	52
Recall	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0
Other	0%	0%	0%	0%	0%	0%	0%	0%	0%	50%	0%	0%	0%	0%	0%	0%	0%	50%	0%	0%	0%	0%	0%	2
Total	8	0	4	1	0	15	0	0	0	45	1	7	108	1	25	35	0	35	30	5	3	3	1	327
Percent	2%	0%	1%	0%	0%	5%	0%	0%	0%	14%	0%	2%	33%	0%	8%	11%	0%	11%	9%	1%	1%	1%	0%	

**TABLE 42  
HUDSON COUNTY  
OFFENSE BY DISPOSITION  
JANUARY - DECEMBER 1986**

OFFENSE	UNUSPENDED INCARCERATION DOC	SHORT-TERM COMMITMENT DETENTION FACILITY	RESIDENTIAL PROGRAM DOC	DYFS RESIDENTIAL	DMH/COMMITMENT	OTHER RESIDENTIAL	NON-RESIDENTIAL PROGRAM DOC	DYFS NON-RESIDENTIAL	DMR	OTHER REMEDIAL NON-RESIDENTIAL	DYFS UNSPECIFIED	SUSPENDED DOC	PROBATION	SUSPENDED PROBATION	RESTITUTION	COMMUNITY SERVICE	SUSPENDED RESIDENTIAL AND/OR NON-RESIDENTIAL	FINE	FORMAL CONTINUANCE	OTHER CONDITIONAL	CONTINUE PRIOR DISPOSITION	OTHER	SUSPENDED CONDITIONAL	TOTAL
Homicide	100%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	1
Sex Offenses	44%	0%	0%	6%	0%	0%	0%	6%	0%	22%	0%	11%	0%	0%	0%	0%	0%	11%	0%	0%	0%	0%	0%	18
Aggravated Assault	10%	0%	0%	0%	0%	5%	1%	0%	1%	52%	0%	1%	15%	0%	1%	0%	0%	15%	0%	0%	0%	0%	0%	157
Robbery	7%	0%	1%	0%	0%	4%	0%	2%	0%	48%	0%	17%	1%	9%	0%	0%	0%	12%	0%	0%	0%	0%	0%	121
Burglary	3%	0%	1%	2%	0%	5%	0%	2%	0%	44%	0%	1%	18%	0%	1%	1%	0%	25%	0%	0%	0%	0%	0%	187
Larceny/Theft	2%	0%	1%	1%	1%	1%	0%	3%	0%	39%	0%	18%	0%	1%	0%	0%	0%	32%	0%	0%	1%	0%	0%	143
Other Assaults	0%	0%	1%	2%	0%	0%	0%	4%	0%	40%	0%	19%	0%	3%	0%	0%	0%	31%	0%	0%	0%	0%	0%	95
Arson	0%	0%	0%	0%	0%	0%	0%	0%	0%	50%	0%	50%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	2
Criminal Trespass & Burglary Related	1%	0%	1%	0%	0%	3%	0%	6%	0%	34%	0%	27%	0%	0%	0%	0%	0%	27%	0%	0%	0%	0%	0%	70
Other Theft Related	2%	0%	0%	0%	0%	1%	0%	3%	0%	43%	0%	22%	0%	0%	0%	0%	0%	29%	0%	1%	0%	0%	0%	146
CDS and Alcohol	3%	0%	1%	0%	0%	2%	0%	1%	0%	54%	0%	16%	0%	0%	0%	0%	0%	23%	0%	0%	0%	0%	0%	308
Criminal Mischief	0%	0%	0%	0%	0%	6%	0%	3%	0%	34%	0%	22%	0%	0%	0%	0%	0%	34%	0%	0%	0%	0%	0%	32
Other Property	0%	0%	0%	0%	0%	0%	0%	0%	0%	100%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	1
Offenses Against Public Administration & M.V. Offenses	6%	0%	0%	0%	0%	3%	0%	0%	0%	35%	0%	23%	0%	0%	0%	0%	0%	29%	3%	0%	0%	0%	0%	34
Offenses Against Public Order & Decency	4%	0%	0%	0%	0%	1%	0%	1%	0%	39%	0%	18%	0%	0%	0%	0%	1%	34%	0%	0%	0%	0%	0%	76
Inchoate 2nd, 3rd <sup>o</sup>	6%	0%	0%	0%	0%	6%	0%	0%	0%	41%	0%	18%	0%	0%	0%	0%	0%	29%	0%	0%	0%	0%	0%	17
Inchoate 4th <sup>o</sup> , DP, PDP	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0
VOP	9%	0%	0%	0%	0%	1%	0%	3%	0%	49%	0%	35%	1%	1%	0%	0%	1%	0%	0%	0%	0%	0%	0%	94
Recall	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0
Other	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	100%	0%	0%	0%	0%	0%	1
Total	67	0	7	8	1	37	1	30	1	682	0	2	289	3	20	1	0	2	348	2	1	1	0	1,503
Percent	5%	0%	1%	1%	0%	3%	0%	2%	0%	45%	0%	0%	19%	0%	1%	0%	0%	0%	23%	0%	0%	0%	0%	

**TABLE 43  
HUNTERDON COUNTY  
OFFENSE BY DISPOSITION  
JANUARY - DECEMBER 1986**

OFFENSE	UNSUSPENDED INCARCERATION DOC	SHORT-TERM COMMITMENT DETENTION FACILITY	RESIDENTIAL PROGRAM DOC	DYFS RESIDENTIAL	DMH/COMMITMENT	OTHER RESIDENTIAL	NON-RESIDENTIAL PROGRAM DOC	DYFS NON-RESIDENTIAL	DMR	OTHER REMEDIAL NON-RESIDENTIAL	DYFS UNSPECIFIED	SUSPENDED DOC	PROBATION	SUSPENDED PROBATION	RESTITUTION	COMMUNITY SERVICE	SUSPENDED RESIDENTIAL AND/OR NON-RESIDENTIAL	FINE	FORMAL CONTINUANCE	OTHER CONDITIONAL	CONTINUE PRIOR DISPOSITION	OTHER	SUSPENDED CONDITIONAL	TOTAL
Homicide	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0
Sex Offenses	0%	0%	0%	0%	0%	0%	0%	0%	0%	100%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	1
Aggravated Assault	0%	0%	0%	0%	0%	20%	0%	0%	0%	60%	0%	0%	0%	0%	0%	0%	0%	20%	0%	0%	0%	0%	0%	5
Robbery	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0
Burglary	0%	0%	0%	0%	0%	18%	0%	0%	0%	73%	0%	0%	0%	0%	9%	0%	0%	0%	0%	0%	0%	0%	0%	11
Larceny/Theft	0%	0%	0%	0%	0%	25%	0%	0%	0%	44%	0%	6%	0%	6%	0%	0%	0%	19%	0%	0%	0%	0%	0%	16
Other Assaults	0%	0%	0%	0%	0%	0%	0%	0%	0%	70%	0%	0%	0%	0%	0%	0%	0%	30%	0%	0%	0%	0%	0%	10
Arson	0%	0%	0%	0%	0%	0%	0%	0%	0%	100%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	1
Criminal Trespass & Burglary Related	0%	0%	0%	0%	0%	0%	0%	0%	0%	17%	0%	17%	0%	0%	0%	0%	0%	67%	0%	0%	0%	0%	0%	6
Other Theft Related	9%	0%	0%	0%	0%	0%	0%	0%	0%	45%	0%	18%	0%	0%	18%	0%	0%	9%	0%	0%	0%	0%	0%	11
CDS and Alcohol	0%	0%	0%	0%	0%	6%	0%	0%	0%	82%	0%	0%	0%	0%	0%	0%	0%	12%	0%	0%	0%	0%	0%	17
Criminal Mischief	0%	0%	0%	0%	0%	11%	0%	0%	0%	44%	0%	11%	0%	0%	0%	0%	0%	33%	0%	0%	0%	0%	0%	18
Other Property	0%	0%	0%	0%	0%	0%	0%	0%	0%	100%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	2
Offenses Against Public Administration & M.V. Offenses	14%	0%	0%	0%	0%	14%	0%	0%	0%	0%	0%	29%	0%	0%	0%	0%	0%	43%	0%	0%	0%	0%	0%	7
Offenses Against Public Order & Decency	0%	0%	0%	0%	0%	8%	0%	0%	0%	54%	0%	0%	0%	0%	15%	0%	0%	23%	0%	0%	0%	0%	0%	13
Inchoate 2nd, 3rd <sup>o</sup>	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0
Inchoate 4th <sup>o</sup> , DP, PDP	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0
VOP	20%	0%	0%	0%	0%	10%	0%	0%	0%	60%	10%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	10
Recall	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0
Other	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0
Total	4	0	0	0	0	13	0	0	0	70	1	0	8	0	1	5	0	0	26	0	0	0	0	128
Percent	3%	0%	0%	0%	0%	10%	0%	0%	0%	55%	1%	0%	6%	0%	1%	4%	0%	0%	20%	0%	0%	0%	0%	

**TABLE 44  
MERCER COUNTY  
OFFENSE BY DISPOSITION  
JANUARY - DECEMBER 1986**

OFFENSE	UNUSPENDED INCARCERATION DOC	SHORT-TERM DETENTION FACILITY	RESIDENTIAL COMMITMENT	DYFS PROGRAM DOC	DMH/COMMITMENT	OTHER RESIDENTIAL	NON-RESIDENTIAL PROGRAM DOC	DYFS NON-RESIDENTIAL	DMR	OTHER REMEDIAL NON-RESIDENTIAL	DYFS UNSPECIFIED	SUSPENDED DOC	PROBATION	SUSPENDED PROBATION	RESTITUTION	COMMUNITY SERVICE	SUSPENDED RESIDENTIAL AND/OR NON-RESIDENTIAL	FINE	FORMAL CONTINUANCE	OTHER CONTINUANCE	CONTINUE PRIOR DISPOSITION	OTHER	SUSPENDED CONDITIONAL	TOTAL
Homicide	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0
Sex Offenses	0%	0%	0%	0%	0%	14%	0%	0%	0%	36%	0%	0%	50%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	14
Aggravated Assault	8%	0%	13%	0%	0%	10%	0%	0%	0%	15%	0%	0%	33%	0%	0%	0%	0%	0%	21%	0%	0%	0%	0%	39
Robbery	13%	0%	28%	0%	0%	3%	0%	0%	0%	9%	0%	9%	37%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	32
Burglary	5%	0%	7%	0%	0%	7%	0%	0%	0%	10%	0%	1%	49%	0%	1%	0%	0%	1%	21%	0%	0%	0%	0%	155
Larceny/Theft	2%	0%	4%	1%	0%	3%	0%	0%	0%	14%	0%	2%	55%	0%	0%	0%	0%	0%	18%	1%	0%	0%	0%	154
Other Assaults	1%	0%	5%	0%	0%	5%	1%	0%	0%	7%	0%	2%	45%	0%	0%	0%	0%	0%	35%	0%	0%	0%	0%	110
Arson	0%	0%	0%	0%	0%	100%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	1
Criminal Trespass & Burglary Related	0%	0%	3%	0%	0%	6%	0%	0%	0%	14%	0%	3%	34%	0%	0%	0%	0%	0%	40%	0%	0%	0%	0%	35
Other Theft Related	1%	0%	0%	0%	0%	7%	0%	0%	0%	12%	0%	1%	51%	0%	0%	0%	0%	0%	27%	0%	0%	0%	0%	69
CDS and Alcohol	3%	0%	4%	0%	0%	4%	0%	0%	0%	19%	0%	0%	40%	0%	0%	0%	0%	1%	29%	0%	0%	0%	0%	139
Criminal Mischief	2%	0%	0%	0%	0%	7%	0%	0%	0%	2%	0%	2%	47%	0%	0%	4%	0%	0%	36%	0%	0%	0%	0%	45
Other Property	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	75%	0%	0%	0%	0%	0%	25%	0%	0%	0%	0%	4
Offenses Against Public Administration & M.V. Offenses	1%	0%	1%	0%	0%	1%	0%	0%	0%	6%	1%	0%	37%	0%	1%	0%	0%	0%	50%	0%	0%	0%	0%	70
Offenses Against Public Order & Decency	0%	0%	2%	0%	0%	4%	0%	0%	0%	9%	0%	0%	43%	0%	0%	0%	0%	0%	40%	2%	0%	0%	0%	47
Inchoate 2nd, 3rd°	0%	0%	7%	0%	0%	0%	0%	0%	0%	7%	0%	14%	43%	0%	0%	0%	0%	0%	29%	0%	0%	0%	0%	14
Inchoate 4th°, DP, PDP	0%	0%	0%	0%	0%	0%	0%	0%	0%	11%	0%	0%	33%	0%	0%	0%	0%	0%	56%	0%	0%	0%	0%	9
VOP	5%	0%	8%	2%	0%	14%	0%	0%	0%	20%	0%	0%	48%	0%	0%	0%	0%	0%	2%	0%	0%	2%	0%	64
Recall	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0
Other	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	100%	0%	0%	0%	0%	1
Total	28	0	52	2	0	55	1	0	0	123	1	15	455	0	2	2	0	2	261	2	0	1	0	1,002
Percent	3%	0%	5%	0%	0%	5%	0%	0%	0%	12%	0%	1%	45%	0%	0%	0%	0%	0%	26%	0%	0%	0%	0%	

**TABLE 45  
MIDDLESEX COUNTY  
OFFENSE BY DISPOSITION  
JANUARY - DECEMBER 1986**

OFFENSE	UNUSPENDED INCARCERATION DOC	SHORT-TERM DETENTION FACILITY	RESIDENTIAL COMMITMENT	DYFS PROGRAM DOC	DMH/COMMITMENT	OTHER RESIDENTIAL	NON-RESIDENTIAL PROGRAM DOC	DYFS NON-RESIDENTIAL	DMR	OTHER REMEDIAL NON-RESIDENTIAL	DYFS UNSPECIFIED	SUSPENDED DOC	PROBATION	SUSPENDED PROBATION	RESTITUTION	COMMUNITY SERVICE	SUSPENDED RESIDENTIAL AND/OR NON-RESIDENTIAL	FINE	FORMAL CONTINUANCE	OTHER CONTINUANCE	CONTINUE PRIOR DISPOSITION	OTHER	SUSPENDED CONDITIONAL	TOTAL
Homicide	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0
Sex Offenses	5%	0%	0%	0%	0%	5%	0%	0%	0%	15%	0%	10%	45%	0%	0%	0%	0%	20%	0%	0%	0%	0%	0%	20
Aggravated Assault	9%	2%	0%	0%	0%	2%	0%	0%	0%	2%	0%	12%	39%	0%	0%	0%	0%	33%	0%	0%	0%	0%	0%	43
Robbery	29	0%	0%	0%	0%	0%	0%	0%	0%	4%	0%	21%	43%	0%	0%	4%	0%	0%	0%	0%	0%	0%	0%	28
Burglary	19%	1%	0%	1%	0%	1%	0%	0%	0%	2%	0%	6%	51%	2%	1%	1%	0%	0%	15%	0%	0%	0%	1%	166
Larceny/Theft	7%	1%	0%	0%	0%	3%	0%	0%	0%	3%	1%	3%	58%	2%	0%	1%	0%	0%	24%	0%	0%	0%	0%	121
Other Assaults	5%	1%	0%	0%	0%	0%	0%	0%	0%	1%	0%	6%	54%	0%	3%	0%	0%	0%	29%	0%	0%	0%	1%	110
Arson	13%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	13%	50%	0%	0%	0%	0%	0%	25%	0%	0%	0%	0%	8
Criminal Trespass & Burglary Related	1%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	3%	37%	0%	0%	7%	0%	0%	51%	0%	0%	1%	0%	75
Other Theft Related	1%	1%	0%	0%	0%	0%	0%	0%	0%	1%	1%	1%	40%	0%	3%	0%	0%	1%	46%	3%	0%	0%	0%	68
CDS and Alcohol	6%	0%	0%	0%	0%	2%	0%	0%	0%	4%	0%	3%	46%	0%	0%	0%	0%	2%	31%	2%	0%	3%	2%	111
Criminal Mischief	4%	0%	0%	0%	0%	0%	0%	0%	0%	2%	0%	2%	50%	0%	4%	2%	0%	0%	36%	0%	0%	2%	0%	56
Other Property	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	57%	0%	0%	0%	0%	0%	43%	0%	0%	0%	0%	7
Offenses Against Public Administration & M.V. Offenses	9%	0%	0%	0%	0%	0%	0%	0%	0%	4%	0%	0%	55%	0%	2%	0%	0%	9%	18%	4%	0%	0%	0%	56
Offenses Against Public Order & Decency	3%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	45%	5%	0%	0%	0%	0%	45%	0%	0%	3%	0%	38
Inchoate 2nd, 3rd°	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	100%	0%	0%	0%	0%	2
Inchoate 4th°, DP, PDP	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	40%	0%	0%	0%	0%	0%	60%	0%	0%	0%	0%	5
VOP	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	7%	69%	0%	0%	7%	0%	0%	10%	0%	3%	3%	0%	29
Recall	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0
Other	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	75%	0%	0%	0%	0%	0%	25%	0%	0%	0%	0%	4
Total	76	6	0	1	0	8	0	0	0	21	2	43	467	7	9	11	0	8	269	6	1	7	5	947
Percent	8%	1%	0%	0%	0%	1%	0%	0%	0%	2%	0%	5%	49%	1%	1%	1%	0%	1%	28%	1%	0%	1%	1%	

**TABLE 46  
MONMOUTH COUNTY  
OFFENSE BY DISPOSITION  
JANUARY - DECEMBER 1986**

OFFENSE	UNSUSPENDED INCARCERATION DOC	SHORT-TERM DETENTION FACILITY	RESIDENTIAL PROGRAM DOC	DYFS RESIDENTIAL	DMH/COMMITMENT	OTHER RESIDENTIAL	NON-RESIDENTIAL PROGRAM DOC	DYFS NON-RESIDENTIAL	DMR	OTHER RE-MEDIAL NON-RESIDENTIAL	DYFS UNSPECIFIED	SUSPENDED DOC	PROBATION	SUSPENDED PROBATION	RESTITUTION	COMMUNITY SERVICE	SUSPENDED RESIDENTIAL AND/OR NON-RESIDENTIAL	FINE	FORMAL CONTINUANCE	OTHER CONDITIONAL	CONTINUE PRIOR DISPOSITION	OTHER	SUSPENDED CONDITIONAL	TOTAL
Homicide	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0
Sex Offenses	13%	0%	0%	0%	0%	13%	0%	0%	0%	27%	0%	0%	30%	0%	0%	3%	0%	0%	13%	0%	0%	0%	0%	30
Aggravated Assault	12%	0%	0%	3%	0%	5%	0%	0%	0%	3%	0%	0%	63%	0%	0%	0%	0%	0%	14%	0%	0%	0%	0%	59
Robbery	53%	0%	0%	0%	0%	3%	0%	0%	0%	3%	0%	0%	31%	0%	0%	0%	0%	0%	9%	0%	0%	0%	0%	32
Burglary	6%	0%	0%	1%	0%	6%	0%	1%	0%	7%	0%	0%	57%	0%	6%	1%	0%	0%	15%	0%	0%	0%	0%	161
Larceny/Theft	5%	0%	0%	3%	0%	4%	0%	1%	0%	4%	0%	0%	53%	0%	3%	0%	0%	0%	27%	0%	0%	0%	0%	225
Other Assaults	3%	0%	0%	3%	0%	2%	1%	1%	0%	3%	1%	0%	37%	0%	1%	0%	0%	0%	48%	0%	0%	0%	0%	140
Arson	20%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	70%	0%	0%	0%	0%	0%	10%	0%	0%	0%	0%	10
Criminal Trespass & Burglary Related	0%	0%	0%	3%	0%	6%	0%	0%	0%	0%	0%	0%	45%	0%	3%	0%	0%	0%	42%	0%	0%	0%	0%	33
Other Theft Related	4%	0%	0%	0%	0%	0%	0%	3%	0%	1%	0%	0%	49%	0%	7%	0%	0%	0%	37%	0%	0%	0%	0%	74
CDS and Alcohol	4%	0%	0%	0%	0%	0%	0%	0%	0%	4%	0%	0%	30%	0%	3%	0%	0%	0%	59%	0%	0%	0%	0%	74
Criminal Mischief	0%	0%	0%	0%	0%	0%	0%	2%	0%	6%	0%	0%	47%	0%	14%	0%	0%	0%	29%	0%	0%	2%	0%	51
Other Property	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	75%	0%	0%	0%	0%	0%	25%	0%	0%	0%	0%	4
Offenses Against Public Administration & M.V. Offenses	12%	0%	0%	0%	0%	0%	0%	0%	0%	2%	0%	0%	25%	0%	0%	0%	0%	0%	60%	0%	0%	2%	0%	57
Offenses Against Public Order & Decency	5%	0%	0%	3%	0%	1%	0%	0%	0%	6%	0%	0%	30%	0%	0%	0%	0%	0%	55%	0%	0%	0%	0%	67
Inchoate 2nd, 3rd°	9%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	45%	0%	0%	0%	0%	0%	45%	0%	0%	0%	0%	11
Inchoate 4th°, DP, PDP	0%	0%	0%	0%	0%	0%	0%	0%	0%	50%	0%	0%	50%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	2
VOP	13%	0%	0%	2%	0%	9%	0%	0%	0%	2%	0%	0%	47%	0%	23%	2%	0%	0%	2%	0%	0%	0%	0%	53
Recall	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0
Other	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	100%	0%	0%	0%	0%	1
Total	79	0	0	18	0	39	1	8	0	49	1	0	491	0	45	3	0	0	347	0	0	3	0	1,084
Percent	7%	0%	0%	2%	0%	4%	0%	1%	0%	5%	0%	0%	45%	0%	4%	0%	0%	0%	32%	0%	0%	0%	0%	

**TABLE 47  
MORRIS COUNTY  
OFFENSE BY DISPOSITION  
JANUARY - DECEMBER 1986**

OFFENSE	UNUSPENDED INCARCERATION DOC	SHORT-TERM DETENTION FACILITY	RESIDENTIAL COMMITMENT	DYFS PROGRAM DOC	DMH/COMMITMENT	OTHER RESIDENTIAL	NON-RESIDENTIAL PROGRAM DOC	DYFS NON-RESIDENTIAL	DMR	OTHER REMEDIAL NON-RESIDENTIAL	DYFS UNSPECIFIED	SUSPENDED DOC	PROBATION	SUSPENDED PROBATION	RESTITUTION	COMMUNITY SERVICE	SUSPENDED RESIDENTIAL AND/OR NON-RESIDENTIAL	FINE	FORMAL CONTINUANCE	OTHER CONTINUANCE	CONTINUE PRIOR DISPOSITION	OTHER	SUSPENDED CONDITIONAL	TOTAL
Homicide	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0
Sex Offenses	0%	0%	0%	0%	0%	0%	0%	0%	0%	44%	0%	0%	50%	0%	0%	0%	0%	0%	6%	0%	0%	0%	0%	16
Aggravated Assault	8%	0%	0%	0%	0%	0%	0%	0%	0%	28%	0%	0%	56%	0%	0%	0%	0%	0%	4%	0%	0%	4%	0%	25
Robbery	0%	0%	0%	0%	0%	0%	0%	0%	0%	50%	0%	0%	50%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	2
Burglary	3%	4%	0%	0%	0%	0%	0%	0%	0%	24%	0%	0%	66%	0%	0%	0%	0%	0%	3%	0%	0%	0%	0%	74
Larceny/Theft	0%	3%	0%	0%	0%	0%	0%	0%	0%	20%	3%	0%	58%	0%	1%	1%	0%	0%	7%	0%	4%	3%	0%	71
Other Assaults	0%	0%	0%	2%	0%	0%	0%	0%	0%	13%	2%	0%	61%	0%	0%	2%	0%	0%	11%	0%	7%	2%	0%	46
Arson	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	100%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	3
Criminal Trespass & Burglary Related	0%	0%	0%	0%	0%	0%	0%	0%	0%	17%	0%	0%	61%	0%	0%	4%	0%	4%	4%	0%	4%	4%	0%	23
Other Theft Related	4%	10%	0%	0%	0%	0%	0%	0%	0%	18%	4%	0%	58%	0%	0%	2%	0%	0%	4%	0%	0%	0%	0%	50
CDS and Alcohol	0%	4%	1%	0%	0%	0%	0%	0%	0%	40%	0%	0%	49%	0%	0%	0%	0%	0%	5%	0%	0%	0%	0%	73
Criminal Mischief	0%	6%	0%	0%	0%	0%	0%	0%	0%	6%	0%	0%	66%	0%	6%	0%	0%	3%	13%	0%	0%	0%	0%	32
Other Property	0%	0%	0%	0%	0%	0%	0%	0%	0%	20%	0%	0%	40%	0%	20%	0%	0%	0%	20%	0%	0%	0%	0%	5
Offenses Against Public Administration & M.V. Offenses	0%	0%	0%	0%	0%	0%	0%	0%	0%	29%	0%	0%	64%	0%	0%	7%	0%	0%	0%	0%	0%	0%	0%	28
Offenses Against Public Order & Decency	0%	9%	0%	0%	0%	0%	0%	0%	0%	14%	3%	0%	49%	0%	0%	6%	0%	0%	20%	0%	0%	0%	0%	35
Inchoate 2nd, 3rd°	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	100%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	3
Inchoate 4th°, DP, PDP	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	50%	0%	0%	0%	0%	0%	0%	50%	0%	0%	0%	0%	2
VOP	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0
Recall	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0
Other	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	100%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	2
Total	6	18	1	1	0	0	0	0	0	111	6	0	287	0	4	8	0	2	34	0	7	5	0	490
Percent	1%	4%	0%	0%	0%	0%	0%	0%	0%	23%	1%	0%	59%	0%	1%	2%	0%	0%	7%	0%	1%	1%	0%	

**TABLE 48  
OCEAN COUNTY  
OFFENSE BY DISPOSITION  
JANUARY - DECEMBER 1986**

OFFENSE	UNUSPENDED INCARCERATION DOC	SHORT-TERM DETENTION FACILITY	RESIDENTIAL COMMITMENT	DYFS PROGRAM DOC	DMV/COMMITMENT	OTHER RESIDENTIAL	NON-RESIDENTIAL PROGRAM DOC	DYFS NON-RESIDENTIAL	DMR	OTHER REMEDIAL NON-RESIDENTIAL	DYFS UNSPECIFIED	SUSPENDED DOC	PROBATION	SUSPENDED PROBATION	RESTITUTION	COMMUNITY SERVICE	SUSPENDED RESIDENTIAL AND/OR NON-RESIDENTIAL	FINE	FORMAL CONTINUANCE	OTHER CONDITIONAL	CONTINUE PRIOR DISPOSITION	OTHER	SUSPENDED CONDITIONAL	TOTAL
Homicide	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0
Sex Offenses	0%	0%	0%	0%	0%	0%	0%	0%	0%	20%	0%	13%	60%	0%	0%	0%	0%	0%	7%	0%	0%	0%	0%	15
Aggravated Assault	0%	4%	0%	0%	0%	4%	0%	0%	0%	4%	0%	4%	56%	0%	0%	0%	0%	0%	28%	0%	0%	0%	0%	25
Robbery	17%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	8%	58%	0%	0%	0%	0%	0%	17%	0%	0%	0%	0%	12
Burglary	7%	3%	1%	0%	0%	1%	0%	0%	0%	2%	0%	7%	39%	0%	1%	2%	0%	0%	36%	0%	1%	0%	0%	179
Larceny/Theft	2%	1%	0%	0%	0%	0%	0%	0%	0%	4%	0%	1%	46%	0%	2%	2%	0%	5%	35%	1%	1%	0%	0%	128
Other Assaults	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	2%	35%	0%	3%	1%	0%	3%	56%	2%	0%	0%	0%	121
Arson	0%	0%	0%	0%	0%	0%	0%	0%	0%	7%	0%	0%	43%	0%	0%	14%	0%	0%	36%	0%	0%	0%	0%	14
Criminal Trespass & Burglary Related	5%	0%	0%	0%	0%	2%	0%	0%	0%	7%	0%	0%	30%	0%	0%	5%	0%	5%	39%	5%	2%	0%	0%	43
Other Theft Related	0%	0%	0%	0%	0%	2%	0%	0%	0%	2%	0%	0%	46%	0%	0%	2%	0%	2%	35%	6%	4%	0%	2%	52
CDS and Alcohol	1%	2%	0%	0%	0%	0%	0%	0%	0%	4%	0%	3%	49%	0%	0%	0%	0%	4%	35%	0%	1%	0%	0%	94
Criminal Mischief	0%	0%	0%	0%	0%	1%	0%	0%	0%	0%	1%	0%	41%	0%	6%	11%	0%	0%	37%	1%	0%	0%	0%	65
Other Property	0%	0%	0%	0%	0%	13%	0%	0%	0%	0%	0%	0%	63%	0%	0%	0%	0%	0%	25%	0%	0%	0%	0%	8
Offenses Against Public Administration & M.V. Offenses	6%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	31%	2%	0%	4%	0%	10%	27%	14%	0%	0%	6%	49
Offenses Against Public Order & Decency	0%	2%	0%	0%	0%	0%	0%	0%	0%	2%	0%	0%	27%	0%	0%	2%	0%	2%	56%	0%	2%	6%	2%	52
Inchoate 2nd, 3rd°	0%	0%	0%	0%	0%	0%	0%	0%	0%	100%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	1
Inchoate 4th°, DP, PDP	0%	0%	0%	0%	0%	0%	0%	0%	0%	11%	0%	0%	56%	0%	0%	0%	0%	0%	22%	0%	11%	0%	0%	9
VOP	4%	4%	0%	0%	0%	7%	0%	0%	0%	7%	0%	4%	46%	0%	4%	0%	0%	4%	7%	4%	11%	0%	0%	28
Recall	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0
Other	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	50%	0%	0%	0%	0%	50%	0%	0%	0%	0%	0%	2
Total	24	12	1	0	0	9	0	0	0	26	1	24	370	1	13	22	0	25	332	17	12	3	5	897
Percent	3%	1%	0%	0%	0%	1%	0%	0%	0%	3%	0%	3%	41%	0%	1%	3%	0%	3%	37%	2%	1%	0%	1%	

**TABLE 49  
PASSAIC COUNTY  
OFFENSE BY DISPOSITION  
JANUARY - DECEMBER 1986**

OFFENSE	UNSPENDED INCARCERATION DOC	SHORT-TERM DETENTION FACILITY	RESIDENTIAL COMMITMENT	DYFS PROGRAM DOC	DMH/COMMITMENT	OTHER RESIDENTIAL	NON-RESIDENTIAL PROGRAM DOC	DYFS NON-RESIDENTIAL	DMR	OTHER REMEDIAL NON-RESIDENTIAL	DYFS UNSPECIFIED	SUSPENDED DOC	PROBATION	SUSPENDED PROBATION	RESTITUTION	COMMUNITY SERVICE	SUSPENDED RESIDENTIAL AND/OR NON-RESIDENTIAL	FINE	FORMAL CONTINUANCE	OTHER CONDITIONAL	CONTINUE PRIOR DISPOSITION	OTHER	SUSPENDED CONDITIONAL	TOTAL
Homicide	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	100%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	1
Sex Offenses	20%	0%	0%	7%	0%	7%	0%	0%	0%	67%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	15
Aggravated Assault	12%	0%	5%	0%	0%	5%	0%	0%	0%	24%	2%	29%	17%	0%	0%	0%	0%	0%	0%	0%	0%	0%	6%	83
Robbery	43%	0%	9%	0%	0%	6%	0%	0%	0%	9%	0%	17%	15%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	65
Burglary	19%	0%	4%	1%	0%	2%	1%	0%	0%	19%	1%	27%	24%	0%	0%	0%	0%	0%	0%	0%	0%	0%	3%	151
Larceny/Theft	6%	0%	3%	1%	0%	3%	0%	0%	0%	15%	3%	19%	38%	1%	0%	0%	0%	0%	0%	0%	0%	1%	10%	161
Other Assaults	6%	0%	1%	0%	0%	1%	0%	0%	0%	20%	3%	14%	36%	1%	0%	0%	0%	0%	0%	0%	0%	0%	18%	90
Arson	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0
Criminal Trespass & Burglary Related	6%	0%	2%	0%	0%	0%	0%	0%	0%	14%	0%	13%	41%	0%	0%	0%	0%	0%	0%	0%	0%	0%	24%	63
Other Theft Related	3%	0%	3%	0%	0%	5%	0%	0%	0%	19%	2%	23%	38%	0%	0%	0%	0%	0%	0%	0%	0%	1%	5%	86
CDS and Alcohol	16%	1%	5%	0%	0%	8%	0%	1%	0%	26%	0%	19%	20%	1%	0%	0%	0%	0%	1%	0%	0%	0%	4%	183
Criminal Mischief	3%	0%	3%	0%	0%	0%	0%	0%	0%	13%	1%	24%	46%	0%	0%	0%	0%	0%	0%	0%	0%	0%	10%	120
Other Property	25%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	75%	4
Offenses Against Public Administration & M.V. Offenses	18%	0%	0%	0%	0%	4%	0%	0%	0%	18%	0%	10%	41%	0%	0%	0%	0%	0%	0%	0%	0%	2%	8%	51
Offenses Against Public Order & Decency	3%	0%	2%	1%	0%	1%	0%	0%	0%	19%	0%	13%	31%	1%	0%	0%	0%	0%	0%	0%	0%	2%	25%	89
Inchoate 2nd, 3rd°	0%	0%	0%	0%	0%	0%	0%	0%	0%	33%	33%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	33%	3
Inchoate 4th°, DP, PDP	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	100%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	1
VOP	11%	0%	3%	0%	0%	6%	0%	0%	0%	10%	1%	5%	6%	0%	0%	1%	0%	0%	0%	0%	52%	4%	0%	334
Recall	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0
Other	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	75%	0%	0%	0%	0%	0%	0%	0%	0%	0%	25%	0%	4
Total	174	1	50	5	0	60	1	1	0	255	17	246	377	5	0	5	0	0	1	0	174	21	111	1,504
Percent	12%	0%	3%	0%	0%	4%	0%	0%	0%	17%	1%	16%	25%	0%	0%	0%	0%	0%	0%	0%	12%	1%	7%	

**TABLE 50  
SALEM COUNTY  
OFFENSE BY DISPOSITION  
JANUARY - DECEMBER 1986**

OFFENSE	UNUSPENDED INCARCERATION DOC	SHORT-TERM DETENTION FACILITY	RESIDENTIAL COMMITMENT	DYFS PROGRAM DOC	DMH/COMMITMENT	OTHER RESIDENTIAL	NON-RESIDENTIAL PROGRAM DOC	DYFS NON-RESIDENTIAL	DMR	OTHER REMEDIAL NON-RESIDENTIAL	DYFS UNSPECIFIED	SUSPENDED DOC PROBATION	SUSPENDED PROBATION	RESTITUTION	COMMUNITY SERVICE	SUSPENDED RESIDENTIAL AND/OR NON-RESIDENTIAL	FINE	FORMAL CONTINUANCE	OTHER CONDITIONAL	CONTINUE PRIOR DISPOSITION	OTHER	SUSPENDED CONDITIONAL	TOTAL	
Homicide	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0	
Sex Offenses	33%	0%	0%	0%	0%	0%	0%	0%	0%	0%	67%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	3	
Aggravated Assault	0%	0%	0%	0%	0%	14%	0%	0%	0%	14%	0%	29%	0%	0%	14%	0%	14%	14%	0%	0%	0%	0%	7	
Robbery	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	100%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	1	
Burglary	3%	0%	3%	0%	0%	5%	0%	0%	0%	34%	0%	50%	0%	0%	0%	0%	0%	5%	0%	0%	0%	0%	38	
Larceny/Theft	0%	0%	3%	0%	0%	3%	0%	0%	0%	22%	0%	6%	17%	0%	0%	8%	0%	6%	31%	0%	0%	6%	36	
Other Assaults	0%	0%	4%	0%	0%	0%	4%	0%	0%	11%	0%	0%	23%	0%	0%	15%	0%	0%	42%	0%	0%	0%	26	
Arson	50%	0%	0%	0%	0%	0%	0%	0%	0%	50%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	2	
Criminal Trespass & Burglary Related	0%	0%	0%	0%	0%	7%	0%	0%	0%	13%	0%	0%	33%	0%	0%	0%	0%	7%	33%	0%	0%	7%	15	
Other Theft Related	13%	0%	0%	0%	0%	0%	0%	0%	0%	20%	7%	0%	33%	0%	0%	7%	0%	7%	13%	0%	0%	0%	15	
CDS and Alcohol	0%	0%	0%	0%	0%	0%	0%	0%	0%	36%	0%	7%	29%	0%	0%	0%	0%	14%	14%	0%	0%	0%	14	
Criminal Mischief	0%	0%	7%	0%	0%	0%	0%	0%	0%	7%	0%	0%	36%	0%	14%	7%	0%	0%	29%	0%	0%	0%	14	
Other Property	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0	
Offenses Against Public Administration & M.V. Offenses	8%	0%	0%	8%	0%	0%	0%	0%	0%	8%	0%	0%	31%	0%	0%	0%	0%	39%	8%	0%	0%	0%	13	
Offenses Against Public Order & Decency	0%	0%	0%	9%	0%	0%	0%	0%	0%	18%	0%	0%	27%	0%	0%	9%	0%	0%	27%	0%	0%	9%	11	
Inchoate 2nd, 3rd°	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0	
Inchoate 4th°, DP, PDP	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0	
VOP	5%	0%	0%	5%	0%	37%	0%	0%	0%	16%	5%	5%	21%	0%	0%	0%	0%	5%	0%	0%	0%	0%	19	
Recall	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0	
Other	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0	
Total	7	0	4	3	0	12	1	0	0	42	3	7	63	0	2	11	0	13	42	0	0	4	0	214
Percent	3%	0%	2%	1%	0%	7%	1%	0%	0%	20%	1%	3%	29%	0%	1%	5%	0%	6%	20%	0%	0%	2%	0%	

**TABLE 51  
SOMERSET COUNTY  
OFFENSE BY DISPOSITION  
JANUARY - DECEMBER 1986**

OFFENSE	UNUSPENDED INCARCERATION DOC	SHORT-TERM DETENTION FACILITY	RESIDENTIAL PROGRAM DOC	DYFS RESIDENTIAL	DMH/COMMITMENT	OTHER RESIDENTIAL	NON-RESIDENTIAL PROGRAM DOC	DYFS NON-RESIDENTIAL	DMR	OTHER REMEDIAL NON-RESIDENTIAL	DYFS UNSPECIFIED	SUSPENDED DOC	PROBATION	SUSPENDED PROBATION	RESTITUTION	COMMUNITY SERVICE	SUSPENDED RESIDENTIAL AND/OR NON-RESIDENTIAL	FINE	FORMAL CONTINUANCE	OTHER CONDITIONAL	CONTINUE PRIOR DISPOSITION	OTHER	SUSPENDED CONDITIONAL	TOTAL
Homicide	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0
Sex Offenses	20%	0%	0%	0%	0%	10%	0%	0%	0%	70%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	10
Aggravated Assault	5%	9%	0%	0%	0%	5%	0%	0%	0%	57%	0%	5%	0%	0%	5%	0%	0%	14%	0%	0%	0%	0%	21	
Robbery	100%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	1	
Burglary	21%	9%	0%	0%	0%	3%	0%	2%	0%	24%	0%	19%	0%	2%	2%	0%	0%	19%	0%	0%	0%	0%	58	
Larceny/Theft	6%	8%	0%	0%	0%	4%	0%	2%	0%	14%	0%	20%	0%	0%	2%	0%	20%	18%	4%	2%	0%	0%	50	
Other Assaults	2%	2%	0%	5%	0%	3%	0%	7%	0%	17%	0%	34%	0%	0%	0%	0%	15%	15%	0%	0%	0%	0%	41	
Arson	20%	0%	0%	0%	0%	0%	0%	0%	0%	60%	0%	0%	0%	20%	0%	0%	0%	0%	0%	0%	0%	0%	5	
Criminal Trespass & Burglary Related	8%	0%	0%	0%	0%	4%	0%	0%	0%	33%	0%	17%	0%	0%	0%	0%	4%	33%	0%	0%	0%	0%	24	
Other Theft Related	7%	11%	0%	0%	0%	4%	0%	0%	0%	19%	0%	26%	0%	4%	0%	0%	0%	30%	0%	0%	0%	0%	27	
CDS and Alcohol	2%	5%	0%	0%	0%	0%	0%	0%	0%	21%	0%	3%	0%	2%	2%	0%	15%	52%	0%	0%	0%	0%	62	
Criminal Mischief	0%	9%	0%	0%	0%	9%	0%	0%	0%	29%	0%	9%	0%	9%	5%	0%	9%	19%	0%	0%	0%	0%	21	
Other Property	0%	0%	0%	0%	0%	33%	0%	0%	0%	67%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	3	
Offenses Against Public Administration & M.V. Offenses	8%	4%	0%	0%	0%	4%	0%	0%	0%	28%	0%	12%	0%	0%	0%	0%	28%	16%	0%	0%	0%	0%	25	
Offenses Against Public Order & Decency	0%	4%	0%	0%	0%	8%	0%	0%	0%	27%	0%	8%	0%	0%	0%	0%	31%	19%	4%	0%	0%	0%	26	
Inchoate 2nd, 3rd <sup>o</sup>	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0	
Inchoate 4th <sup>o</sup> , DP, PDP	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0	
VOP	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0	
Recall	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0	
Other	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0	
Total	28	22	0	2	0	15	0	5	0	98	0	56	0	6	5	0	43	90	3	1	0	0	374	
Percent	7%	6%	0%	1%	0%	4%	0%	1%	0%	26%	0%	15%	0%	2%	1%	0%	11%	24%	1%	0%	0%	0%		

**TABLE 52  
SUSSEX COUNTY  
OFFENSE BY DISPOSITION  
JANUARY - DECEMBER 1986**

OFFENSE	UNUSPENDED INCARCERATION DOC	SHORT-TERM COMMITMENT DETENTION FACILITY	RESIDENTIAL PROGRAM DOC	DYFS RESIDENTIAL	DMH/COMMITMENT	OTHER RESIDENTIAL	NON-RESIDENTIAL PROGRAM DOC	DYFS NON-RESIDENTIAL	DMR	OTHER REMEDIAL NON-RESIDENTIAL	DYFS UNSPECIFIED	SUSPENDED DOC	PROBATION	SUSPENDED PROBATION	RESTITUTION	COMMUNITY SERVICE	SUSPENDED RESIDENTIAL AND/OR NON-RESIDENTIAL	FINE	FORMAL CONTINUANCE	OTHER CONDITIONAL	CONTINUE PRIOR DISPOSITION	OTHER	SUSPENDED CONDITIONAL	TOTAL
Homicide	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0
Sex Offenses	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0
Aggravated Assault	0%	0%	0%	0%	0%	0%	17%	0%	0%	17%	0%	0%	33%	0%	0%	17%	0%	0%	17%	0%	0%	0%	0%	6
Robbery	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0
Burglary	0%	23%	3%	0%	0%	3%	6%	0%	0%	17%	0%	0%	23%	0%	3%	9%	0%	3%	11%	0%	0%	0%	0%	35
Larceny/Theft	10%	0%	0%	0%	0%	7%	7%	0%	0%	10%	0%	0%	48%	0%	0%	7%	0%	3%	7%	0%	0%	0%	0%	29
Other Assaults	0%	0%	0%	0%	0%	0%	0%	0%	0%	36%	0%	0%	18%	0%	5%	9%	0%	5%	27%	0%	0%	0%	0%	22
Arson	0%	0%	0%	0%	0%	0%	0%	0%	0%	25%	0%	0%	50%	0%	0%	0%	0%	0%	0%	0%	0%	25%	0%	4
Criminal Trespass & Burglary Related	0%	0%	0%	0%	0%	0%	0%	0%	0%	12%	0%	0%	41%	0%	6%	0%	0%	12%	29%	0%	0%	0%	0%	17
Other Theft Related	6%	11%	0%	0%	0%	0%	0%	0%	0%	17%	0%	0%	17%	0%	0%	6%	0%	6%	28%	11%	0%	0%	0%	18
CDS and Alcohol	0%	7%	0%	0%	0%	0%	4%	0%	0%	29%	0%	0%	32%	0%	4%	0%	0%	7%	18%	0%	0%	0%	0%	28
Criminal Mischief	0%	0%	0%	0%	0%	0%	0%	0%	0%	26%	0%	0%	32%	0%	21%	0%	0%	5%	16%	0%	0%	0%	0%	19
Other Property	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	100%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	1
Offenses Against Public Administration & M.V. Offenses	3%	0%	3%	0%	0%	0%	0%	0%	0%	0%	0%	0%	24%	0%	0%	7%	0%	24%	21%	17%	0%	0%	0%	29
Offenses Against Public Order & Decency	0%	9%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	55%	0%	0%	18%	0%	0%	18%	0%	0%	0%	0%	11
Inchoate 2nd, 3rd <sup>e</sup>	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0
Inchoate 4th <sup>e</sup> , DP, PDP	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0
VOP	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0
Recall	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0
Other	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	100%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	1
Total	5	13	2	0	0	3	6	0	0	37	0	0	70	0	8	13	0	16	39	7	0	1	0	220
Percent	2%	6%	1%	0%	0%	1%	3%	0%	0%	17%	0%	0%	32%	0%	4%	6%	0%	7%	18%	3%	0%	1%	0%	

**TABLE 53  
UNION COUNTY  
OFFENSE BY DISPOSITION  
JANUARY - DECEMBER 1986**

OFFENSE	UNUSPENDED INCARCERATION DOC	SHORT-TERM COMMITMENT DETENTION FACILITY	RESIDENTIAL PROGRAM DOC	DYFS RESIDENTIAL	DMH/COMMITMENT	OTHER RESIDENTIAL	NON-RESIDENTIAL PROGRAM DOC	DYFS NON-RESIDENTIAL	DMR	OTHER REMEDIAL NON-RESIDENTIAL	DYFS UNSPECIFIED	SUSPENDED DOC	PROBATION	SUSPENDED PROBATION	RESTITUTION	COMMUNITY SERVICE	SUSPENDED RESIDENTIAL AND/OR NON-RESIDENTIAL	FINE	FORMAL CONTINUANCE	OTHER CONTINUANCE	CONTINUE PRIOR DISPOSITION	OTHER	SUSPENDED CONDITIONAL	TOTAL
Homicide	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0
Sex Offenses	10%	0%	0%	0%	0%	0%	0%	5%	0%	50%	0%	25%	10%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	20
Aggravated Assault	16%	0%	6%	2%	0%	0%	0%	0%	0%	10%	0%	10%	35%	0%	0%	8%	0%	2%	12%	0%	0%	0%	0%	51
Robbery	35%	0%	14%	0%	0%	3%	9%	1%	0%	6%	0%	23%	6%	0%	0%	3%	0%	0%	0%	0%	0%	0%	0%	66
Burglary	11%	0%	6%	1%	0%	2%	4%	1%	0%	7%	0%	13%	44%	0%	2%	2%	0%	0%	7%	0%	0%	1%	0%	191
Larceny/Theft	4%	0%	2%	1%	0%	2%	2%	5%	0%	3%	0%	7%	39%	0%	3%	5%	0%	1%	27%	0%	0%	1%	0%	222
Other Assaults	4%	0%	2%	2%	0%	1%	0%	1%	0%	2%	0%	2%	33%	0%	3%	4%	0%	0%	43%	0%	0%	2%	0%	167
Arson	67%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	33%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	3
Criminal Trespass & Burglary Related	0%	0%	0%	0%	0%	0%	1%	0%	0%	5%	1%	1%	30%	0%	6%	0%	0%	3%	50%	1%	0%	3%	0%	110
Other Theft Related	6%	0%	4%	1%	0%	1%	2%	1%	0%	6%	0%	1%	43%	0%	2%	3%	0%	1%	25%	0%	0%	3%	0%	147
CDS and Alcohol	5%	0%	3%	0%	0%	2%	3%	1%	0%	12%	0%	9%	26%	0%	0%	5%	0%	7%	28%	0%	0%	1%	0%	196
Criminal Mischief	1%	0%	0%	0%	0%	0%	0%	0%	0%	2%	0%	1%	31%	0%	16%	2%	0%	0%	46%	0%	0%	0%	0%	93
Other Property	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	67%	0%	0%	33%	0%	0%	0%	0%	3
Offenses Against Public Administration & M.V. Offenses	4%	0%	1%	0%	0%	1%	0%	2%	0%	5%	0%	1%	21%	0%	0%	4%	0%	11%	40%	7%	0%	2%	0%	82
Offenses Against Public Order & Decency	0%	0%	1%	1%	0%	0%	2%	1%	0%	0%	0%	3%	28%	0%	1%	6%	0%	1%	55%	0%	0%	2%	0%	172
Inchoate 2nd, 3rd <sup>o</sup>	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	33%	67%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	3
Inchoate 4th <sup>o</sup> , DP, PDP	0%	0%	0%	0%	0%	0%	0%	0%	0%	100%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	1
VOP	8%	0%	7%	4%	0%	6%	3%	4%	0%	5%	0%	2%	36%	0%	0%	1%	0%	1%	0%	1%	15%	8%	0%	169
Recall	0%	0%	0%	0%	0%	0%	0%	0%	0%	33%	0%	0%	33%	0%	0%	0%	0%	0%	0%	0%	33%	0%	0%	3
Other	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	100%	0%	0%	0%	0%	2
Total	109	0	57	17	0	27	35	30	0	99	1	101	557	0	41	58	0	31	469	8	27	34	0	1,701
Percent	6%	0%	3%	1%	0%	2%	2%	2%	0%	6%	0%	6%	33%	0%	2%	3%	0%	2%	28%	1%	2%	2%	0%	

**TABLE 54  
WARREN COUNTY  
OFFENSE BY DISPOSITION  
JANUARY - DECEMBER 1986**

OFFENSE	UNSUSPENDED INCARCERATION DOC	SHORT-TERM DETENTION FACILITY	RESIDENTIAL COMMITMENT	DYFS PROGRAM DOC	DMH/COMMITMENT	OTHER RESIDENTIAL	NON-RESIDENTIAL PROGRAM DOC	DYFS NON-RESIDENTIAL	DMR	OTHER REMEDIAL NON-RESIDENTIAL	DYFS UNSPECIFIED	SUSPENDED DOC	PROBATION	SUSPENDED PROBATION	RESTITUTION	COMMUNITY SERVICE	SUSPENDED RESIDENTIAL AND/OR NON-RESIDENTIAL	FINE	FORMAL CONTINUANCE	OTHER CONDITIONAL	CONTINUE PRIOR DISPOSITION	OTHER	SUSPENDED CONDITIONAL	TOTAL
Homicide	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0
Sex Offenses	0%	0%	0%	0%	0%	0%	0%	0%	0%	100%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	3
Aggravated Assault	0%	0%	0%	0%	0%	0%	0%	0%	0%	20%	0%	40%	0%	0%	20%	0%	0%	20%	0%	0%	0%	0%	0%	5
Robbery	33%	0%	0%	0%	0%	0%	0%	0%	0%	67%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	3
Burglary	7%	29%	0%	0%	0%	14%	0%	0%	0%	14%	0%	29%	0%	0%	0%	0%	0%	7%	0%	0%	0%	0%	0%	14
Larceny/Theft	0%	5%	0%	3%	0%	3%	0%	0%	0%	5%	0%	51%	0%	5%	5%	0%	0%	23%	0%	0%	0%	0%	0%	39
Other Assaults	0%	6%	6%	0%	0%	0%	0%	0%	0%	44%	0%	22%	0%	0%	0%	0%	0%	17%	0%	6%	0%	0%	0%	18
Arson	0%	0%	0%	0%	0%	0%	0%	0%	0%	100%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	1
Criminal Trespass & Burglary Related	0%	0%	0%	0%	0%	0%	0%	0%	0%	50%	0%	17%	0%	0%	0%	0%	0%	17%	0%	17%	0%	0%	0%	6
Other Theft Related	0%	0%	0%	0%	0%	0%	0%	0%	0%	17%	0%	25%	0%	17%	0%	0%	0%	42%	0%	0%	0%	0%	0%	12
CDS and Alcohol	0%	0%	0%	0%	0%	7%	0%	0%	0%	33%	0%	17%	0%	0%	3%	0%	0%	33%	0%	7%	0%	0%	0%	30
Criminal Mischief	4%	0%	0%	0%	0%	4%	0%	0%	0%	16%	0%	12%	0%	20%	12%	0%	0%	32%	0%	0%	0%	0%	0%	25
Other Property	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	100%	0%	0%	0%	0%	0%	1
Offenses Against Public Administration & M.V. Offenses	0%	0%	0%	0%	0%	8%	0%	0%	0%	33%	0%	17%	0%	0%	8%	0%	8%	25%	0%	0%	0%	0%	0%	12
Offenses Against Public Order & Decency	0%	0%	0%	0%	0%	0%	0%	0%	0%	18%	0%	23%	0%	0%	6%	0%	0%	47%	0%	6%	0%	0%	0%	17
Inchoate 2nd, 3rd°	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0
Inchoate 4th°, DP, PDP	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0
VOP	9%	9%	0%	0%	0%	9%	0%	0%	0%	36%	0%	18%	0%	0%	9%	0%	0%	0%	0%	9%	0%	0%	0%	11
Recall	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0
Other	0%	0%	0%	0%	0%	0%	0%	0%	0%	17%	0%	25%	0%	0%	0%	0%	0%	25%	0%	33%	0%	0%	0%	12
Total	4	8	1	1	0	8	0	0	0	51	0	53	0	9	10	0	1	53	0	10	0	0	0	209
Percent	2%	4%	1%	1%	0%	4%	0%	0%	0%	24%	0%	25%	0%	4%	5%	0%	1%	25%	0%	5%	0%	0%	0%	

## **DETENTION**

**The following information describes the use of  
detention for juveniles under the jurisdiction of  
the Family Division Superior Courts during the  
period January, 1981 – December, 1986**

**TABLE 55**  
**JUVENILE DETENTION ADMISSIONS AND RATES BY COUNTY**  
**JANUARY - DECEMBER 1986\***

County	1986 Admissions*	No. of Cases Docketed	Admissions Per 100 Cases Docketed
Atlantic	284	3,012	9.4
Bergen	472	3,922	12.0
Burlington	219	2,059	10.6
Camden	693	3,814	18.2
Cape May	77	943	8.2
Cumberland	267	1,774	15.1
Essex	2,143	10,283	20.8
Gloucester	156	1,564	10.0
Hudson	958	4,703	20.4
Hunterdon	45	394	11.4
Mercer	606	2,797	21.7
Middlesex	538	3,922	13.7
Monmouth	473	4,386	10.8
Morris	313	2,056	15.2
Ocean	197	2,410	8.2
Passaic	787	3,355	23.5
Salem	46	638	7.2
Somerset	105	785	13.4
Sussex	120	563	21.3
Union	1,046	4,287	24.4
Warren	85	742	11.5
<b>TOTAL</b>	<b>9,630</b>	<b>58,409</b>	<b>16.5</b>

\* *Statistics on Juveniles in Detention Facilities - 1986; Juvenile Detention and Monitoring Unit.*

**TABLE 56**  
**JUVENILES DETAINED AS A PROPORTION OF**  
**JUVENILES AT RISK BY COUNTY**  
**JANUARY - DECEMBER 1986**

County	1986 Detention Center Admissions*	Juveniles At Risk**	No. of Juveniles Detained Per 1,000 Juveniles at Risk
Atlantic	284	24,178	11.7
Bergen	472	85,736	5.5
Burlington	219	49,190	4.5
Camden	693	58,710	11.8
Cape May	77	9,094	8.5
Cumberland	267	18,022	14.8
Essex	2,143	98,862	21.7
Gloucester	156	27,012	5.8
Hudson	958	59,248	16.2
Hunterdon	45	12,246	3.7
Mercer	606	37,494	16.2
Middlesex	538	70,494	7.6
Monmouth	473	62,122	7.6
Morris	313	51,274	6.1
Ocean	197	44,516	4.4
Passaic	787	51,952	15.1
Salem	46	8,456	5.4
Somerset	105	23,728	4.4
Sussex	120	18,262	6.6
Union	1,046	53,712	19.5
Warren	85	10,966	7.8
<b>TOTAL</b>	<b>9,630</b>	<b>875,274</b>	<b>11.0</b>

\* *Statistics on Juveniles in Detention Facilities - 1986*; Juvenile Detention and Monitoring Unit.

\*\* 1986 estimated population 10-17 years old derived from New Jersey Department of Labor Projections.

**TABLE 57**  
**NUMBER OF CASES INVOLVING NEW COMPLAINTS WHERE**  
**DETENTION IS ORDERED AT DOCKETING BY COUNTY**  
**JANUARY - DECEMBER 1986**

<b>County</b>	<b>Total No. Of Cases</b>	<b>No. of Events Where Detention Is Not Ordered</b>	<b>No. of Events Where Detention Is Ordered</b>	<b>Not Indicated</b>
Atlantic	3,012	2,916(97)	94( 3)	2(0)
Bergen	3,922	3,643(93)	279( 7)	0(0)
Burlington	2,059	1,972(96)	87( 4)	0(0)
Camden	3,814	3,289(86)	525(14)	0(0)
Cape May	943	894(95)	49( 5)	0(0)
Cumberland	1,774	1,618(91)	156( 9)	0(0)
Essex	10,283	8,735(85)	1,547(15)	1(0)
Gloucester	1,564	1,459(93)	105( 7)	0(0)
Hudson	4,703	4,509(96)	194( 4)	0(0)
Hunterdon	394	373(95)	21( 5)	0(0)
Mercer	2,797	2,361(84)	436(16)	0(0)
Middlesex	3,922	3,495(89)	426(11)	1(0)
Monmouth	4,386	4,212(96)	172( 4)	2(0)
Morris	2,056	1,942(94)	114( 6)	0(0)
Ocean	2,410	2,327(97)	83( 3)	0(0)
Passaic	3,355	2,795(83)	558(17)	2(0)
Salem	638	547(86)	91(14)	0(0)
Somerset	785	767(98)	18( 2)	0(0)
Sussex	563	501(89)	61(11)	1(0)
Union	4,287	3,592(84)	695(16)	0(0)
Warren	742	714(96)	28( 4)	0(0)
<b>TOTAL</b>	<b>58,409</b>	<b>52,661(90)</b>	<b>5,739(10)</b>	<b>9(0)</b>

**TABLE 58**  
**NUMBER OF CASES WHERE DETENTION**  
**IS ORDERED AT SENTENCING BY COUNTY**  
**JANUARY - DECEMBER 1986**

County	Total No. Of Sentencing Events	No. of Events Where Detention Is Not Ordered	No. of Events Where Detention Is Ordered	Not Indicated
Atlantic	695	651(94)	44( 6)	0(0)
Bergen	1,240	1,156(93)	84( 7)	0(0)
Burlington	609	550(90)	59(10)	0(0)
Camden	1,258	950(76)	308(24)	0(0)
Cape May	291	278(96)	13( 4)	0(0)
Cumberland	553	514(93)	39( 7)	0(0)
Essex	2,244	1,689(75)	555(25)	0(0)
Gloucester	327	307(94)	20( 6)	0(0)
Hudson	1,503	1,299(86)	204(14)	0(0)
Hunterdon	128	116(91)	12( 9)	0(0)
Mercer	1,002	954(95)	48( 5)	0(0)
Middlesex	947	802(85)	145(15)	0(0)
Monmouth	1,084	1,066(98)	18( 2)	0(0)
Morris	490	447(91)	43( 9)	0(0)
Ocean	897	803(90)	94(10)	0(0)
Passaic	1,504	1,142(76)	361(24)	1(0)
Salem	214	167(78)	47(22)	0(0)
Somerset	374	368(98)	6( 2)	0(0)
Sussex	220	193(88)	27(12)	0(0)
Union	1,701	1,255(74)	446(26)	0(0)
Warren	209	190(91)	19( 9)	0(0)
<b>TOTAL</b>	<b>17,490</b>	<b>14,897(85)</b>	<b>2,592(15)</b>	<b>1(0)</b>

**TABLE 59  
ADMISSIONS TO JUVENILE  
DETENTION FACILITIES BY COUNTY  
1981 - 1986\***

County	1981	1982	1983	1984	1985	1986	% Change 1981-86
Atlantic	381	348	270	270	267	284	-25
Bergen	561	497	474	518	511	472	-16
Burlington	317	229	212	239	288	219	-31
Camden	729	521	589	580	603	693	-5
Cape May	105	70	66	49	69	77	-27
Cumberland	319	313	281	395	269	267	-16
Essex	2,033	2,118	1,823	1,921	1,798	2,143	+5
Gloucester	158	181	144	182	159	156	-1
Hudson	1,300	1,143	1,143	1,387	1,280	958	-26
Hunterdon	39	31	33	22	17	45	+15
Mercer	580	574	539	574	547	606	+4
Middlesex	815	741	658	438	449	538	-34
Monmouth	383	395	392	319	371	473	+23
Morris	380	358	315	320	280	313	-18
Ocean	217	231	223	206	215	197	-9
Passaic	602	641	637	672	743	787	+31
Salem	88	51	53	58	51	46	-48
Somerset	162	164	125	180	214	105	-35
Sussex	182	161	211	129	126	120	-34
Union	771	798	771	639	843	1,046	+36
Warren	199	171	117	115	88	85	-57
<b>TOTAL</b>	<b>10,321</b>	<b>9,736</b>	<b>9,076</b>	<b>9,213</b>	<b>9,188</b>	<b>9,630</b>	<b>-7</b>
%Change From Previous Year		-6	-7	+1	0	+5	

\* Statistics on Juveniles in Detention Facilities - 1986; Juvenile Detention and Monitoring Unit.

**TABLE 60**  
**AVERAGE LENGTH OF STAY (IN DAYS) IN JUVENILE**  
**DETENTION FACILITIES BY SEX AND BY COUNTY**  
**1985 - 1986\***

County	SEX								
	MALE			FEMALE			TOTAL		
	1985	1986	% Change	1985	1986	% Change	1985	1986	% Change
Atlantic	13.2	31.6	+139.4	14.7	24.7	+68.0	13.4	30.8	+129.9
Bergen	16.6	18.5	+11.4	10.8	10.8	—	15.3	17.5	+14.4
Burlington	17.6	22.9	+30.1	7.7	7.5	-2.6	16.3	21.0	+28.8
Camden	14.4	16.5	+14.6	12.2	15.5	+27.0	14.0	16.3	+16.4
Cape May	14.5	19.2	+32.4	22.0	27.4	+24.5	15.0	19.9	+32.7
Cumberland	23.5	21.9	-6.8	15.9	17.0	+6.9	22.3	20.7	-7.2
Essex	16.7	25.6	+53.3	11.7	15.0	+28.2	16.3	24.8	+52.1
Gloucester	20.6	14.6	-29.1	18.9	7.8	-58.7	20.2	13.3	-34.2
Hudson	9.4	15.8	+68.1	8.0	8.2	+2.5	9.3	15.0	+61.3
Hunterdon	17.1	18.5	+8.2	—	2.9	—	17.1	16.1	-5.8
Mercer	20.2	19.5	-3.5	16.5	13.9	-15.8	19.7	19.0	-3.6
Middlesex	21.4	19.2	-10.3	6.7	8.0	+19.4	19.1	17.1	-7.3
Monmouth	22.2	19.6	-11.7	15.7	16.4	+4.5	21.3	19.1	-10.3
Morris	15.6	16.8	+7.7	13.7	16.7	+21.9	15.1	16.8	+11.3
Ocean	20.9	28.5	+36.4	14.4	20.1	+39.6	20.0	27.4	+37.0
Passaic	27.2	29.1	+7.0	21.9	15.2	-30.6	26.8	27.5	+2.6
Salem	28.1	34.9	+24.2	28.1	13.7	-51.2	28.1	29.8	+6.0
Somerset	14.3	30.3	+111.9	18.3	29.8	+62.8	15.1	30.2	+100.0
Sussex	17.7	23.9	+35.0	8.6	7.2	-16.3	15.8	22.2	+40.5
Union	23.2	20.8	-10.3	8.9	18.7	+110.1	21.4	20.6	-3.7
Warren	9.8	13.0	+32.7	4.9	22.2	+353.1	9.0	16.5	+83.3
Average	17.8	21.9	+23.0	12.5	14.9	+19.2	17.1	21.1	+23.4

\* *Statistics on Juveniles in Detention Facilities - 1986; Juvenile Detention and Monitoring Unit.*

**APPENDIX A  
LEAD DISPOSITION CATEGORIES IN RANK  
ORDER OF SEVERITY**

Unsuspected Incarceration Department of Corrections

Short-Term Commitment Detention Facility

Residential Program Department of Corrections

DYFS Residential

Department of Mental Health/Commitment

Other Residential:

work program; outdoor program; drug/alcohol program; vocational program; academic program;  
counseling program; other/custodial.

Non-Residential Program Department of Corrections

DYFS Non-Residential

Division of Mental Retardation

Other Remedial Non-Residential:

non-residential program with intensive services; work program; outdoor program; drug/alcohol  
program; vocational program; academic program; counseling program; other/custodial.

DYFS Unspecified

Suspended Sentence Department of Corrections

Probation

Suspended Probation

Restitution

Community Service

Suspended Residential and/or Non-Residential

Fine

Formal Continuance

Other Conditional:

driving privilege; transfer custody; supervision of parents; other/nominal.

Continue Prior Disposition (with or without changes)

Other

Suspended Conditional

**APPENDIX B  
LEAD OFFENSE CATEGORIES IN RANK  
ORDER OF SERIOUSNESS**

**Homicide:**

murder, manslaughter, aiding suicide (2nd and 4th degree), aggravated manslaughter.

**Sex Offenses:**

aggravated sexual assault, sexual assault, aggravated criminal sexual contact, criminal sexual contact.

**Aggravated Assault:**

2nd, 3rd and 4th degree, bodily injury upon an officer; no injury to officer.

**Robbery (1st and 2nd degree)**

**Burglary (2nd and 3rd degree)**

**Larceny/Theft:**

theft by unlawful taking (2nd, 3rd and 4th degree, and disorderly persons); theft of property lost, mislaid, misdelivered (2nd, 3rd and 4th degree, and disorderly person).

**Other Assaults:**

simple assault (disorderly persons, and petty disorderly person); reckless endangerment (3rd and 4th degree); terroristic threats; kidnapping (1st and 2nd degree); criminal restraint; false imprisonment; interference with custody of children (4th degree and disorderly persons); interference with custody of committed persons; criminal coercion (3rd and 4th degree).

**Arson:**

aggravated arson; arson; hiring/being hired to start fire/explosion.

**Criminal Trespass and Burglary Related:**

criminal trespass in dwelling; criminal trespass elsewhere; defiant trespassing; manufacturing burglary tools; possession burglary tools; possession of motor vehicle master key, sale of motor vehicle master key.

**Other Theft Related:**

theft by deception (2nd, 3rd and 4th degree, and disorderly persons); theft by extortion; receiving stolen property (2nd, 3rd and 4th degree, and disorderly persons); theft of services (2nd, 3rd and 4th degree, and disorderly persons); theft by failure to make required dispositions (2nd, 3rd and 4th degree, and disorderly persons); unlawfully taking means of conveyance; knowingly riding in unlawfully taken means of conveyance.

**CDS and Alcohol:**

all Title 24 drug offenses; all Title 33 alcohol offenses; growing marijuana; inhalation of toxic fumes; possession of legend drug; possession of needles; all Title 2A drug offenses.

**Criminal Mischief (3rd and 4th degree, and disorderly persons)**

**Other Property Offenses:**

failure to control/report dangerous fire; causing widespread injury/damage (2nd and 3rd degree); create risk of injury/damage; fail to prevent/mitigate widespread injuries/damage; endangering pipes transmitting certain gases; damage to pipes during excavation or discharge; 2C:Chapter 21 offenses (forgery and fraudulent practices); using official information/action to personal advantage (2nd and 3rd degree); local ordinances prohibiting property damage.

**Offenses Against Public Administration and Motor Vehicles:**

contempt; death by auto; 2C:Chapter 27 offenses (bribery and corrupt influence); 2C:Chapter 28 offenses (perjury and other falsification in official matters); 2C:Chapter 29 offenses (obstructing governmental operations: escapes), all Title 39 motor vehicle and traffic regulations.

Offenses Against Public Order and Decency:

lewdness; 2C:Chapter 33 (riot, disorderly conduct and related offenses); 2C:Chapter 34 (public indecency); 2C:Chapter 37 (gambling offenses); 2C:Chapter 39 (firearms, other dangerous weapons and instruments of crime); creating a hazard; cruelty to animals; local ordinances prohibiting disturbance of the peace; public order offenses; fireworks violations; possession of chemical materials; municipal health-related violations; deer hunting violations.

Inchoate, 2nd and 3rd Degree:

criminal attempt; conspiracy; complicity.

Inchoate, 4th Degree, Disorderly Persons and Petty Disorderly Persons:

criminal attempt; conspiracy; complicity.

Violation of Probation

Recall

Other