2B:25-1 to 2B:25-10

LEGISLATIVE HISTORY CHECK

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LAWS OF: 1999 CHAPTER: 349

NJSA: 2B:25-1 to 2B:25-10 (Municipal prosecutors – responsibilities)

BILL NO: S279 (Substituted for A2468)

SPONSOR(S): Girgenti

DATE INTRODUCED: Pre-filed

COMMITTEE: ASSEMBLY: Appropriations; Judiciary

SENATE: Judiciary

AMENDED DURING PASSAGE: Yes

DATE OF PASSAGE: ASSEMBLY: January 10, 2000

SENATE: January 10, 2000

DATE OF APPROVAL: January 14, 2000

FOLLOWING ARE ATTACHED IF AVAILABLE:

FINAL TEXT OF BILL: 2nd Reprint

(Amendments during passage denoted by superscript numbers

S279

SPONSORS STATEMENT: (Begins on page 5 of original bill)

Yes

COMMITTEE STATEMENT: ASSEMBLY: Yes 12-6-99 (Judiciary)

Yes <u>1-6-00</u> (Appropriations)

SENATE: Yes

FLOOR AMENDMENT STATEMENTS: Yes

LEGISLATIVE FISCAL ESTIMATE: No

A2468

SPONSORS STATEMENT: (Begins on page 5 of original bill)

Yes

COMMITTEE STATEMENT: ASSEMBLY: Yes 12-6-99

Identical to Senate Judiciary statement for S279

<u>Yes</u> <u>1-6-00</u>

Identical to Assembly Appropriations statement for S279

SENATE: No

FLOOR AMENDMENT STATEMENTS: No

LEGISLATIVE FISCAL ESTIMATE: Yes

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Title 2B. Chapter 25. (New) Municipal Prosecutors §§1-10 C.2B:25-1 to 2B:25-10 §12 Note to §§1-11

P.L. 1999, CHAPTER 349, approved January 14, 2000 Senate, No. 279 (Second Reprint)

1 AN ACT establishing the position of municipal prosecutor for each 2 municipal court of this State, providing for the appointment, 3 defining the duties and authorizing the training of municipal prosecutors and supplementing Title 2A of the New Jersey Statutes 4 ²and amending P.L.1996, c.95². 5

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BE IT ENACTED by the Senate and General Assembly of the State of New Jersey:

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²(New section)² The Legislature finds and declares that municipal prosecutors are a critical component of New Jersey's system for the administration of justice, that the role of municipal prosecutor is not statutorily defined, and that in order to ensure the uniform and proper administration of justice in this State, it is necessary to define the duties of municipal prosecutors.

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- 2. ²(New section)² As used in this act:
- a. "Municipal prosecutor" means a person appointed to prosecute all offenses over which the municipal court has jurisdiction.
- b. "Governing body" of a ²county or ² municipality means the 20 21 officer or body that is the appropriate appointing authority for ²county counsel, ² municipal attorney or corporation counsel under the 22 laws applicable to the form of ²county or ² municipal government 23 established in the ²county or ² municipality pursuant to law, provided 24 25 that the municipal corporation counsel shall be the appointing authority in any city of the first class with a population greater than 26 27 270,000, according to the latest federal decennial census and in any 28 city of the second class with a population of greater than 30,000 but less than 43,000, according to the latest decennial census, which city 29 30 of the second class is located in a county of the first class with a 31 population less than 600,000 according to the latest federal decennial
 - c. "Municipal court" means any municipal or ²[intermunicipal]

EXPLANATION - Matter enclosed in bold-faced brackets [thus] in the above bill is not enacted and intended to be omitted in the law.

Matter underlined thus is new matter.

Matter enclosed in superscript numerals has been adopted as follows:

Senate floor amendments adopted June 11, 1998.

² Assembly AJU committee amendments adopted December 6, 1999.

1 joint municipal or central municipal² court established pursuant to 2 statute.

- d. "Attorney General" includes the Attorney General of New Jersey and any assistants or deputies who may be designated to carry out the responsibilities conferred on the Attorney General by this act ²or the laws of this State².
- e. "County prosecutor" shall mean the prosecutor of the county in which the municipal court is situated and any assistant prosecutors of that county who may be designated by this act.
- ²[f. "Intermunicipal court" shall mean a court established by two or more municipalities in accordance with statutes authorizing municipalities to combine for the purposes of establishing a single court with jurisdiction over the territory of the participating municipalities.]²

3. ²(New section)² Any person serving as a municipal prosecutor on the effective date of this act shall be exempt from its requirements for a period of either one year or for the expiration of his or her current term of office, whichever is shorter, except that the provisions of the act pertaining to supersession (section 7) and removal (section 9) shall be in full force on the effective date of this act.

- 4. ²(New section)² a. Each municipal court in this State shall have at least one municipal prosecutor appointed by the governing body of the municipality ², municipalities or county² in accordance with applicable laws, ordinances and resolutions.
- b. A municipal prosecutor shall be an attorney-at-law of this State in good standing, and shall serve for a term of one year from the date of his or her appointment, except as determined by the governing body of a ²county or a² city of the first class with a population greater than 270,000, according to the latest federal decennial census, or the governing body of a city of the second class with a population of greater than 30,000 but less than 43,000, according to the latest decennial census, which city of the second class is located in a county of the first class with a population less than 600,000 according to the latest federal decennial census, and may continue to serve in office pending re-appointment or appointment of a successor. A municipal prosecutor may be appointed to that position in one or more municipal courts. The provisions of this act shall apply to each such position held
- c. $^2(1)^2$ A municipal prosecutor of 2 [an intermunicipal] a joint municipal court shall be appointed upon the concurrence of the governing bodies of each of the municipalities in accordance with applicable laws, ordinances or resolutions.
- ²(2) A municipal prosecutor of a central municipal court shall be appointed by the governing body of the county. ²

d. Municipal prosecutors shall be compensated either on an hourly, per diem, annual or other basis as the ²county, ² municipality or municipalities provide. In the case of ²²[an intermunicipal] a joint municipal ² court, municipalities shall, by similar ordinances, enter into an agreement fixing the compensation of the municipal prosecutor and providing for its payment. ²In the case of a central municipal court, the county shall fix the compensation of the municipal prosecutor and provide for its payment.²

The compensation of municipal prosecutors shall be in lieu of any and all other fees; provided, however that when a municipal prosecutor is assigned to prosecute a de novo appeal in the Superior Court, the prosecutor shall be entitled to additional compensation unless the municipality expressly provides otherwise at the time the compensation is fixed.

- e. In accordance with applicable laws, ordinances and resolutions, a municipality may appoint additional municipal prosecutors as necessary to administer justice in a timely and effective manner in its municipal court. Such appointments shall be subject to this act. This subsection also applies to ²[intermunicipal] joint municipal courts and central municipal² courts.
- f. Any municipal court having two or more municipal prosecutors shall have a "chief municipal prosecutor" who shall be appointed by the governing body of the ²county or the ² municipality. The chief municipal prosecutor of ²[an intermunicipal] a joint municipal ² court shall be appointed upon the concurrence of the governing bodies of each municipality. The chief municipal prosecutor shall have authority over other prosecutors serving that court with respect to the performance of their duties.
- g. (1) Nothing in this act shall affect the appointment of municipal attorneys in accordance with N.J.S.40A:9-139; provided, however, that a person appointed to the positions of both municipal prosecutor and municipal attorney shall be subject to all of the provisions of this act while serving in the capacity of municipal prosecutor.
- (2) In addition to any other duties proscribed by the provisions of this act, a person serving as both a municipal prosecutor and a municipal attorney may prosecute ²county or ² municipal ordinance violations.

5. ²(New section)² a. A municipal prosecutor, except as provided by paragraph b. of this section and sections 6 and 7 of this act, shall represent the State²², the county ² or the municipality in the prosecution of all offenses ², except for zoning violations.² within the statutory jurisdiction of the municipal court as defined by law. A municipal prosecutor shall be responsible for handling all phases of the prosecution of an offense, including but not limited to discovery, pretrial and post-trial hearings, motions, dismissals, removals to

Federal District Court and other collateral functions authorized to be performed by the municipal prosecutor by law or Rule of Court. As

used in this subsection, the term "post-trial hearing" shall not include

de novo appeals in Superior Court.

- b. A municipal prosecutor may, with the approval of the court 5 ²and pursuant to the Rules of Court², authorize private attorneys to 6 7 prosecute citizen complaints filed in the municipal court. A municipal 8 prosecutor may, with the approval of the court, decline to participate in municipal court proceedings in which the defendant is not 9 represented by counsel. ¹The court ²[must] shall² afford the citizen 10 complainant an opportunity to be heard prior to determining whether 11 to approve a municipal prosecutor's decision to authorize a private 12 13 attorney to prosecute a citizen complaint or to decline to participate in a municipal court proceeding in which the defendant is not 14 represented by counsel. ¹ ²When the municipal prosecutor declines to 15 prosecute, the prevailing complainant may make an application to the 16 17 court for counsel fee reimbursement to be paid out of applicable fines, 18 but such reimbursement shall not exceed the amount of the applicable fines.² Upon a finding that a conflict of interest precludes a municipal 19 prosecutor from participating in a proceeding, the court shall excuse 20 21 the municipal prosecutor and may, in such a case, request the county 22 prosecutor to provide representation in accordance with section 6 of 23 this act unless the municipality has provided for alternative 24 representation.
 - c. A municipal prosecutor may at any time move before the municipal court to amend or dismiss any complaint for good cause shown in accordance with the Rules of the Court.

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- 6. ²(New section)² a. Appointments to fill vacancies in the position of municipal prosecutor shall be made in accordance with the provisions of section 4 of this act as soon as practicable.
- b. Unless the municipality has provided for alternative representation, the Attorney General or the county prosecutor, with notice to the Attorney General, may designate, at the request of the municipal prosecutor or municipal court, one or more assistant or deputy attorneys general or assistant prosecutors to prosecute the business of any municipal court if there is a vacancy in the office of the municipal prosecutor or the municipal prosecutor is temporarily unavailable and the municipal prosecutor or the municipal court has requested such designation.

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7. ²(New section)² Whenever in the opinion of the Attorney General or a county prosecutor the public interest of the State will be promoted by so doing, the Attorney General or county prosecutor, with notice to the Attorney General, may supersede a municipal prosecutor by prosecuting any offense against the laws of this State

1 within the jurisdiction of a municipal court, or by intervening in any 2 prosecution before a municipal court.

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8. ²(New section)² Whenever the Attorney General or county prosecutor shall prosecute in a municipal court of this State pursuant to section 6 of this act, the Attorney General or county prosecutor shall, upon demand, be promptly reimbursed ²by the county, municipality or municipalities² for costs, including the compensation of any assistants or deputies attorney general or assistant prosecutors.

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9. ²(New section)² In addition to any of the other means provided by law for the removal from office of a public official, a municipal prosecutor may be removed by the governing body of a ²county or ² municipality ², or as provided by the agreement entered into between two or more municipalities participating in a joint municipal court,² for good cause shown and after a public hearing, and upon due notice and an opportunity to be heard.

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10. ²(New section)² The Attorney General in consultation with the county and municipal prosecutors may develop curricula for training programs for all municipal prosecutors. Participation in such training programs shall be voluntary. An attorney successfully completing a training program shall receive such certification or recognition as deemed appropriate by the Attorney General.

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²11. Section 14 of P.L. 1996, c. 95 (C.2B:12-27) is amended to read as follows:

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14. [A county or municipality] The governing body of the county or municipality may employ an attorney-at-law as a prosecutor, under the supervision of the Attorney General or county prosecutor, who may represent the State, county or municipality in any matter within the jurisdiction of the central municipal court or any other municipal court in accordance with the provisions of P.L., c. (C.)(now

33 pending before the Legislature as this bill).² 34

(cf: P.L.1996, c.95, s.14) 35

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¹[11.] 12. This act shall take effect 90 days after enactment.

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42 Clarifies duties and responsibilities of municipal prosecutors.

SENATE, No. 279

STATE OF NEW JERSEY

208th LEGISLATURE

PRE-FILED FOR INTRODUCTION IN THE 1998 SESSION

Sponsored by: Senator JOHN A. GIRGENTI District 35 (Passaic)

SYNOPSIS

Clarifies duties and responsibilities of municipal prosecutors.

CURRENT VERSION OF TEXT

Introduced Pending Technical Review by Legislative Counsel.



S279 GIRGENTI

AN ACT establishing the position of municipal prosecutor for each municipal court of this State, providing for the appointment, defining the duties and authorizing the training of municipal prosecutors and supplementing Title 2A of the New Jersey Statutes.

BE IT ENACTED by the Senate and General Assembly of the State of New Jersey:

1. The Legislature finds and declares that municipal prosecutors are a critical component of New Jersey's system for the administration of justice, that the role of municipal prosecutors is not statutorily defined, and that in order to ensure the uniform and proper administration of justice in this State, it is necessary to define the duties of municipal prosecutors.

- 2. As used in this act:
- a. "Municipal prosecutor" means a person appointed to prosecute all offenses over which the municipal court has jurisdiction.
- b. "Governing body" of a municipality means the officer or body that is the appropriate appointing authority for municipal attorney or corporation counsel under the laws applicable to the form of municipal government established in the municipality pursuant to law; provided that the municipal corporation counsel shall be the appointing authority in any city of the first class with a population greater than 270,000, according to the latest federal decennial census and in any city of the second class with a population of greater than 30,000 but less than 43,000, according to the latest decennial census, which city of the second class is located in a county of the first class with a population less than 600,000 according to the latest federal decennial census.
- c. "Municipal court" means any municipal or intermunicipal court established pursuant to statute.
- d. "Attorney General" includes the Attorney General of New Jersey and any assistants or deputies who may be designated to carry out the responsibilities conferred on the Attorney General by this act.
- e. "County prosecutor" shall mean the prosecutor of the county in which the municipal court is situated and any assistant prosecutors of that county who may be designated by this act.
- f. "Intermunicipal court" shall mean a court established by two or more municipalities in accordance with statutes authorizing municipalities to combine for the purposes of establishing a single court with jurisdiction over the territory of the participating municipalities.

3. Any person serving as a municipal prosecutor on the effective date of this act shall be exempt from its requirements for a period of

either one year or for the expiration of his or her current term of office, whichever is shorter, except that the provisions of the act pertaining to supersession (section 7) and removal (section 9) shall be in full force on the effective date of this act.

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- 4. a. Each municipal court in this State shall have at least one municipal prosecutor appointed by the governing body of the municipality in accordance with applicable laws, ordinances and resolutions.
- 10 b. A municipal prosecutor shall be an attorney-at-law of this State 11 in good standing, and shall serve for a term of one year from the date 12 of his or her appointment, except as determined by the governing body 13 of a city of the first class with a population greater than 270,000, 14 according to the latest federal decennial census, or the governing body 15 of a city of the second class with a population of greater than 30,000 but less than 43,000, according to the latest decennial census, which 16 17 city of the second class is located in a county of the first class with a population less than 600,000 according to the latest federal decennial 18 19 census, and may continue to serve in office pending re-appointment or 20 appointment of a successor. A municipal prosecutor may be appointed 21 to that position in one or more municipal courts. The provisions of 22 this act shall apply to each such position held.
 - c. A municipal prosecutor of an intermunicipal court shall be appointed upon the concurrence of the governing bodies of each of the municipalities in accordance with applicable laws, ordinances or resolutions.
 - d. Municipal prosecutors shall be compensated either on an hourly, per diem, annual or other basis as the municipality or municipalities provide. In the case of an intermunicipal court, municipalities shall, by similar ordinances, enter into an agreement fixing the compensation of the municipal prosecutor and providing for its payment.
 - The compensation of municipal prosecutors shall be in lieu of any and all other fees; provided, however that when a municipal prosecutor is assigned to prosecute a de novo appeal in the Superior Court, the prosecutor shall be entitled to additional compensation unless the municipality expressly provides otherwise at the time the compensation is fixed.
 - e. In accordance with applicable laws, ordinances and resolutions, a municipality may appoint additional municipal prosecutors as necessary to administer justice in a timely and effective manner in its municipal court. Such appointments shall be subject to this act. This subsection also applies to intermunicipal courts.
- f. Any municipal court having two or more municipal prosecutors shall have a "chief municipal prosecutor" who shall be appointed by the governing body of the municipality. The chief municipal prosecutor of an intermunicipal court shall be appointed upon the 46

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concurrence of the governing bodies of each municipality. The chief municipal prosecutor shall have authority over other prosecutors serving that court with respect to the performance of their duties.

- g. (1) Nothing in this act shall affect the appointment of municipal attorneys in accordance with N.J.S.40A:9-139; provided, however, that a person appointed to the positions of both municipal prosecutor and municipal attorney shall be subject to all of the provisions of this act while serving in the capacity of municipal prosecutor.
- (2) In addition to any other duties proscribed by the provisions of this act, a person serving as both a municipal prosecutor and a municipal attorney may prosecute municipal ordinance violations.

- 5. a. A municipal prosecutor, except as provided by paragraph b. of this section and sections 6 and 7 of this act, shall represent the State or the municipality in the prosecution of all offenses within the statutory jurisdiction of the municipal court as defined by law. A municipal prosecutor shall be responsible for handling all phases of the prosecution of an offense, including but not limited to discovery, pretrial and post-trial hearings, motions dismissals, removals to Federal District Court and other collateral functions authorized to be performed by the municipal prosecutor by law or Rule of Court. As used in this subsection, the term "post-trial hearing" shall not include de novo appeals in Superior Court.
- b. A municipal prosecutor may, with the approval of the court, authorize private attorneys to prosecute citizen complaints filed in the municipal court. A municipal prosecutor may, with the approval of the court, decline to participate in municipal court proceedings in which the defendant is not represented by counsel. Upon a finding that a conflict of interest precludes a municipal prosecutor from participating in a proceeding, the court shall excuse the municipal prosecutor and may, in such a case, request the county prosecutor to provide representation in accordance with section 6 of this act unless the municipality has provided for alternative representation.

c. A municipal prosecutor may at any time move before the municipal court to amend or dismiss any complaint for good cause shown in accordance with the Rules of the Court.

- 6. a. Appointments to fill vacancies in the position of municipal prosecutor shall be made in accordance with the provisions of section 4 of this act as soon as practicable.
- b. Unless the municipality has provided for alternative representation, the Attorney General or the county prosecutor, with notice to the Attorney General, may designate, at the request of the municipal prosecutor or municipal court, one or more assistant or deputy attorneys general or assistant prosecutors to prosecute the business of any municipal court if there is a vacancy in the office of the

S279 GIRGENTI

1	municipal prosecutor or the municipal prosecutor is temporarily
2	unavailable and the municipal prosecutor or the municipal court has
3	requested such designation.

7. Whenever in the opinion of the Attorney General or a county prosecutor the public interest of the State will be promoted by so doing, the Attorney General or county prosecutor, with notice to the Attorney General, may supersede a municipal prosecutor by prosecuting any offense against the laws of this State within the jurisdiction of a municipal court, or by intervening in any prosecution before a municipal court.

8. Whenever the Attorney General or county prosecutor shall prosecute in a municipal court of this State pursuant to section 6 of this act, the Attorney General or county prosecutor shall, upon demand, be promptly reimbursed for costs, including the compensation of any assistants or deputies attorney general or assistant prosecutors.

9. In addition to any of the other means provided by law for the removal from office of a public official, a municipal prosecutor may be removed by the governing body of a municipality for good cause shown and after a public hearing, and upon due notice and an opportunity to be heard.

10. The Attorney General in consultation with the county and municipal prosecutors may develop curricula for training programs for all municipal prosecutors. Participation in such training programs shall be voluntary. An attorney successfully completing a training program shall receive such certification or recognition as deemed appropriate by the Attorney General.

11. This act shall take effect 90 days after enactment.

STATEMENT

This bill would give statutory recognition to the office of the municipal prosecutor and defines the role, responsibilities and duties of the office.

The following is a summary of the bill's provisions.

- 1. Each municipal court shall have at least one municipal prosecutor appointed by the municipal governing body.
- 2. Municipal prosecutors would be appointed for a term of one year, except that the governing bodies in certain municipalities meeting certain population criteria may designate different terms.

- They would be compensated at an annual salary fixed by the municipality.
- 3. Municipalities may appoint more than one municipal prosecutor.
- 4 If a municipality does appoint more than one prosecutor, a "chief
- 5 municipal prosecutor," who would have authority over the other
- 6 prosecutors, would be designated by the municipality.
- 4. Municipal prosecutors would represent the State in the prosecution of all offenses within the statutory jurisdiction of the municipal court. A municipal prosecutor, with the approval of the municipal court, would be empowered to authorize private attorneys to prosecute citizens' complaints and could decline to participate in proceeding in which the defendant is not represented by counsel.
- 5. If a finding of conflict of interest precludes a municipal prosecutor from handling a proceeding, the prosecutor may request the county prosecutor to provide representation.
- 6. At the request of the municipal court or the municipal prosecutor, the Attorney General could designate lawyers from the Attorney General's office or assistant prosecutors to prosecute in a municipal court if there is a vacancy in the office of municipal prosecutor or if the prosecutor is temporarily unavailable.

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- 7. The Attorney General or a county prosecutor may supersede a municipal prosecutor and handle a prosecution in a municipal court if in their opinion the public interest of the State would be promoted.
- 8. If because of a vacancy in the office of the municipal prosecutor, the Attorney General or a county prosecutor is required to handle matters in a municipal court, their offices would be entitled to reimbursement for costs including the compensation of their staff.
- 9. A municipal prosecutor may be removed by the municipal governing body for good cause after a hearing and an opportunity to be heard.
- 31 10. The Attorney General is authorized to establish training 32 programs for municipal prosecutors.

ASSEMBLY JUDICIARY COMMITTEE

STATEMENT TO

[First Reprint] **SENATE, No. 279**

with committee amendments

STATE OF NEW JERSEY

DATED: DECEMBER 6, 1999

The Assembly Judiciary Committee reports favorably and with committee amendments Senate Bill No. 279 (1R).

This bill would statutorily define the role, responsibilities and duties of the municipal prosecutor. The following is a summary of the major provisions of the bill:

- 1. Each municipal court shall have at least one municipal prosecutor appointed by the municipal governing body.
- 2. Municipal prosecutors would be appointed for a term of one year, except that the governing bodies in certain municipalities meeting certain population criteria may designate different terms. They would be compensated at an annual salary fixed by the municipality.
- 3. Municipalities may appoint more than one municipal prosecutor. If a municipality does appoint more than one prosecutor, a "chief municipal prosecutor," who would have authority over the other prosecutors, would be designated by the municipality.
- 4. Municipal prosecutors would represent the State in the prosecution of all offenses within the statutory jurisdiction of the municipal court. A municipal prosecutor, with the approval of the municipal court, would be empowered to authorize private attorneys to prosecute citizens' complaints and could decline to participate in proceeding in which the defendant is not represented by counsel. However, the bill requires the municipal court to afford citizen complainants an opportunity to be heard prior to determining whether to approve a municipal prosecutor's decision to authorize a private attorney to prosecute or to decline to participate in a municipal court proceeding.
- 5. If a finding of conflict of interest precludes a municipal prosecutor from handling a proceeding, the prosecutor may request the county prosecutor to provide representation.
- 6. At the request of the municipal court or the municipal prosecutor, the Attorney General could designate lawyers from the Attorney General's office or assistant prosecutors to prosecute in a municipal court if there is a vacancy in the office of municipal

prosecutor or if the prosecutor is temporarily unavailable.

- 7. The Attorney General or a county prosecutor may supersede a municipal prosecutor and handle a prosecution in a municipal court if in their opinion the public interest of the State would be promoted.
- 8. If the Attorney General or a county prosecutor is required to handle matters in a municipal court, their offices would be entitled to reimbursement for costs including the compensation of their staff.
- 9. A municipal prosecutor may be removed by the municipal governing body for good cause after a hearing and an opportunity to be heard.
- 10. The Attorney General is authorized to establish training programs for municipal prosecutors.

The committee amended the bill for technical consistency by changing the references to "intermunicipal court" throughout the bill to "joint municipal court" and "central municipal court" so that the bill would be consistent with Title 2B of the New Jersey Statutes. Some references to the appropriate county or municipal governing bodies also were included.

In addition, the committee amended section 5 of the bill to provide that in a case where a prosecutor has declined to prosecute and the party has enlisted a private attorney that party may make an application to the court for counsel fee reimbursement which would be paid out of the applicable fines. This reimbursement could not exceed the amount of the applicable fines. The committee heard testimony, in particular, on the issue of shoplifting cases which are often handled by a private prosecutor at the municipal court level for a large retail establishment at that establishment's expense. This new provision would enable the court to award fees in those and other private prosecution matters to permit the recoupment of some of the costs of representation.

The committee also amended this section of the bill to clarify that the prosecutor would not prosecute zoning violation cases.

These amendments make this bill identical to Assembly, No. 2468 (1R).

ASSEMBLY APPROPRIATIONS COMMITTEE

STATEMENT TO

[Second Reprint] **SENATE, No. 279**

STATE OF NEW JERSEY

DATED: JANUARY 6, 2000

The Assembly Appropriations Committee reports favorably Senate Bill No. 279 (2R).

Senate Bill No. 279 (2R) statutorily defines the role, responsibilities and duties of the municipal prosecutor. The bill provides that:

- 1. Each municipal court shall have at least one municipal prosecutor appointed by the governing body of the municipality, municipalities or the county, as the case may be depending on whether the court is municipal, joint municipal or central municipal.
- 2. Municipal prosecutors will be appointed for a term of one year, except that the governing bodies in certain municipalities meeting certain population criteria may designate different terms. Municipal prosecutors will be compensated on an hourly, per diem or annual basis as determined by the appointing authorities.
- 3. Municipalities may appoint more than one municipal prosecutor. If a municipality does appoint more than one prosecutor, a "chief municipal prosecutor," who would have authority over the other prosecutors, would be designated by the appointing governing bodies.
- 4. Municipal prosecutors will represent the State in the prosecution of all offenses within the statutory jurisdiction of the municipal court except zoning violations. A municipal prosecutor, with the approval of the municipal court, will be empowered to authorize private attorneys to prosecute citizens' complaints and can decline to participate in a proceeding in which the defendant is not represented by counsel. However, the bill requires the municipal court to afford citizen complainants an opportunity to be heard prior to determining whether to approve a municipal prosecutor's decision to authorize a private attorney to prosecute or to decline to participate in a municipal court proceeding in which the defendant is not represented by counsel.
- 5. If a finding of conflict of interest precludes a municipal prosecutor from handling a proceeding, the court may request the county prosecutor to provide representation.
 - 6. At the request of the municipal court or the municipal

prosecutor, the Attorney General may designate lawyers from the Attorney General's office or assistant prosecutors to prosecute in a municipal court if there is a vacancy in the office of municipal prosecutor or if the prosecutor is temporarily unavailable.

- 7. The Attorney General or a county prosecutor may supersede a municipal prosecutor and handle a prosecution in a municipal court if in the Attorney General's or the county prosecutor's opinion the public interest of the State would be promoted.
- 8. If the Attorney General or a county prosecutor is required to handle matters in a municipal court, their offices are be entitled to reimbursement for costs including the compensation of their subordinate attorneys.
- 9. In addition to any of the other means provided by law for the removal from office of a public official, a municipal prosecutor may be removed before the end of the prosecuter's one-year term by the appointing governing body for good cause after a hearing and an opportunity to be heard.
- 10. The Attorney General is authorized to establish training programs for municipal prosecutors.

As reported, this bill is identical to Assembly Bill No. 2468 (1R), as also reported by the committee.

FISCAL IMPACT:

The Administrative Office of the Courts (AOC) states that because the cost of funding municipal prosecutors rests entirely with the municipalities, the bill would generate no added expenses for the State or county governments. The AOC notes that currently, out of 536 municipal courts, the municipal governing body has created the position of municipal prosecutor in 485 courts. The option of compensating the municipal attorney on an hourly, per diem or annual basis as determined by the appointing authority allows municipalities great flexibility in obtaining only those services that they desire.

The Office of Legislative Services notes that the current version of the bill provides for the reimbursement of counsel fees to private counsel out of applicable fines. Because these fees would be provided from and limited to the fines paid, and no fines would otherwise be imposed in those cases where the municipal prosecutor has declined to prosecute, there would be no added cost to the municipality and no loss of the proceeds of fines.

SENATE JUDICIARY COMMITTEE

STATEMENT TO

SENATE, No. 279

STATE OF NEW JERSEY

DATED: MARCH 23, 1998

The Senate Judiciary Committee reports favorably Senate Bill No. 279.

This bill would statutorily define the role, responsibilities and duties of the municipal prosecutor. The following is a summary of the major provisions of the bill:

- 1. Each municipal court shall have at least one municipal prosecutor appointed by the municipal governing body.
- 2. Municipal prosecutors would be appointed for a term of one year, except that the governing bodies in certain municipalities meeting certain population criteria may designate different terms. They would be compensated at an annual salary fixed by the municipality.
- 3. Municipalities may appoint more than one municipal prosecutor. If a municipality does appoint more than one prosecutor, a "chief municipal prosecutor," who would have authority over the other prosecutors, would be designated by the municipality.
- 4. Municipal prosecutors would represent the State in the prosecution of all offenses within the statutory jurisdiction of the municipal court. A municipal prosecutor, with the approval of the municipal court, would be empowered to authorize private attorneys to prosecute citizens' complaints and could decline to participate in proceedingd in which the defendant is not represented by counsel.
- 5. If a finding of conflict of interest precludes a municipal prosecutor from handling a proceeding, the prosecutor may request the county prosecutor to provide representation.
- 6. At the request of the municipal court or the municipal prosecutor, the Attorney General could designate lawyers from the Attorney General's office or assistant prosecutors to prosecute in a municipal court if there is a vacancy in the office of municipal prosecutor or if the prosecutor is temporarily unavailable.
- 7. The Attorney General or a county prosecutor may supersede a municipal prosecutor and handle a prosecution in a municipal court if in their opinion the public interest of the State would be promoted.
- 8. If because of a vacancy in the office of the municipal prosecutor, the Attorney General or a county prosecutor is required to handle matters in a municipal court, their offices would be entitled to reimbursement for costs including the compensation of their staff.

- 9. A municipal prosecutor may be removed by the municipal governing body for good cause after a hearing and an opportunity to be heard.
- 10. The Attorney General is authorized to establish training programs for municipal prosecutors.

This bill was prefiled for introduction in the 1998 session pending technical review. As reported, the bill includes the changes required by technical review which has been performed.

STATEMENT TO

SENATE, No. 279

with Senate Floor Amendments (Proposed By Senator GIRGENTI)

ADOPTED: JUNE 11, 1998

S-279 would regulate the duties of the municipal prosecutors. Section 5 of the bill provides that municipal prosecutors may, with the approval of the municipal court authorize private attorneys to prosecute citizen complaints. Section 5 also authorizes municipal prosecutors to decline, with the approval of the court, to participate in proceedings in which the defendant is not represented by counsel. This amendment would require municipal courts to afford citizen complainants an opportunity to be heard prior to determining whether to approve a municipal prosecutor's decision to authorize a private attorney to prosecute or to decline to participate in a municipal court proceeding.

ASSEMBLY, No. 2468

STATE OF NEW JERSEY

208th LEGISLATURE

INTRODUCED SEPTEMBER 28, 1998

Sponsored by: Assemblyman DAVID C. RUSSO District 40 (Bergen and Passaic)

SYNOPSIS

Clarifies duties and responsibilities of municipal prosecutors.

CURRENT VERSION OF TEXT

As introduced.



AN ACT establishing the position of municipal prosecutor for each municipal court of this State, providing for the appointment, defining the duties and authorizing the training of municipal prosecutors and supplementing Title 2A of the New Jersey Statutes.

BE IT ENACTED by the Senate and General Assembly of the State of New Jersey:

1. The Legislature finds and declares that municipal prosecutors are a critical component of New Jersey's system for the administration of justice, that the role of municipal prosecutor is not statutorily defined, and that in order to ensure the uniform and proper administration of justice in this State, it is necessary to define the duties of municipal prosecutors.

- 2. As used in this act:
- a. "Municipal prosecutor" means a person appointed to prosecute all offenses over which the municipal court has jurisdiction.
 - b. "Governing body" of a municipality means the officer or body that is the appropriate appointing authority for municipal attorney or corporation counsel under the laws applicable to the form of municipal government established in the municipality pursuant to law, provided that the municipal corporation counsel shall be the appointing authority in any city of the first class with a population greater than 270,000, according to the latest federal decennial census and in any city of the second class with a population of greater than 30,000 but less than 43,000, according to the latest decennial census, which city of the second class is located in a county of the first class with a population less than 600,000 according to the latest federal decennial census.
 - c. "Municipal court" means any municipal or intermunicipal court established pursuant to statute.
 - d. "Attorney General" includes the Attorney General of New Jersey and any assistants or deputies who may be designated to carry out the responsibilities conferred on the Attorney General by this act.
 - e. "County prosecutor" shall mean the prosecutor of the county in which the municipal court is situated and any assistant prosecutors of that county who may be designated by this act.
- f. "Intermunicipal court" shall mean a court established by two or more municipalities in accordance with statutes authorizing municipalities to combine for the purposes of establishing a single court with jurisdiction over the territory of the participating municipalities.

3. Any person serving as a municipal prosecutor on the effective date of this act shall be exempt from its requirements for a period of either one year or for the expiration of his or her current term of office, whichever is shorter, except that the provisions of the act pertaining to supersession (section 7) and removal (section 9) shall be in full force on the effective date of this act.

- 4. a. Each municipal court in this State shall have at least one municipal prosecutor appointed by the governing body of the municipality in accordance with applicable laws, ordinances and resolutions.
- b. A municipal prosecutor shall be an attorney-at-law of this State in good standing, and shall serve for a term of one year from the date of his or her appointment, except as determined by the governing body of a city of the first class with a population greater than 270,000, according to the latest federal decennial census, or the governing body of a city of the second class with a population of greater than 30,000 but less than 43,000, according to the latest decennial census, which city of the second class is located in a county of the first class with a population less than 600,000 according to the latest federal decennial census, and may continue to serve in office pending re-appointment or appointment of a successor. A municipal prosecutor may be appointed to that position in one or more municipal courts. The provisions of this act shall apply to each such position held.
- c. A municipal prosecutor of an intermunicipal court shall be appointed upon the concurrence of the governing bodies of each of the municipalities in accordance with applicable laws, ordinances or resolutions.
- d. Municipal prosecutors shall be compensated either on an hourly, per diem, annual or other basis as the municipality or municipalities provide. In the case of an intermunicipal court, municipalities shall, by similar ordinances, enter into an agreement fixing the compensation of the municipal prosecutor and providing for its payment.
- The compensation of municipal prosecutors shall be in lieu of any and all other fees; provided, however that when a municipal prosecutor is assigned to prosecute a de novo appeal in the Superior Court, the prosecutor shall be entitled to additional compensation unless the municipality expressly provides otherwise at the time the compensation is fixed.
- e. In accordance with applicable laws, ordinances and resolutions, a municipality may appoint additional municipal prosecutors as necessary to administer justice in a timely and effective manner in its municipal court. Such appointments shall be subject to this act. This subsection also applies to intermunicipal courts.
- f. Any municipal court having two or more municipal prosecutors shall have a "chief municipal prosecutor" who shall be appointed by

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the governing body of the municipality. The chief municipal prosecutor of an intermunicipal court shall be appointed upon the concurrence of the governing bodies of each municipality. The chief municipal prosecutor shall have authority over other prosecutors serving that court with respect to the performance of their duties.

- g. (1) Nothing in this act shall affect the appointment of municipal attorneys in accordance with N.J.S.40A:9-139; provided, however, that a person appointed to the positions of both municipal prosecutor and municipal attorney shall be subject to all of the provisions of this act while serving in the capacity of municipal prosecutor.
- (2) In addition to any other duties proscribed by the provisions of this act, a person serving as both a municipal prosecutor and a municipal attorney may prosecute municipal ordinance violations.

- 5. a. A municipal prosecutor, except as provided by paragraph b. of this section and sections 6 and 7 of this act, shall represent the State or the municipality in the prosecution of all offenses within the statutory jurisdiction of the municipal court as defined by law. A municipal prosecutor shall be responsible for handling all phases of the prosecution of an offense, including but not limited to discovery, pretrial and post-trial hearings, motions, dismissals, removals to Federal District Court and other collateral functions authorized to be performed by the municipal prosecutor by law or Rule of Court. As used in this subsection, the term "post-trial hearing" shall not include de novo appeals in Superior Court.
- b. A municipal prosecutor may, with the approval of the court, authorize private attorneys to prosecute citizen complaints filed in the municipal court. A municipal prosecutor may, with the approval of the court, decline to participate in municipal court proceedings in which the defendant is not represented by counsel. The court must afford the citizen complainant an opportunity to be heard prior to determining whether to approve a municipal prosecutor's decision to authorize a private attorney to prosecute a citizen complaint or to decline to participate in a municipal court proceeding in which the defendant is not represented by counsel. Upon a finding that a conflict of interest precludes a municipal prosecutor from participating in a proceeding, the court shall excuse the municipal prosecutor and may, in such a case, request the county prosecutor to provide representation in accordance with section 6 of this act unless the municipality has provided for alternative representation.

6. a. Appointments to fill vacancies in the position of municipal prosecutor shall be made in accordance with the provisions of section

c. A municipal prosecutor may at any time move before the

municipal court to amend or dismiss any complaint for good cause

shown in accordance with the Rules of the Court.

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- 1 4 of this act as soon as practicable.
- b. Unless the municipality has provided for alternative representation, the Attorney General or the county prosecutor, with notice to the Attorney General, may designate, at the request of the municipal prosecutor or municipal court, one or more assistant or deputy attorneys general or assistant prosecutors to prosecute the business of any municipal court if there is a vacancy in the office of the municipal prosecutor or the municipal prosecutor is temporarily unavailable and the municipal prosecutor or the municipal court has requested such designation.

7. Whenever in the opinion of the Attorney General or a county prosecutor the public interest of the State will be promoted by so doing, the Attorney General or county prosecutor, with notice to the Attorney General, may supersede a municipal prosecutor by prosecuting any offense against the laws of this State within the jurisdiction of a municipal court, or by intervening in any prosecution before a municipal court.

8. Whenever the Attorney General or county prosecutor shall prosecute in a municipal court of this State pursuant to section 6 of this act, the Attorney General or county prosecutor shall, upon demand, be promptly reimbursed for costs, including the compensation of any assistants or deputies attorney general or assistant prosecutors.

9. In addition to any of the other means provided by law for the removal from office of a public official, a municipal prosecutor may be removed by the governing body of a municipality for good cause shown and after a public hearing, and upon due notice and an opportunity to be heard.

10. The Attorney General in consultation with the county and municipal prosecutors may develop curricula for training programs for all municipal prosecutors. Participation in such training programs shall be voluntary. An attorney successfully completing a training program shall receive such certification or recognition as deemed appropriate by the Attorney General.

39 11. This act shall take effect 90 days after enactment.

42 STATEMENT

This bill would statutorily define the role, responsibilities and duties of the municipal prosecutor. The following is a summary of the major provisions of the bill:

- 1 1. Each municipal court shall have at least one municipal prosecutor appointed by the municipal governing body.
- 2. Municipal prosecutors would be appointed for a term of one year, except that the governing bodies in certain municipalities meeting certain population criteria may designate different terms. They would be compensated at an annual salary fixed by the municipality.
- 3. Municipalities may appoint more than one municipal prosecutor.

 8 If a municipality does appoint more than one prosecutor, a "chief municipal prosecutor," who would have authority over the other prosecutors, would be designated by the municipality.
- Municipal prosecutors would represent the State in the 11 12 prosecution of all offenses within the statutory jurisdiction of the 13 municipal court. A municipal prosecutor, with the approval of the 14 municipal court, would be empowered to authorize private attorneys 15 to prosecute citizens' complaints and could decline to participate in proceeding in which the defendant is not represented by counsel. 16 However, the bill requires the municipal court to afford citizen 17 18 complainants an opportunity to be heard prior to determining whether 19 to approve a municipal prosecutor's decision to authorize a private 20 attorney to prosecute or to decline to participate in a municipal court 21 proceeding.
 - 5. If a finding of conflict of interest precludes a municipal prosecutor from handling a proceeding, the prosecutor may request the county prosecutor to provide representation.

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- 6. At the request of the municipal court or the municipal prosecutor, the Attorney General could designate lawyers from the Attorney General's office or assistant prosecutors to prosecute in a municipal court if there is a vacancy in the office of municipal prosecutor or if the prosecutor is temporarily unavailable.
 - 7. The Attorney General or a county prosecutor may supersede a municipal prosecutor and handle a prosecution in a municipal court if in their opinion the public interest of the State would be promoted.
 - 8. If because of a vacancy in the office of the municipal prosecutor, the Attorney General or a county prosecutor is required to handle matters in a municipal court, their offices would be entitled to reimbursement for costs including the compensation of their staff.
- 9. A municipal prosecutor may be removed by the municipal governing body for good cause after a hearing and an opportunity to be heard.
- 40 10. The Attorney General is authorized to establish training programs for municipal prosecutors.

ASSEMBLY JUDICIARY COMMITTEE

STATEMENT TO

ASSEMBLY, No. 2468

with committee amendments

STATE OF NEW JERSEY

DATED: DECEMBER 6, 1999

The Assembly Judiciary Committee reports favorably and with committee amendments Assembly Bill No. 2468.

This bill would statutorily define the role, responsibilities and duties of the municipal prosecutor. The following is a summary of the major provisions of the bill:

- 1. Each municipal court shall have at least one municipal prosecutor appointed by the municipal governing body.
- 2. Municipal prosecutors would be appointed for a term of one year, except that the governing bodies in certain municipalities meeting certain population criteria may designate different terms. They would be compensated at an annual salary fixed by the municipality.
- 3. Municipalities may appoint more than one municipal prosecutor. If a municipality does appoint more than one prosecutor, a "chief municipal prosecutor," who would have authority over the other prosecutors, would be designated by the municipality.
- 4. Municipal prosecutors would represent the State in the prosecution of all offenses within the statutory jurisdiction of the municipal court. A municipal prosecutor, with the approval of the municipal court, would be empowered to authorize private attorneys to prosecute citizens' complaints and could decline to participate in proceeding in which the defendant is not represented by counsel. However, the bill requires the municipal court to afford citizen complainants an opportunity to be heard prior to determining whether to approve a municipal prosecutor's decision to authorize a private attorney to prosecute or to decline to participate in a municipal court proceeding.
- 5. If a finding of conflict of interest precludes a municipal prosecutor from handling a proceeding, the prosecutor may request the county prosecutor to provide representation.
- 6. At the request of the municipal court or the municipal prosecutor, the Attorney General could designate lawyers from the Attorney General's office or assistant prosecutors to prosecute in a municipal court if there is a vacancy in the office of municipal prosecutor or if the prosecutor is temporarily unavailable.
 - 7. The Attorney General or a county prosecutor may supersede a

municipal prosecutor and handle a prosecution in a municipal court if in their opinion the public interest of the State would be promoted.

- 8. If the Attorney General or a county prosecutor is required to handle matters in a municipal court, their offices would be entitled to reimbursement for costs including the compensation of their staff.
- 9. A municipal prosecutor may be removed by the municipal governing body for good cause after a hearing and an opportunity to be heard.
- 10. The Attorney General is authorized to establish training programs for municipal prosecutors.

The committee amended the bill for technical consistency by changing the references to "intermunicipal court" throughout the bill to "joint municipal court" and "central municipal court" so that the bill would be consistent with Title 2B of the New Jersey Statutes. Some references to the appropriate county or municipal governing bodies also were included.

In addition, the committee amended section 5 of the bill to provide that in a case where a prosecutor has declined to prosecute and the party has enlisted a private attorney that party may make an application to the court for counsel fee reimbursement which would be paid out of the applicable fines. This reimbursement could not exceed the amount of the applicable fines. The committee heard testimony, in particular, on the issue of shoplifting cases which are often handled by a private prosecutor at the municipal court level for a large retail establishment at that establishment's expense. This new provision would enable the court to award fees in those and other private prosecution matters to permit the recoupment of some of the costs of representation.

The committee also amended this section of the bill to clarify that the prosecutor would not prosecute zoning violation cases.

These amendments make this bill identical to Senate, No. 279 (2R).

ASSEMBLY APPROPRIATIONS COMMITTEE

STATEMENT TO

[First Reprint] ASSEMBLY, No. 2468

STATE OF NEW JERSEY

DATED: JANUARY 6, 2000

The Assembly Appropriations Committee reports favorably Assembly Bill No. 2468 (1R).

Assembly Bill No. 2468 (1R) statutorily defines the role, responsibilities and duties of the municipal prosecutor. The bill provides that:

- 1. Each municipal court shall have at least one municipal prosecutor appointed by the governing body of the municipality, municipalities or the county, as the case may be depending on whether the court is municipal, joint municipal or central municipal.
- 2. Municipal prosecutors will be appointed for a term of one year, except that the governing bodies in certain municipalities meeting certain population criteria may designate different terms. Municipal prosecutors will be compensated on an hourly, per diem or annual basis as determined by the appointing authorities.
- 3. Municipalities may appoint more than one municipal prosecutor. If a municipality does appoint more than one prosecutor, a "chief municipal prosecutor," who would have authority over the other prosecutors, would be designated by the appointing governing bodies.
- 4. Municipal prosecutors will represent the State in the prosecution of all offenses within the statutory jurisdiction of the municipal court except zoning violations. A municipal prosecutor, with the approval of the municipal court, will be empowered to authorize private attorneys to prosecute citizens' complaints and can decline to participate in a proceeding in which the defendant is not represented by counsel. However, the bill requires the municipal court to afford citizen complainants an opportunity to be heard prior to determining whether to approve a municipal prosecutor's decision to authorize a private attorney to prosecute or to decline to participate in a municipal court proceeding in which the defendant is not represented by counsel.
- 5. If a finding of conflict of interest precludes a municipal prosecutor from handling a proceeding, the court may request the county prosecutor to provide representation.
 - 6. At the request of the municipal court or the municipal

prosecutor, the Attorney General may designate lawyers from the Attorney General's office or assistant prosecutors to prosecute in a municipal court if there is a vacancy in the office of municipal prosecutor or if the prosecutor is temporarily unavailable.

- 7. The Attorney General or a county prosecutor may supersede a municipal prosecutor and handle a prosecution in a municipal court if in the Attorney General's or the county prosecutor's opinion the public interest of the State would be promoted.
- 8. If the Attorney General or a county prosecutor is required to handle matters in a municipal court, their offices are be entitled to reimbursement for costs including the compensation of their subordinate attorneys.
- 9. In addition to any of the other means provided by law for the removal from office of a public official, a municipal prosecutor may be removed before the end of the prosecuter's one-year term by the appointing governing body for good cause after a hearing and an opportunity to be heard.
- 10. The Attorney General is authorized to establish training programs for municipal prosecutors.

As reported, this bill is identical to Senate Bill No. 279 (2R), as also reported by the committee.

FISCAL IMPACT:

The Administrative Office of the Courts (AOC) states that because the cost of funding municipal prosecutors rests entirely with the municipalities, the bill would generate no added expenses for the State or county governments. The AOC notes that currently, out of 536 municipal courts, the municipal governing body has created the position of municipal prosecutor in 485 courts. The option of compensating the municipal attorney on an hourly, per diem or annual basis as determined by the appointing authority allows municipalities great flexibility in obtaining only those services that they desire.

The Office of Legislative Services notes that the current version of the bill provides for the reimbursement of counsel fees to private counsel out of applicable fines. Because these fees would be provided from and limited to the fines paid, and no fines would otherwise be imposed in those cases where the municipal prosecutor has declined to prosecute, there would be no added cost to the municipality and no loss of the proceeds of fines.

FISCAL NOTE

[First Reprint]

ASSEMBLY, No. 2468

STATE OF NEW JERSEY 208th LEGISLATURE

DATED: DECEMBER 28, 1999

Assembly Bill No. 2468 (1R) of 1998 statutorily defines the role, responsibilities and duties of the municipal prosecutor.

Under the bill, each municipal court would have a minimum of one municipal prosecutor. Municipal prosecutors would represent the State in the prosecution of all offenses within the statutory jurisdiction of the municipal court. In addition, a municipal prosecutor, with the approval of the municipal court, would be empowered to authorize private attorneys to prosecute citizens' complaint and could decline to participate in proceedings in which the defendant is not represented by counsel. If the position of municipal prosecutor is vacant, or the prosecutor is unavailable, the Attorney General, at the request of the municipal court, could designate lawyers from the Attorney General's office or assistant prosecutors to prosecute in a municipal court case. In such instance the Attorney General's office or county prosecutor is entitled to reimbursement from the municipality for the costs of prosecuting such case.

The bill also provides that in the instance where a prosecutor has declined to prosecute and the party has enlisted a private attorney, that party may make an application to the court for counsel fee reimbursement which would be paid out of the applicable fines. The reimbursement could not exceed the amount of the applicable fines.

The Administrative Office of the Courts states that because the cost of funding municipal prosecutors rests entirely with the municipalities, the bill would generate no added expenses for the State or county governments. The AOC notes that currently, out of 536 municipal courts, the municipal governing body has created the position of municipal prosecutor in 485 courts.

The Office of Legislative Services adds that the amended version of the bill provides for the reimbursement of counsel fees to private counsel out of applicable fines. Because these fees would be provided from fines paid, there would be no added cost to the municipality.

This fiscal note has been prepared pursuant to P.L.1980, c.67.