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CRIMINAL DISPOSITION COMMISSION

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October 16, 1985

NEW JERSEY STATE
OCT 18 1985

The Honorable Thomas H. Keane
Governor of the State of New Jersey

The Honorable Carmen A. Orechio
President of the Senate
of the State of New Jersey

The Honorable Alan Karcher
Speaker of the Assembly

Members of the Legislature
of the State of New Jersey

On behalf of the Criminal Disposition Commission, I am pleased to submit the fourth annual report of the Commission as required by Chapter 48 of Title 2C, The New Jersey Code of Criminal Justice. As you know, the Commission was established in 1979 to study all aspects of the criminal justice system relating to the disposition of criminal offenders. The report describes the organization and work of the Commission in its fourth year and summarizes its recommendations.

In view of continued concern with development of more adequate information for policy development, problems of crowding in New Jersey jails and prisons, issues of fairness in sentencing, and needs for public education on the functioning of the criminal justice system, the Commission conducted its work through its standing committees and regular reporting of major components of the criminal justice system.

The standing committees addressed issues of criminal justice statistics, alternatives to incarceration, sentencing disparity, and education. The most recent regular reports of the collaborating agencies are included as Appendix A.

The Commission recommended specific actions concerning the information needs of criminal justice policymakers. A central state level information system is necessary to meet the increasing information needs of policymakers as well as of the Criminal Disposition Commission. The recommended modifications of the existing systems are detailed in Appendix B, which is the report of the Commission's Data Committee, sent to Governor Thomas H. Kean, April 1, 1985.

Citing the rapid growth in the State's prison population, which has more than doubled since December, 1980 (then 5,886 but now over 12,000) the Commission identified and examined sentencing disposition and program options and selected those that best address the problem of jail and prison overcrowding. The options recommended are those that, while alleviating the current severe burden on the State's correctional system, address the needs for public safety, appropriate punishment, and economy. The Commission's report and recommendations are detailed in the report of its Alternatives Committee which is Appendix C, sent to the Honorable Richard F. Visotcky, Chairman, Assembly Subcommittee on Prison Overcrowding, June 11, 1985. While supporting Governor Kean's request for \$60 million to provide 1,000 new prison beds, the Commission proposed both immediate and long term alternative solutions to the problems of jail and prison overcrowding in New Jersey.

The Commission's Sentencing Disparity Committee began a preliminary study of the relations of offender and offense characteristics to sentences pronounced. Sentences following convictions for burglary will be examined as a pilot study for a more general investigation of equity in sentencing.

The Commission sponsored a Statewide criminal justice conference to familiarize participants (representatives of criminal justice public and private agencies and interested publics) with the role and functions of the major components of the criminal justice system.

The Commission recommends an amendment to N.J.S.A. 2C:48-1 to enable the enlargement of its membership to include representatives from the county prosecutors and/or local police.

The Governor is urged to fill the one public member vacancy on the Commission with a member of a minority community.

The dedication of the Commission Members has been exceptional and the staff of collaborating criminal justice agencies have made outstanding contributions.

Your consideration of the Commission's recommendations is urged.

Sincerely,


Don M. Gottfredson
Chairman

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Fourth Annual Report of the Criminal Disposition
Commission to the Governor and the Legislature

October 16, 1985

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I. The Criminal Disposition Commission

The Criminal Disposition Commission, established by Chapter 48 of Title 2C enacted in September, 1979, is charged under N.J.S.A.

2C:48-2 with :

"...study [ing] and review [ing] all aspects of the Criminal Justice System relating to the disposition of criminal offenders, including but not limited to terms of imprisonment, fines and other monetary punishment, parole, probation, and supervisory treatment".

It is charged annually with filing a report concerning the disposition of criminal offenders with the Governor and Legislature under N.J.S.A. 2C:48-1. This report is being filed in accordance with that statutory mandate.

II. MEMBERSHIP AND ORGANIZATION

A. Membership

In accordance with N.J.S.A. 2C:48-1, the Criminal Disposition Commission consists of 11 members:

Members of the Senate (2):

Members of the General Assembly (2):

The Chief Justice, or his designee:

The Attorney General, or his designee:

The Public Advocate, or his designee:

The Chairman of the Parole Board, or his designee:

The Commissioner of the Department of Corrections, or his designee:

And Public Members (2).

The present Chairman of the Criminal Disposition Commission is the designee of the Chief Justice, Don M. Gottfredson, Dean of the School

of Criminal Justice of Rutgers, the State University. He succeeded Peter Simmons, Dean of Rutgers Law School, in June, 1984. The Commission Members and staff for the past 12 months are listed at the end of this report.

B. Organization

Most work of the Commission is done by its standing committees with review by the Commission as a whole. They are:

The Criminal Justice Statistics (Data) Committee;
the Alternatives to Incarceration Committee;
the Sentencing Disparity Committee and
the Education Committee.

These committees meet monthly to prepare reports and review issues prior to the regularly scheduled monthly meeting of the Criminal Disposition Commission which normally is held on the third Wednesday of each month. The Commission at its regularly scheduled meeting discusses any reports prepared by the Committees, conducts its general business and plans its work agenda.

III. COMMITTEES

A. Criminal Justice Statistics (Data) Committee

(i) Statistics

The Data Committee of the Commission is charged with developing and monitoring statistics on criminal dispositions, criminal sentences, state prison and county jail overcrowding and paroles. At its regularly held monthly meetings the Commission is presented with reports on sentencings, admissions and parole releases. Copies of the most recent documents (distributed at the September 18, 1985 meeting of the Commission) are presented in Appendix A.

(ii) Prison Population Projections

The Committee was asked to participate in an effort, requested by the Governor's Office through the Department of Corrections, aimed at an analysis of the current and projected prison population situation. In a report sent to the Governor the Ad Hoc Committee on Prison Population Projections found that the actual prison population (as of November, 1984) was remarkably close to the projections made in the Governor's April 1982 report entitled Prison Overcrowding-A Plan of Action. The Committee also found that bedspace deficits could be expected to continue for the foreseeable future and urged that appropriate action be taken to alleviate the problem.

(iii) Criminal Disposition Commission Reporting (C.D.R.) System

The Governor's Management Improvement Program in 1983 called upon the Criminal Disposition Commission to undertake a significant role in long-term criminal justice planning. The Commission asked the Data Committee to consider the appropriate role for the Commission in long-range planning.

The Committee examined the kinds of information available for policy analysis. It considered the internal data systems of the various State and local criminal justice agencies as well as the central information system managed by the Divisions of State Police and Systems and Communications, known as the Offender Based Transaction System/Computerized Criminal History System (OBTS/CCH). (This system receives information on criminal cases at key stages of the criminal process).

The Committee found that the OBTS/CCH data system had the advantage of being the only system with continuous information from each stage of the criminal justice process. As such, the Committee found it

had the potential to fully meet the State's criminal justice planning needs. The Committee, however, identified deficiencies in the available data which would have to be corrected before meaningful statewide information could be extracted. While the structure of this system was found to be generally sound, as was the management of data collection by the State Police, the Committee found the system suffered from substantial missing or incomplete information. Also, some software modifications were found to be needed since the programs were designed decades ago. The Committee drafted a report which the Commission sent to Governor Kean April 1, 1985 (attached in Appendix B).

The report recommended that modifications be made to the system to assure that all relevant and necessary case information is contained in the system. The report also recommended that steps be taken to modify input documents and software.

Thereafter, the Commission set up an Ad Hoc committee to proceed with recommendations made in the report by the data committee. This committee was expanded to include representation of the State Police, the county prosecutors and the Division of Criminal Justice PROMIS/GAVEL staff.

B. Alternatives to Incarceration Committee

(i) Community Service

The Commission asked the Committee to determine whether there were insurance issues (e.g., liability or workmens compensation) which were viewed by municipal or county officials as still being unresolved and which were holding up expansion of Community Service Programs. A survey of Community Service Program Directors was conducted throughout the State. That survey found that except for a small instance in Warren

County, in one municipality, the community service directors indicated they had heard no outcry about insurance issues. The Committee reported these findings to the Commission. Some Commission members indicated they had heard of problems which the Committee did not uncover in the survey.

To resolve the matter the Committee requested the Administrative Office of the Courts to ask the Attorney General's office for an opinion on the liability and workmens compensation issues.

(ii) Alternatives to Incarceration Report

The Commission was asked by the Assembly Subcommittee on Prison Overcrowding to prepare a report on alternative programs to conventional corrections. The Commission asked the Alternatives to Incarceration Committee to prepare a report for submission to the Assembly Subcommittee.

The Commission sent that report to the Subcommittee on Prison Overcrowding on June 4, 1985 (Appendix C). The report outlined a wide range of alternative programs that were recommended for further study. While supporting Governor Kean's request for \$60 million to provide 1,000 new prison beds, the Commission proposed both immediate and long term alternative solutions to the problems of jail and prison crowding in New Jersey.

Citing the rapid growth in the State's prison population, which has more than doubled since December, 1980 (then 5886 but now 12,178), the report urged that these sentencing options be made available and used in order to make the best use of jail and prison resources.

C. SENTENCING DISPARITY COMMITTEE

The Sentencing Disparity Committee began a preliminary study to explore the relations between the sentence given and various

characteristics of the offender and circumstances surrounding the offense. The Committee asked the Administrative Office of the Courts to collect data to perform the preliminary study. The study will examine all dispositions of persons sentenced from April, 1984 to March, 1985 when the most serious charge at conviction was for a burglary in the second or third degree. The study will examine key variables believed to impact upon the sentencing decision (such as the number of prior convictions the defendant had within specified time periods; the occurrence and frequency of probation and/or parole violation the defendant had within specified time periods; the presence/use of a weapon during the crime; type of structure burglarized; amount of loss; extent of injury). The purpose of the study is to determine the extent to which these variables account for variation in sentencing for burglary. This study has been in progress during the summer of 1985 and results will be presented to the Commission in the fall of 1985. Based on these results, the Commission will decide whether or not to request a broader based study of disparity on all types of crimes.

D. EDUCATION COMMITTEE

The Commission established a new standing committee this year to address the problem of a lack of understanding of the functioning of the Criminal Justice System. The Committee discovered a general lack of knowledge or understanding among staff of various criminal justice agencies regarding the role and function of other agencies. The Committee recommended to the Commission that, as a first step, a Criminal Justice Conference be held to familiarize the conferees (representatives of criminal justice agencies, private organizations, and interested publics) with the procedures for processing cases and to point out key

concerns of each component of the criminal justice system. The Commission agreed and a state-wide conference was held on May 22, 1985.

The Criminal Justice Conference was divided into two segments. In the morning segment an actual case was presented and panelists representing police, prosecution, the courts, the public defender, parole, corrections and victims discussed their reactions to decisions made during the case. Each "actor," while not defending any decisions made in the case, discussed why decisions may have been made the way they were. In the afternoon session, various criminal justice and private agencies set up display booths which were open to all conference participants.

The general consensus among conference participants was that the session was extremely useful and informative and they urged that similar sessions be considered in the future. The Commission agreed and decided to hold a similar Criminal Justice Conference on a yearly basis.

E. RECOMMENDATIONS:

The Commission respectfully makes the following recommendations to the Governor and Legislature:

(i) Modify the Criminal Disposition Commission Reporting (C.D.R.) System

The Commission recommends that the C.D.R. be modified to ensure that all relevant and necessary case information is contained in the system. This requires:

- (a) increase in timeliness and compliance in reporting Criminal Disposition Commission (CDR) data to the Courts, Prosecutor, Parole and Corrections;
- (b) greater use of automated information systems such as PROMIS/GAVEL and OBCIS to directly update CCH files;

- (c) resolving the current situation where many unfinger-printed defendants escape inclusion in the data base - e.g., cases where only summonses are issued;
- (d) including a provision in the computer file for key parole decisions on each case, as well as a capacity for a county jail file and some key offender background;
- (e) sufficient resources must be given to the State Police to input and audit the completeness of the data base.

The Commission also recommends modification to the CDR input documents and soft ware to ensure that:

- (1) the system comports to the New Jersey Code of Criminal Justice respecting such data as degree of crime, proper designation of minimum parole ineligibility sentence, etc.; and
- (2) revision of data elements to maximize amenability to statistical analysis. Since the software was written some time ago, it should be reviewed in terms of modern technology.

(ii) Addition of Alternative Programs to Conventional Corrections

After close scrutiny of the State's prison population which has more than doubled within the last five years, the Commission urges that sentencing options be made available and used in order to make the best use of jail and prison resources. The Commission recommends the following long and short term options be considered:

- °Strengthening probation and parole supervision;
- °Assigning probationers to different levels of supervision based on risks of the offenses and needs for service;

- °Improving programs of sentencing to required community service;
- °Augmenting supervised pre-trial pleas from jails;
- °Introducing county level intensive probation supervision;
- °Establishing State residential treatment centers for drug and alcohol abuse programs for paroles; and
- °Developing a pilot intensive parole supervision program.

(iii) Augment Commission Membership

The Commission, in submitting its last Annual Report, recommended that membership be enlarged to include representatives from the county prosecutors and/or local police. The Commission would like to again recommend that legislation be drafted to amend N.J.S.A. 2C:48-1 to accomplish this.

(iv) Add Minority Representation

The Commission would also urge the Governor to fill the one public member vacancy on the Commission with a member of the minority community.

F. CRIMINAL DISPOSITION COMMISSION COMPOSITION

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APPENDIX A

Criminal Justice Statistics
Reports Received by the Commission
on September 18, 1985

CRIMINAL DISPOSITION COMMISSION REPORT

SEPTEMBER, 1985

*PREPARED BY
THE ADMINISTRATIVE OFFICE OF THE COURTS*

COMPARISON OF SENTENCING PATTERNS FROM 1984 - 1985

	1985 Sentencings		1984 Sentencings	
	Title 2C	Title 2A**	Title 2C	Title 2A**
Total Cases	11,213	181	19,484	446
Percent Non-Custodial	51%	66%	51%	70%
Percent Incarcerated	49%	34%	49%	30%
Percent of Total Cases Sentenced to:				
County Institutions	23%	20%	21%	16%
YRCC	5%	1%	6%	2%
State Prison	21%	12%	22%	12%
Median State Prison Term	5 years	5 years	5 years	5 years
Percent of State Prison Terms with Minimum Parole Eligibility Sentence	44%	N/A	44%	N/A

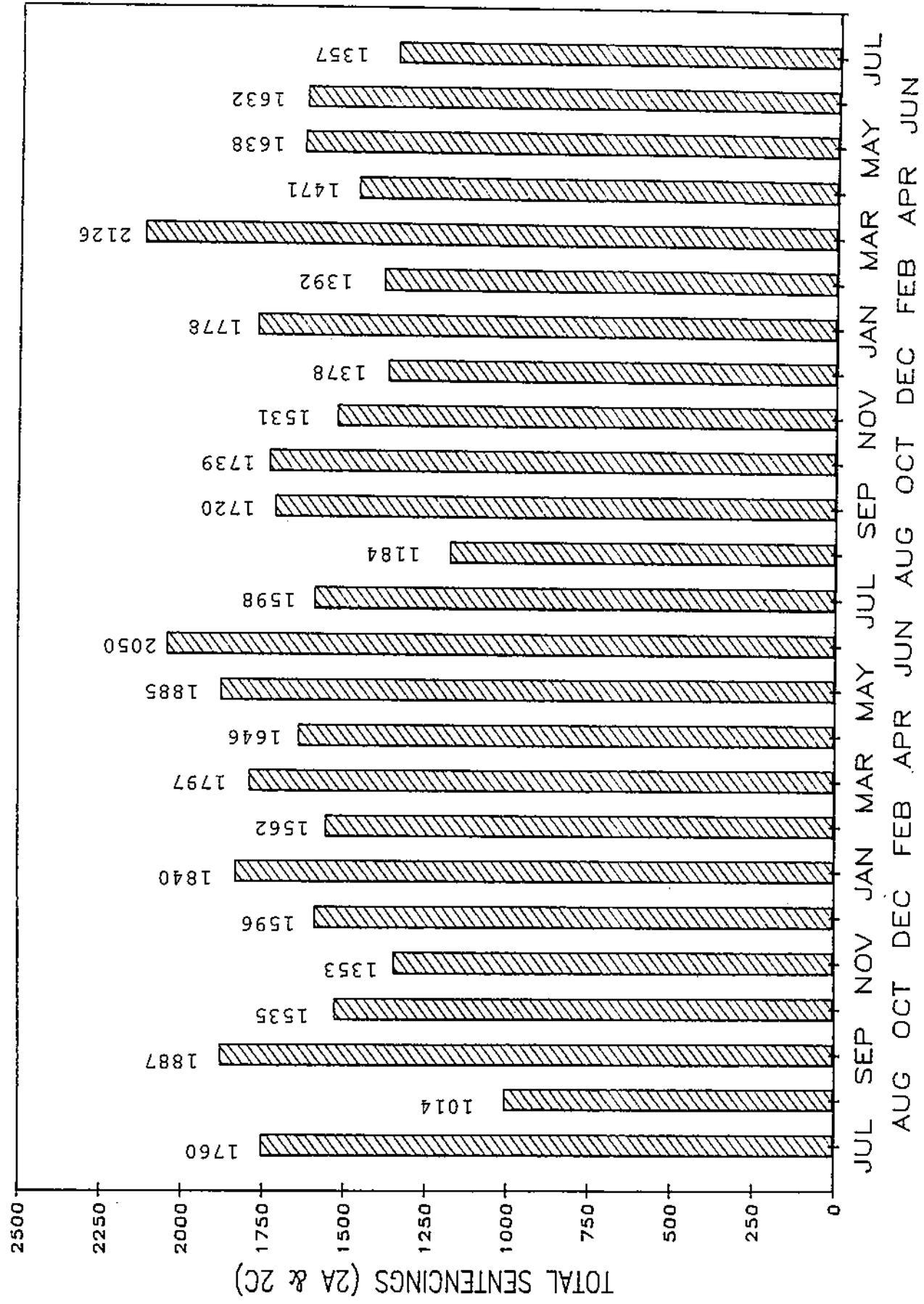
** Included in this figure are cases where the offender was convicted of a Title 2A offense, but was sentenced as if a Title 2C offense, pursuant to N.J.S.A. 2C:1-(c)(2).

COMPARISON OF SENTENCING PATTERNS FROM 1981 - 1983

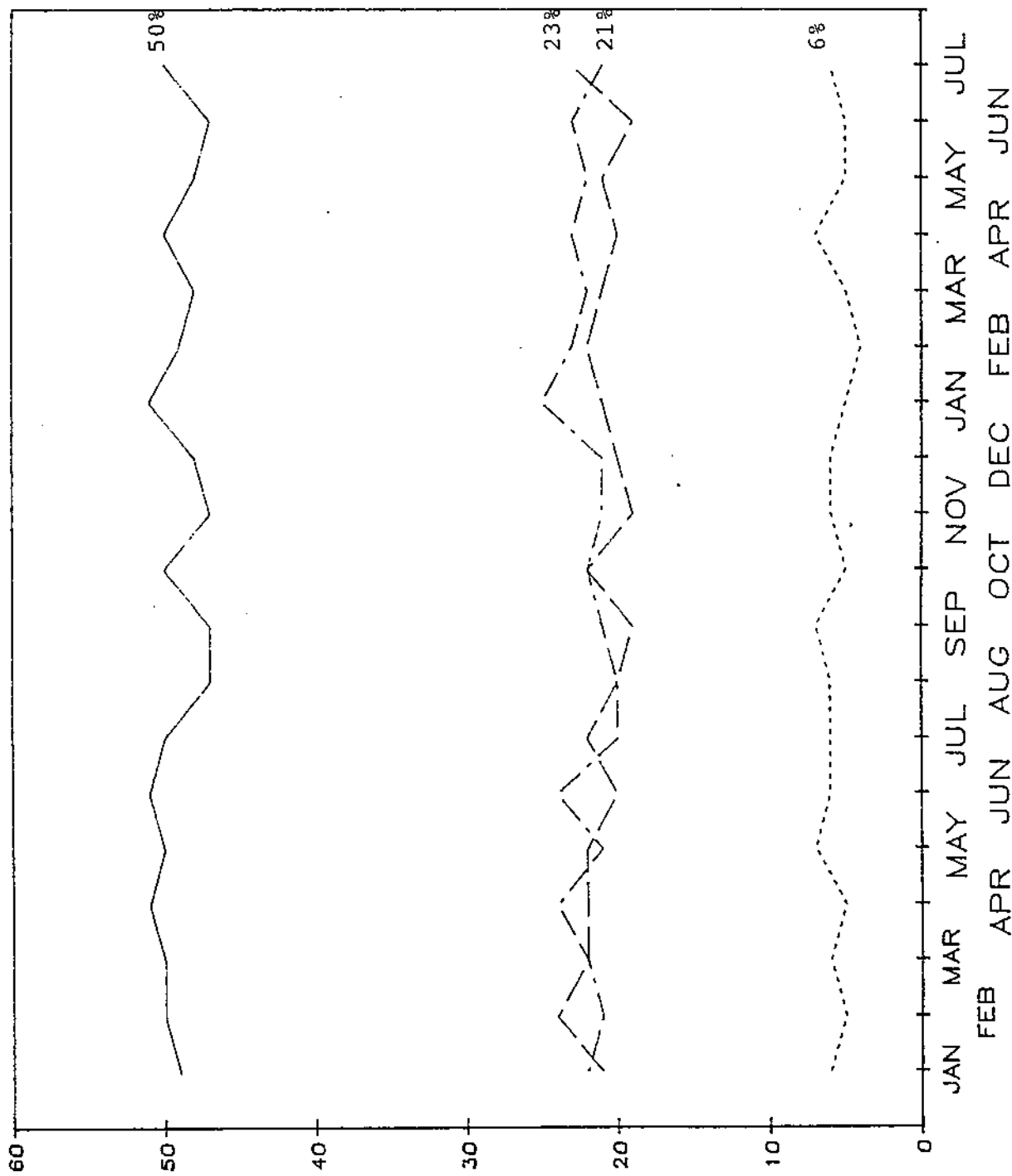
	1983 Sentencings		1982 Sentencings		1981 Sentencings	
	Title 2C	Title 2A**	Title 2C	Title 2A**	Title 2C	Title 2A**
Total Cases	18,564	787	18,315	1,662	14,855	3,147
Percent Non-Custodial	53%	77%	49%	73%	48%	68%
Percent Incarcerated	47%	23%	51%	27%	52%	32%
Percent of Total Cases Sentenced to:						
County Institutions	19%	9%	19%	15%	20%	16%
YRCC	7%	2%	9%	2%	11%	3%
State Prison	21%	12%	23%	10%	21%	13%
Median State Prison Term	5 years	5 years	5 years	5 years	5 years	5 years
Percent of State Prison Terms with Minimum Parole Eligibility Sentence	43%	N/A	40%	N/A	28%	N/A

** Included in this figure are cases where the offender was convicted of a Title 2A offense, but was sentenced as if a Title 2C offense, pursuant to N.J.S.A. 2C:1-(c)(2).

PROFILE OF SUPERIOR COURT SENTENCINGS



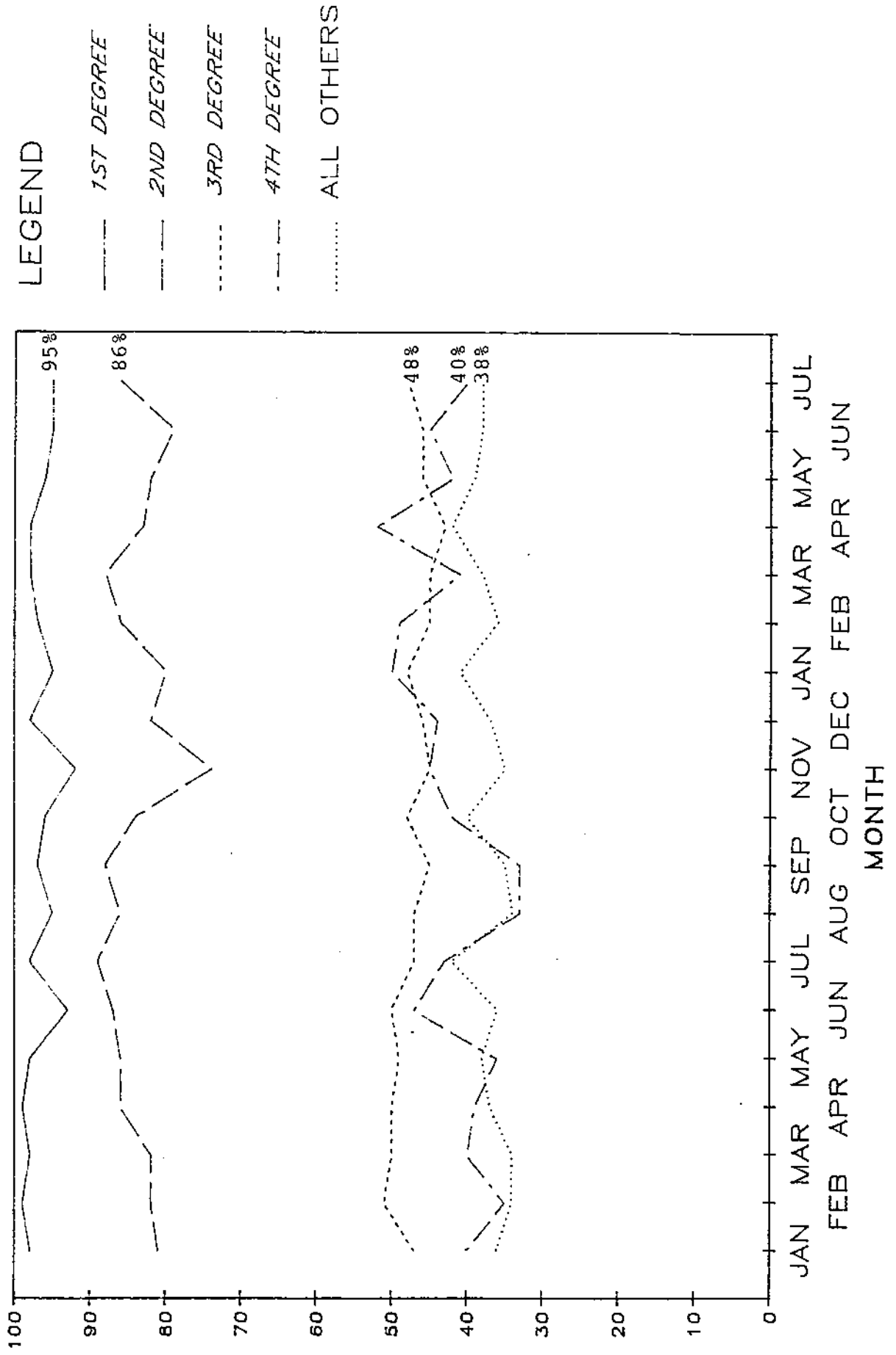
TITLE 2C RATES OF INCARCERATION OVERALL AND BY INSTITUTION



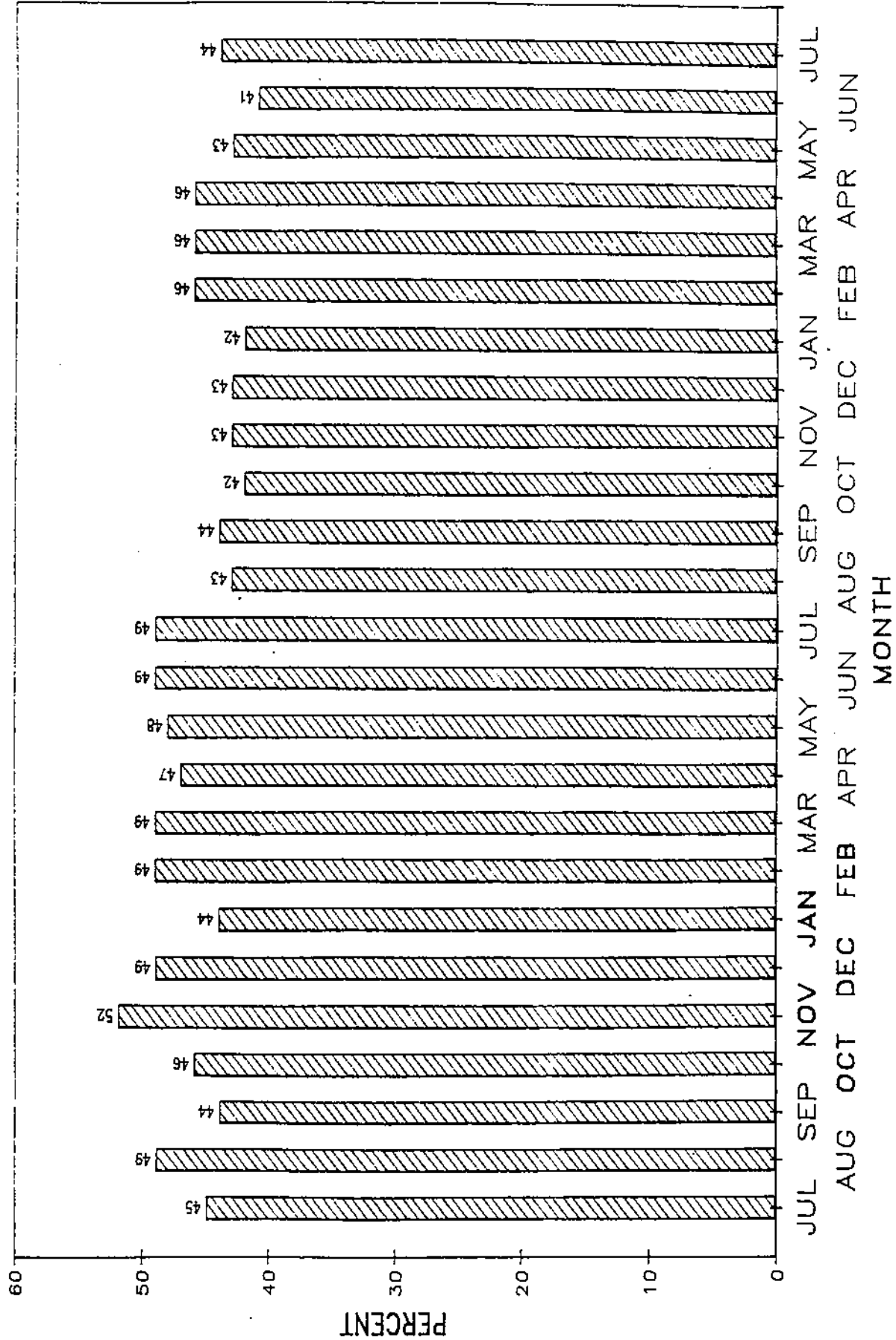
LEGEND

- OVERALL
- STATE PRISON
- Y.R.C.C.
- COUNTY JAIL

RATES OF INCARCERATION FOR ALL SENTENCINGS BY DEGREE



PERCENTAGE OF PERSONS SENTENCED TO STATE PRISON WHO RECEIVED MINIMUM PAROLE ELIGIBILITY SENTENCES



NEW JERSEY STATE PAROLE BOARD

PAROLE RELEASE STATISTICS

MONTH OF AUGUST, 1985

STATE PRISON	204
YOUNG ADULT	159
COUNTY/COUNTY	285
JUVENILE	<u>45</u>
TOTAL RELEASES	693

RESIDENT POPULATION COUNTS BY QUARTERS

MAJOR CORRECTIONAL INSTITUTIONS	RESIDENT LAST-DAY POPULATION COUNTS:																				
	BY QUARTERS ENDING:																				
	DEC 1980	MAR 1981	JUNE 1981	SEPT 1981	DEC 1981	MAR 1982	JUNE 1982	SEPT 1982	DEC 1982	MAR 1983	JUNE 1983	SEPT 1983	DEC 1983	MAR 1984	JUNE 1984	SEPT 1984	DEC 1984	MAR 1985	JUNE 1985	JULY 1985	AUG 1985
<u>TOTAL JURISDICTION</u>	6542	7084	7940	8299	8722	9230	9942	9985	10737	10869	10872	11084	11114	11654	12300	12734	12875	13008	13233	13280	13284
COUNTY JAIL WAITING LIST	200	360	470	650	945	1232	1174	1234	1584	1316	1138	887	882	762	1062	1220	1314	1218	1300	1296	1079
COUNTY CONTRACT	-	-	-	48	50	60	72	80	111	129	119	79	85	74	101	107	119	105	105	105	111
COUNTY ASSISTANCE	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	70	193	116	139	140	149
JUVENILE WAITING LIST	-	-	-	-	-	-	136	110	83	77	87	13	33	55	71	34	40	54	0	0	7
<u>TOTAL RESIDENT</u>	6324	6724	7470	7601	7727	7938	8560	8561	8959	9347	9528	10105	10114	10763	11068	11303	11299	11515	11689	11739	11938
PRISON COMPLEX	3585	3827	4155	4259	4351	4427	5006	5098	5384	5609	5752	6260	6342	6852	7131	7232	7391	7565	7691	7696	7895
YOUTH ADULT CORRECTION COMPLEX	2101	2197	2528	2536	2557	2672	2692	2671	2761	2851	2881	2941	2898	2979	2932	3023	3013	2990	2970	2983	2986
JUVENILE FACILITIES RESID/TRNMT CENTERS	656	701	787	806	819	839	862	792	814	887	915	904	874	932	1003	957	895	960	1028	1060	1057

COMPARED TO INSTITUTIONAL COUNTS ON DECEMBER 31, 1980 RESIDENT COUNTS ON AUGUST 31, 1985 INCREASED BY 5614 OR 89% FROM 6324 TO 11,938. THE COUNT IN THE PRISON COMPLEX INCREASED BY 4310 OR 120% FROM 3585 TO 7895. THE YOUTH COMPLEX EXPERIENCED A 42% INCREASE OR 885 OFFENDERS FROM 2101 TO 2986. THE COUNTY JAIL WAITING LIST INCREASED FROM 200 ON DECEMBER 31, 1980 TO 1079 ON AUGUST 31, 1985.

APPENDIX B

Report of the Data Committee of
the Criminal Disposition Commission
on the Criminal Disposition Reporting
(CDR) System

ADMINISTRATIVE OFFICE OF THE COURTS
STATE OF NEW JERSEY



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ADMINISTRATIVE DIRECTOR OF THE COURTS

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REPORT OF THE DATA COMMITTEE
of the
Criminal Disposition Commission
on the
Criminal Disposition Reporting (CDR) System

SUMMARY

The Committee is of the view that a central state level information system is greatly needed to meet the increasing information needs of policy makers, as well as of the Criminal Disposition Commission. The Committee notes that the Offender Based Transaction System (OBTS)/Criminal Case History (CCH)/Criminal Disposition Report (CDR) system run by the State Police is one which could meet these needs if a number of important modifications were made to that system. It is the strong belief of this Committee that the State Police have done a fine job over the years with the system, and the forthwith is in no way intended to criticize their work. Members of the Committee have observed the system and find it to be a well run operation. It is simply that the time has come to improve the system's ability to meet today's needs.

Modifications to the system that need to be made to make it more useful to decision makers include the following:

I. Ensuring that all relevant necessary case information be contained in the system, this requires:

- A. increase in timeliness and compliance in reporting Criminal Disposition Report (CDR) data by the Courts, Prosecutor, Parole and Corrections;
- B. greater use of automated information systems such as PROMIS/ GAVEL and OBCIS to directly update CCH files;
- C. resolving the current situation where many unfingerprinted defendants escape inclusion in the data base - e.g., cases where only summonses were issued;
- D. including a provision in the computer file for key parole decisions on each case, as well as a capacity for a county jail file and some key offender background;
- E. sufficient resources must be given to the State Police to input and audit the completeness of the data base.

II. Modification to the input documents and software to ensure that:

- A. the system comports to the New Jersey Code of Criminal Justice respecting such data as degree of crime, proper designation of minimum parole ineligibility sentence, etc.; and
- B. revision of data elements to maximize amenability to statistical analysis. Since the software was written some time ago, it should be reviewed in terms of modern technology.

The Committee suggests that the proposed enhancements to the CDR data base will impact upon all major segments of the Criminal Justice System, and the full cooperation of each at a very high level will be needed to ensure that all necessary modifications will be made. An

estimate of the costs of the modification should be made at the various agencies affected. The Committee notes that the savings which can result from the proposed enhancements are great. Currently, vast system resources are being diverted to double-check information in State level rap sheets. Sometimes this leads to a delay in the movement of cases and decisions based upon faulty data. As well, at the State level, policies are set in motion without full information which could improve the quality of policy decisions.

BACKGROUND

On January 9, 1985 the Criminal Disposition Commission Personnel Committee, including Chairman Don Gottfredson, John Cannel (Public Defender), Christine Whitman (Freeholder), Jack McCarthy and Joe Barraco (AOC) met to discuss qualifications and duties for proposed Commission staff. It became important to understand what data this proposed staff would have to work with in pursuit of the Governor's mandate for the Commission to engage in some long-range Criminal Justice planning. It was felt that the current fragmented systems within the hands of various system components are not conducive to the kind of system-wide analysis needed, and that it would be most difficult and costly, if not impossible, to merge these systems.

Therefore, at the January 16 meeting of the full Commission, the problem was discussed. It was pointed out that the CDR system contained much of the data needed and that a number of attempts have been made over the last several years to improve the CDR system. It was discussed that high level support would be needed since the system impacts on all segments of the Criminal Justice system.

The Commission members seemed favorably inclined to address the CDR issue, and it was decided to refer the questions to the Data Committee for more in-depth consideration and report.

This Data Committee met on January 28 and discussed the subject generally. Jack McCarthy, of the AOC, discussed the results of an earlier consideration of this subject in February, 1982 (see attached memo from John P. McCarthy, Jr. in Appendix A), which identified a number of improvements needed to this system. Wayne Fisher indicated that his office expressed the need for degree of crime being incorporated into the data base. The Committee discussed the following:

I. Problems of relevant or necessary data not included in the data base.

A. While the State Police have an audit capacity to retrieve missing documents, there is a significant problem of non-compliance by the various agencies which are to forward CDR documents to the State Police. Some of these problems are related to training needs, procedural difficulties, or lack of resources. Often the forms are missing key information.

B. The State Police vigorously defend the need to include only verified fingerprinted defendants' records into the CDR system, and there is no question that this system must have fingerprint verification. We agree that no record should be initially established without fingerprint verification. However, there seems to be no reason why updates to the record such as indictment and conviction information can not be entered directly from official records on the PROMIS/GAVEL system currently in place in many counties, thus relieving the local manual effort in preparation of forms and the State level keypunch effort.

C. Currently, as mentioned above, unfingerprinted defendants, i. e., summoned defendants, are not entered into the CCH system. While this preserves the integrity of the system, it also renders the system incomplete as a rap sheet data base. With increased use of summonses to initiate criminal complaint, a substantial percentage of criminal histories are never entered into the State system. Recently, local officials have been urged to ensure that summoned defendants are ultimately printed, perhaps at indictment. (See attached memo from Administrative Director Lipscher to all Assignment Judges in Appendix B). However, more is needed. Perhaps a separate file of summoned unprinted defendants should be maintained at least for statistical purposes. This file could also emit a tickler notice to remind the prosecutor to seek fingerprinting at the arraignment on the indictment.

D. Currently, there is little data on what portion of parole hearings result in release versus denial for various classes of offenses. This data is useful to deal with prison crowding, and to understand more about the parole process. The CDR process captures decisions at the prosecutor and court stage, but not parole, and it must if the system is to be complete.

E. The staff of the State Police operating the CDR system, including keypunching, analysis, audits, etc., has been cut a number of times. While often the economic realities are such that budgets must be reduced, the Committee, nevertheless, notes that sufficient resources must be allocated to maintain a quality information system.

The Committee felt that the above consensus would need to be addressed before the data base can be useful. In the past a number of research efforts in such areas as recidivism research, sentencing

effectiveness, speedy trial data, etc., have been severely frustrated by problems with missing case information.

II. MODIFICATIONS

Another problem area relates to changes needed in the data collected itself. The system has not been modified since the new Penal Code was passed and does not comport with some changes enacted by the Code, such as inclusion of degree of offense, provision for minimum parole ineligibility sentences, etc. Therefore, the CDR forms themselves need to be reviewed to see what new information is required, either by virtue of the Code or as a result of data needs of the various policymakers. Finally, the data elements should be reviewed to ensure that they capture data consistently, and that the data is encoded in a way amenable to statistical analysis. Sentencing data often includes mutually exclusive categories, and each item of information should be encoded, individually.

III. Priority

Finally, the Committee discussed the notion that the changes suggested involve many aspects of the system, and that, therefore, it could be done only with priority established at the highest levels and energetically and vigorously pursued. Each component of the system would need to make some changes. It will be necessary to involve all components, especially the State Police, Prosecutors, Courts, Corrections, and Parole in estimating the resources and the changes necessary to accomplish the task. A central steering committee composed of these officials may be needed to coordinate the effort.

IV. The New Jersey State Court Disposition Reporting System Overview

The fundamental concept underlying the Offender Based Transaction Statistics/Computerized Criminal History (OBTS/CCH) system is its focus on the individual arrestee. Once the identity of the arrestee has been positively established through fingerprints, vital data elements are gathered at various stages as the arrestee is processed through the criminal justice system. These stages are:

- .Arrest Stage
- .Municipal Court Stage
- .Prosecutor Grand Jury Stage
- .Superior Court Stage

The information gathered at each of the above stages constitutes the OBTS/CCH Data Base from which a wide variety of statistical information can be obtained. The source documents for the OBTS/CCH Data Base are the CDR forms of the New Jersey State Court Disposition Reporting System. The following are the source forms for the data base:

- | | |
|-------|--|
| CDR-1 | Uniform Complaint Summons |
| CDR-2 | Uniform Complaint Warrant |
| CDR-3 | County Prosecutor Criminal Disposition Report |
| CDR-4 | Municipal Court Remand Criminal Disposition Report |
| CDR-5 | County Clerk Criminal Disposition Report |
| CDR-6 | County Clerk Change of Criminal Disposition Report |
| CDR-7 | County Probation Department Disposition Report |
| CDR-8 | Conditional Discharge Final Disposition Report |
| CDR-9 | Custody/Supervision Status Report |

Since positive identification through fingerprints is a key requirement for inclusion in this data base, it contains information on adult arrestees only. All juveniles are excluded since they cannot be fingerprinted.

A. Coverage and Size of the OBTS/CCH data base

The OBTS/CCH data base was designed originally to cover all adult offenders, who have been arrested since January 1, 1972 for either disorderly or indictable offenses. If those adults arrested since January 1, 1972 had prior arrests on their rap sheets, the "priors" information was also entered into the data base. Note however, that since the rap sheets were a manual operation, the degree of detail available for entry in the computerized data base was limited and restricted to whatever details were recorded on the rap sheet.

Thus, the information available for arrests from January 1, 1972 onwards is richer in details than that for "priors."

As of January, 1985 the data base contained a total of more than 500,000 persons with over one million five hundred thousand (1,500,000+) entries.

B. Applications of the Data Base

The applications of this data can be divided into two major groups:

1. Computerized-Criminal-History

This information pertains to an individual and gives the entire criminal history of that particular individual including identifiers such as: defendant's name, defendant's address, etc. This information, since it contains the aforementioned identifiers is restricted to criminal justice agencies only.

2. Statistical-Studies

In these applications all identifiers are removed and statistical aggregates, frequency distributions,

averages, etc. are generated. A number of statistical studies have been completed for a wide variety of agencies that comprise the New Jersey State Criminal Justice System and include: Office of the Attorney General, New Jersey Legislature, New Jersey State Police, Division of Criminal Justice, Administrative Office of the Courts, Institutions and Agencies, etc.

In addition to any other recommendation made in this report, the Committee recommends it be expanded to include representatives of the State Police, O.T.I.S. and other affected agencies.

Respectfully submitted,

John P. McCarthy, Jr.

Don Apai

Joseph J. Barraco

Wayne Fisher

Stan Repko

Ed Rhine

Don Van Nostrand

Meherji Wadia

APPENDIX A

ADMINISTRATIVE OFFICE OF THE COURTS
STATE OF NEW JERSEY

ROBERT D. LIPECHER
ADMINISTRATIVE DIRECTOR OF THE COURTS



STATE HOUSE ANNEX
CN-017
TRENTON, NEW JERSEY 08625
609-984-0275

February 3, 1982

TO: Director Donald J. Bianco, Division of Systems and Communications
Prosecutor Philip S. Carchman, Mercer County
James F. Mulvihill, Division of Criminal Justice
Major Louis Grossi, Division of State Police
Captain Wally Miller, Division of State Police
Lieutenant Paul Woolverton, Division of State Police
Frank Bellis, Division of Criminal Justice
John M. Fahy, Division of Criminal Justice
Donald Rebovich, Division of Criminal Justice
Stanley Repko, Department of Corrections
Holly C. Bakke, AOC
Edwin Kennedy, AOC
Philip G. Miller, AOC
George J. Sikora, AOC

FROM: John P. McCarthy, Jr.
Assistant Director, Criminal Practice

Thank you for agreeing to serve on an inter-agency task force which will take a look at the CDR System and recommended improvements. This is the second phase of an earlier effort which resulted in inclusion of various elements to the CDR-1 and CDR-2, and added an NCR copy for the Superior Court.

Jim Mulvihill has been kind enough to provide the Division of Criminal Justice Training Conference Room which is on the Fifth Floor of the Richard J. Hughes Justice Complex here in Trenton at 2:00 P.M. on Tuesday, February 9, 1982.

While we probably don't want the committee to grow too large, the above list is not meant to be final in any way, and you may wish to suggest some additional inputs.

I am preparing an agenda for the meeting, and hope you will communicate your thoughts on this. There is much that can be done with this system, and we will need to consider priorities. Some areas I would suggest are:

- (1) A merger of some sort between the CDR-3 and the "official moving papers" for disposition of indictable complaints.

This pertains also to the CDR-4 and the Judgment/Order of Conviction/Commitment. It is likely that the separate nature of the CDR forms leads to problems in completing them.

- (2) Inclusion of degree of crime in the CDR-3 and CDR-4 to ensure that same is reflected on rap sheets in the future. Other data elements may need to be considered in conjunction with #1 above.
- (3) Methods to ensure that all documents are forwarded by all parties on a timely basis.
- (4) Ensure that non-fingerprinted forms are nevertheless entered into the OBTS files. I understand and agree with the need to exclude some cases from the CCH files, but think they may properly be distinguished. It may be that we need to consider reducing the number of data items currently put into the system (some of which have never been "used") in favor of the additional unfingerprinted cases.
- (5) Provide for monthly update of SAC OBTS files, and make provision for increased accessibility to information in these files and regularized reports.
- (6) The State Police generation of CDR-3 and CDR-4 will need be considered in terms of the accelerated movement of cases to disposition.
- (7) Methods to account for all complaints, whether voided, downgraded, etc. to ensure that cases never are lost.

These are some important priorities. Perhaps we need also consider such major issues as relationship of CDR with all other Criminal Justice systems. Although that alone would be a mouthful. In any event, please let me know what you think. I look forward to seeing you all at the meeting.


J.P. McC.

/dmg

cc: Director Robert D. Lipscher, AOC
Commissioner William H. Fauver, Department of Corrections
Director Edwin H. Stier, Division of Criminal Justice
Christopher Dietz, Chairman, State Parole Board
Prosecutor Richard S. Rebeck, Middlesex County

APPENDIX B

ADMINISTRATIVE OFFICE OF THE COURTS
STATE OF NEW JERSEY

ROBERT D. LIPSCHER
ADMINISTRATIVE DIRECTOR OF THE COURTS



CN-437
TRENTON, NEW JERSEY 08646

December 19, 1984

TO: Assignment Judges
FROM: Robert D. Lipscher *RL*
RE: CRIMINAL COURT DISPOSITION REPORTS

At the last meeting of the Statewide Speedy Trial Coordinating Committee (STCC) a representative of the State Police indicated that the State Bureau of Identification (SBI) is experiencing serious data collection problems on CDR reports of criminal case events from municipal courts, county prosecutors and county clerks. Non-reporting and delinquency on these reports affects the quality and efficiency of decisions on sentencing, diversion and bail. Since the Computerized Criminal Histories (CCH) of defendants are updated from CDR reports, we must be certain that all events are reported to the SBI in a timely manner.

Immediate remedial action should be taken to eliminate any existing backlog of CDR reports in your vicinage. The AOC has obtained CDR audit results of municipal court delinquencies in each county. Enclosed is a list of the courts in your vicinage with significant backlogs discovered during a State Police audit of arrest files. Please discuss this issue with all Municipal Court Judges in your vicinage and secure a specific timetable for CDR backlog elimination by the Courts with significant CDR backlogs.

Your local Speedy Trial Planning Committee should develop a plan to assure compliance with the reporting requirements of the CDR system by each of the contributing agencies. Since only cases with fingerprint identification are included on the CCH files, a coordinated approach should be developed to confirm that fingerprinting is performed on every required case by the arresting agency. Confirmation should occur upon receipt of indictable complaints referred by the municipal courts. A procedure should be developed to make certain that any defendant appearing for arraignment on an indictment or accusation is fingerprinted that day if he or she has not been printed previously on that case.

Please forward the time tables for elimination of municipal court CDR backlogs and a description of your Speedy Trial Committee's CDR quality assurance plan as soon as possible.

R.D.L.

/scm

cc: Criminal Presiding Judges
Colonel Clinton L. Pagano
John P. McCarthy, Jr.
Municipal Court Judges
Lt. Thomas Huestis
County Prosecutors
Trial Court Administrators
Criminal Case Managers

The following breakdown represents the most delinquent municipal agencies per county, as per State Police, completion August, 1984.

ATLANTIC	- Atlantic City	1,028	HUDSON	- Jersey City	3,818
	Egg Harbor Twp.	205		Union City	1,540
	Ventnor	191		Hoboken	1,295
	Galloway	117		Bayonne	655
	Margate	72		Kearny	54
BERGEN	- Paramus	653	MERCER	- Trenton	1,232
	Hackensack	625		Ewing Twp.	254
	Englewood	365		Lawrence Twp.	235
	Garfield	279		Hamilton Twp.	233
	Carlstadt	101			
BURLINGTON	- Hainesport	271	MIDDLESEX	- New Brunswick	1,486
	Burlington City	231		Woodbridge	776
	Moorestown Twp.	176		East Brunswick	286
	Willingboro	113		Edison	208
	Pemberton	101		Carteret	116
CAMDEN	- Camden	761	MONMOUTH	- Asbury Park	344
	Cherry Hill	273		Manalapan	237
	Gloucester Twp.	195		Neptune City	109
	Voorhees Twp.	119		Neptune Twp.	101
	Somerdale	50		Red Bank	90
CAPE MAY	- Wildwood	141	MORRIS	- Rockaway Twp.	232
	No. Wildwood	129		Parsippany Troy Hill	193
	Ocean City	110		Morristown	180
CUMBERLAND	- Vineland	426		Mount Olive	58
	Bridgeton	205		Dover Town	49
	Millville	88	OCEAN	- Dover Twp.	610
ESSEX	- Newark	13,654		Brick Twp.	495
	East Orange	1,145		Seaside Heights	254
	Orange	494		Lakewood	229
	Irvington	386		Stafford	74
	Bloomfield	263	PASSAIC	- Paterson	1,668
GLOUCESTER	- Deptford	486		Passaic City	918
	Washington Twp.	287		Wayne	726
	Paulsboro	157		Clifton	314
	West Deptford	104		Totowa	251
	Glassboro	62			

SALEM	- Pennsville	79
SOMERSET	- Franklin Twp.	164
	Watchung	145
	Bridgewater	103
	Somerville	87
SUSSEX	- Byram	57
	Hopatcong	57
UNION	- Elizabeth	4,734
	Hillside	470
	Plainfield	421
	Union Twp.	386
	Linden	375
WARREN	- Phillipsburg	74

APPENDIX C

Report of the Committee on
Alternatives to Incarceration
of the
Criminal Disposition Commission

CRIMINAL DISPOSITION COMMISSION

Don M. Gottfredson, Chairman
Dean, School of Criminal Justice
Rutgers University
Newark

St. Newhouse
Center for Law and Justice
15 Washington Street
Newark, New Jersey 07102
201-648-5870



June 11, 1985

Donald R. Belsole, Director,
Division of Criminal Justice
John Cannel, Assistant Public
Defender, Office of the
Public Defender
Christopher Dietz, Chairman
State Parole Board
William H. Fauver, Commissioner
Department of Corrections
Hon. Walter M.D. Kern,
Assemblyman, 40th District
Hon. Lee Laskin,
State Senator, 6th District
Hon. John A. Lynch,
State Senator, 17th District
Hon. Frank M. Pelly,
Assemblyman, 18th District
Hon. Christine Whitman,
Public Member

Hon. Leo Yanoff, J.S.C., Ret., /a
Consultant

Honorable Richard F. Visotcky
Chairman, Assembly Subcommittee
on Prison Overcrowding
104 Midland Avenue
Garfield, New Jersey 07026

Dear Mr. Chairman:

The Criminal Disposition Commission has examined dispositional and program options and selected those believed to best address the issues before your Subcommittee on prison overcrowding. The Committee recognizes that, although some offenders must be incarcerated there are others for whom less restrictive dispositions may be appropriate.

The report identifies dispositional and program options that, while alleviating the current severe burden on our State correction system, address the needs for public safety, appropriate punishment, economy, and reduction in crowding.

Our Report contains summary information on major programs that the Commission believes hold the greatest potential for immediate impact upon prison crowding. The appendices provide more detailed information on these selected programs. While recognizing the need for immediate responses that should alleviate prison crowding, the Commission stresses the need to address the long term needs of the correctional system, especially including a needed enhancement of probation and parole supervision services.

The report is designed to help the Subcommittee determine the appropriateness of each program discussed in relation to the issues being addressed. The Subcommittee is therefore encouraged to contact the Criminal Disposition Commission for additional information if you find this would be helpful.

Thank you for your consideration.

Sincerely,


Don M. Gottfredson, Chairman

DMG/cc
Encl.

cc: Honorable Thomas H. Kean
Honorable Alan J. Karcher
Honorable Carmen A. Orechio
Honorable George J. Otlowski
Honorable Nicholas R. Felice
Honorable John P. Doyle
David Price, Aid to Assembly Corrections, Health and Human Services
Committee
Members, Assembly Correction, Health and Human Services Committee
Members, Criminal Disposition Commission

Report of the
ALTERNATIVES TO INCARCERATION COMMITTEE
of the
Criminal Disposition Committee

Christine Whitman, Chairman

May 1985

INTRODUCTION

The Alternatives to Incarceration Committee of the Criminal Disposition Commission believes that there needs to be a full range of correctional disposition and resources available to the decision makers. This will enable the decision maker to select the least restrictive correctional disposition that is compatible with the needs for public safety, deserved punishment and offender well being. This is a pragmatic recognition of the fact that some offenders must be incarcerated and the system must be able to respond to that need.

The Committee is not of the opinion that implementation of certain alternatives to incarceration will resolve the problem of prison overcrowding that continues to plague us despite allocation of vast resources over the past several years. There are numerous offenders processed through the criminal justice system each year for whom public safety and current statutes demand incarcerative sanctions. We recognize that additional prison construction must be a component of any successful long-term strategy to reduce prison overcrowding. The Committee, therefore, endorses Governor Kean's current request for \$60 million to construct 1,000 additional prison beds in addition to the alternative programs described herein.

It should be underscored that the likelihood of a lease extension for the 500-bed Mid-State Correctional Facility at Fort Dix beyond November 1986 is slim. Considering the loss of that facility, construction of 1,000 additional beds constitutes a net increase of only 500 prison beds. Current projections of inmate

population through January 1987 amply support the need for those beds to be constructed and to be constructed quickly.

At the same time, the Committee believes that there are offenders for whom less restrictive and intrusive dispositions than incarceration would be appropriate and effective. These dispositional options should be made available and be used in order to make best use of existing incarceration resources. Cells are expensive and take a long time to build. Our problem is now, and we need to ensure that cells are being used by only those for whom no alternative is appropriate.

The Committee believes that there are dispositional and program options available for use in New Jersey that will help to alleviate the burden currently straining the state correctional system. Program options, proven in other states and jurisdictions will enable the best use to be made of limited resources.

The Committee believes that endeavors to improve the allocation and utilization of community-based correctional resources should have two foci. First, there should be a systematic effort to upgrade and enhance the capabilities of current correctional field services. Probation and parole have not been supported to the level necessary to make them viable, credible dispositions that have the confidence and support of judges, the parole board and the community. Second, we should pursue implementation of programs that hold promise for relief from overcrowding in the short term.

If probation and parole were to receive adequate resources, it is likely that the supervision and enforcement services

provided would be more effective. This increased effectiveness would make the decision makers more confident about community supervision and more likely to use it. At the same time, the community would be well served by stronger supervision.

Probation was founded on the belief that an early intervention, short of incarceration, could be more effective in reaching and positively changing an offender. The Committee believes that enhanced community supervision through probation will enable earlier, effective intervention; more aid and assistance to offenders; and a positive impact overall. This can produce long-term benefits which will reduce the demand for use of institutional correctional resources.

Parole, like probation, provides supervision in the community to assist the offender's reintegration to society and to provide an assurance of community and public safety. Unlike probation, which provides supervision in lieu of incarceration or in conjunction with a short term of incarceration, parole supervision occurs following release from a lengthier custodial sentence.

The Committee believes that enhanced parole supervision services can also contribute to more effective utilization of limited bedspace. Continued incarceration of inmates who have served sufficient time to be eligible for parole is a contributing factor to state correctional facility overcrowding. Return of parole violators to custody also impacts on the number of bedspaces available for housing newly sentenced inmates. When parole supervision functions can be carried out effectively, decisions to release eligible inmates to parole supervision can be made with a greater degree of confidence. Recidivism in the form of parole

violation can also be reduced by insuring that requisite intervention services are provided to parolees experiencing adjustment problems.

Building the strength and capacity of probation and parole enhances their ability to do their job, but does not directly and immediately impact on prison crowding. More immediate responses are necessary, and the Committee believes that these program responses can help to alleviate crowding in the near term and strengthen the system's ability to manage demand on correctional resources over time.

Several major programs proposals are presented in brief for consideration. Each is designed to provide direct relief in some measure to the demand on jail and prison resources. They are the options which the Committee believes hold the greatest potential for immediate positive impact on prison crowding. The Committee recognizes that the report merely touches the tip of the iceberg. Successful resolution requires a more thorough examination and analysis of the issues and options available, a task which the Committee will undertake. More detailed information is included in the appendices, and the reader is encouraged to contact the Criminal Disposition Commission for further information.

LONG-TERM INITIATIVES

Enhancement of Field Supervision Services

Special program initiatives, while responsive to urgent and immediate needs, do not necessarily address the long-term needs of the correctional system. The Committee is convinced that the current field supervision services provided by the county probation departments (probation supervision, community service) and the Bureau of Parole (parole supervision for county and state inmates) are seriously undersupported. They simply do not have the resources needed to do the job as it is envisioned and as it can be done as evidenced by the success of New Jersey's Intensive Supervision Program (ISP). Of those released to ISP, slightly more than 3% have committed new offenses. The small caseloads and strict supervision have resulted in 14% being returned to prison for violations of the program requirements. By any standard of traditional supervision services, these figures are impressive.

This clearly shows that offenders can safely and effectively be supervised in the community. The Committee believes that citizens would be better served if some of the same type of resources could be infused to probation, parole and community service. By doing so, those services would be strengthened and decision makers would be more confident of the ability of the probation department or bureau of parole to carry out effective supervision. The Committee believes this will have a salutary effect on the use of correctional resources, reserving cells for those who truly need and deserve it. Those for whom community supervision can safely and effectively be provided need not use up a cell, a commodity currently in scarce supply.

A recent report showed the dangers of understaffing probation. The RAND Corporation in Granting Felons Probation showed how two California counties, with caseloads of 375 and 150, experienced failure rates (new convictions) of better than 50%. Several years ago, when probation caseloads in New Jersey were close to 100, the failure rate in this state was 28%.

The average adult probation caseload is now nearly 150 and climbing every year. It is not unreasonable to think that the rate of new offenses committed by probationers is climbing along with the caseloads. Table 1 shows the trend for average adult caseloads since 1981. The average caseloads in the counties ranged from 56 to 339 in 1984.

Table 1

Statewide Average Adult Supervision Caseload				
Year	1981	1982	1983	1984
Average Caseload	110	130	134	148

With excessively large caseloads, only a very few offenders receive real supervision. A caseload of 148 would allot approximately 48 minutes per month to each client. Spread out over the period of a month, that is not much time. There is almost 900 times more minutes left unsupervised.

By strengthening probation and parole, effective supervision can be provided. As has been shown by ISP, intensive supervision can produce impressive performance in terms of law-abiding behavior of those under supervision. Smaller, specialized

caseloads can be more effective for hard-to-manage, problem offenders. Frequent contact and strict enforcement will put teeth back into probation, restoring its credibility. The public needs to have confidence in the ability of probation and parole to do their job. Joan Petersilia, one of the authors of the RAND Corporation report, stated that probation's most urgent need is for resources to do its job.

This is certainly true here in New Jersey. The workload of individual officers needs to be set at a level which enables them to provide the supervision called for by the court or parole board. In order for probation, parole and community service workloads to be set at an attainable level, significantly more resources are necessary.

NEAR-TERM RESPONSES

Supervised Pretrial Release

Almost half (48%) of the 7,263 persons currently confined in New Jersey's county jails are being held pretrial. These 3,491 offenders have not been convicted and are detained to ensure their appearance at subsequent court appearances.

Supervised pretrial release (SPR) has been shown to be a viable alternative to jail. It consists of small caseloads of released offenders who are monitored closely to ensure that they appear in court. SPR targets individuals who are unable to obtain any other form of release, and thus typically SPR has persons who pose some risk of absconding.

Research into successful SPR programs showed that 86% of those released appeared for all court hearings, and 88% completed their pretrial supervision without being arrested.

County Intensive Supervision Program

Of the 7,263 persons in the county jails, 2,093 are sentenced to short terms of incarceration. Some of these could be released into the community under intensive supervision. Building on the success of the state ISP, a county model has been developed for Essex and will soon be implemented. Replication of the model across the state would provide additional relief to the county jails.

Like the state model, county ISP would feature small caseloads, frequent contact, mandatory community service, required

employment and restrictions such as curfew and drug testing. Such close and demanding supervision would work toward controlling client risk to the community while providing a viable option to jail incarceration.

Supervised Group Community Service

Many individuals are sentenced to short terms of incarceration by the municipal courts. It is presumed that many are there who could be effectively handled in a supervised group community service setting.

Modelled on a successful program established in New York City by the Vera Institute of Justice, this initiative would identify appropriate offenders, divert them from jail and place them in a highly structured setting to do their service. The service in this program is more punitive and the supervision provided will help to reduce problems while not requiring housing in a residential facility. This is important, as judges may sentence to incarceration because they want to punish more than standard community service or because they see the offender as not being reliable, dependable or a good risk for the individual assignment which characterizes most community service assignments.

State ISP Residential Centers

The state ISP program has identified two groups of offenders for which a residential center would be appropriate. This would enable ISP to expand its eligibility criteria and take in more prisoners, and also would provide an even more stringent option for responding to in-program failures.

The first group of offenders is those with some elements of violence in the current offense or in their background. Currently excluded from ISP, they could be included if the type of provisional added structure, a residential facility, were available.

The second group are those who are currently in the program who develop into a special risk or need group. The residential center could provide an opportunity to stabilize crisis situations, provide added surveillance or conduct intensive counselling. If successful, a return to prison could be avoided.

State Residential Treatment Center

Many inmates in state correctional facilities have serious and chronic drug and/or alcohol problems. Some could safely and effectively be housed in a secure residential treatment center in the community. Such a facility would provide intensive treatment services to stabilize and control the problem and enable the offender to be reintegrated back into the community with the support, guidance and control of the center's staff.

Effective treatment resources and environments seldom exist in correctional institutions. If an offender can effectively be housed and treated in a community-based facility, it makes more sense. The Committee believes this should be the choice where community safety will not be compromised.

Intensive Parole Supervision

Offenders released from prison to supervision in the community pose many of the same dilemmas that are faced by probation,

and then some. One great additional problem is aiding the parolee in the process of reacclimating to free society.

Parole caseloads are high, averaging 70, and it is difficult to manage the task at hand. Parolees, generally, are convicted of more serious crimes and have a greater history of criminal involvement than those offenders who are not committed to state institutions. It is crucial to identify those who pose the greatest risk and apply sufficient resources to those cases. One successful method is intensive supervision of parolees, providing close supervision, frequent contact and restrictive conditions.

With such a program, it is likely that the paroling authority would be more amenable to parole of certain cases, knowing that tight supervision will be provided.

Conclusion

It is important to recognize that the proposals put forth by this Committee are substantial, and will not be without cost. We believe that these costs are investments in a sounder, more rational and more effective correctional system. There will be some immediate relief, and this is important. Just as important is the longer-term contribution of the increased use of effective alternatives to incarceration. Such programs will help to ensure selection of the least intrusive sanction compatible with public safety, and this will contribute to cost control by avoiding expensive incarceration.

With the negative effects of incarceration on the offender, use of alternatives where possible should also have a salutary

effect on the behavior of the offenders. If the resources of the system can be channeled correctly, then perhaps the offender will not be as likely to return as a recidivist to claim a cell in our jails and prisons. The Committee sees this as a worthy goal to be pursued along with the urgent demands of crowding and alternatives.

Table 1

Stage of Criminal Justice Process	Point of Impact	Service Provider	Proposed Response
Pretrial Detention	County Jail	Probation	Supervised Pretrial Release
Post-Dispositional Supervision	Probation	Probation	Resource Enhancement
Community Service	Probation	Probation	Resource Enhancement
Short-Term Incarceration	County Jail	Probation	County ISP Supervised Group CS
Long-Term Incarceration	State Prison	ISP	Residential Centers for State ISP
		Dept. of Corrections	State Residential Treatment Centers
Post-Incarceration Supervision	Parole	Bureau of Parole	Intensive Supervision

APPENDICES - Program Descriptions

- I. Enhancement of Probation Supervision
- II. Enhancement of Community Service
- III. Supervised Pretrial Release
- IV. Supervised Community Service in Lieu of Jail
- V. County Intensive Supervision Program
- VI. ISP Residential Centers
- VII. State Residential Treatment Centers
- VIII. Intensive Parole Supervision

Enhancement of Probation Supervision

Using currently available data and estimating the manpower requirements of enhanced probation services, the dimensions of the staffing and financial resources can be approximated.

The model for enhanced services has three levels of supervision with different levels of contact based on an assessment of client risk to reoffend and client needs for services. The levels of supervision are illustrated below.

Level	No. of Contacts	Est. % of Total
Maximum	2 Per Week	10
Medium	2 Per Month	60
Minimum	1 Every 2 Months	30

For each level, an estimate of the amount of time required per case to meet the contact standards was developed from a previous time study. The time estimates are:

Level	Hours Per Month
Maximum	8
Medium	2
Minimum	.5

Applying these values to the total caseload, the total hours required per month to supervise the existing caseload is 97,531 hours. Divided by the 120 hours available per officer for client contact, this equals a demand for 812 probation officers for adult supervision. Compared to the 347 currently doing the supervision, there is a deficit of 465 positions.

Costing that out, using the \$18,000 starting figure, the total salary cost would be \$8,416,500. Fringe benefits at approximately 20% would add another \$1,683,300, for a total of \$10,099,800 for line positions.

These line probation officers would need supervisors at a ratio of 1 to 7, or an additional 66 supervisors. Using a \$25,000 salary, these would cost \$1,650,000 with an additional \$330,000 for fringe benefits. The total would be \$1,980,000.

Clerical support staff, at a ratio of 1 to 10, would require 46 clerical positions. A salary of \$12,400 would require \$570,400 for salary and \$114,080 for fringe, a total of \$684,480.

All together, the enhancement salary cost would be \$12,764,280. Operating expenses, such as travel, supplies, etc., would approximate 10%, for a total of \$14,040,708.

Enhancement of Community Service

Community service in New Jersey's probation departments has grown from 2,500 offenders in 1982, to over 14,000 currently. The growth is illustrated below.

Date	Total Enrollment
8/31/82	2,552
7/31/83	7,818
7/31/84	12,682
2/28/85	14,462

The programs are staffed by 73 probation officer and investigator personnel. This has remained almost constant for the past two years, and is beginning to show deleterious effects. Several counties have asked the courts to curb their use of community service, and one program has had to curtail their interview and screening of offenders.

This results in a reduction in the use of community service, with a possible increase in jail or other correctional dispositions, and can increase the risk to the community due to less rigorous interviewing and screening of offenders.

The Community Service program has seen 16,370 offenders complete their service, a success rate of over 80%. A total of 2.3 million hours of service have been provided, valued at a minimum of \$8 million. In the driving under the influence cases, 384,780 jail days were not used as a result of community service, avoiding an estimated \$17 million in jail costs.

To enable the programs to continue, this exemplary record of performance in the face of increasing workload demands, additional

staff are necessary. To properly staff the programs, it is estimated that an additional 40 staff would be needed. A total of 25 investigators, at \$14,000 salary and \$2,300 for fringe (\$16,300 total) would cost \$420,000 and 15 probation officers at \$18,100 salary and \$3,626 fringe (\$21,720) would cost \$325,800, for a total of \$745,800.

Supervised Pretrial Release

As of January 16, 1985, New Jersey's county jail population stood at 130% of its rated capacity. Of the 26 facilities, 20 are above 100% of capacity, some as high as 292%. Stating the obvious, there is an abundance of inmates and a shortage of jail space.

Of the 7,263 persons currently confined in the county facilities, 3,491 are being held pretrial. These are persons who have not been convicted, rather are unable to make bail or other release options. Thus, 48% of the jail population is being held to ensure their appearance at later court proceedings. Selected counties are shown in the following table.

Facility	% Pretrial	% of Capacity
Essex County Jail	96	106
Camden County Jail	67.9	118
Monmouth County Jail	65.6	114
Burlington County Jail	60.5	134
Mercer County Jail	58.9	105

Alternatives to the traditional option of jail, bail or recognizance release have been developed and tested. One such option is supervised pretrial release. This involves release of an offender into the community under the supervision of the probation department. The purpose of the supervision is to ensure appearance at court (reduce failure to appear or FTA) and to reduce commission of offenses while under release. Additionally, research has shown that controlling for all other factors, being released pretrial enhances an offender's chances of not being incarcerated.

The National Council on Crime and Delinquency evaluated Supervised Pretrial Release and found it to be effective in achieving the purposes noted previously. Specifically, they found that 83% of releases appeared for all of their court hearings. Court appearance rates for the supervised group were systematically higher than for defendants released on bail, recognizance or citation.

Also, they found that 88% of the releases completed their period of pretrial supervision without being arrested.

In analyzing the process of supervised pretrial release, they found that as the rate of face-to-face and phone contacts with the supervision increased, the FTA rate decreased.

The supervision provided need not be by a probation officer or other equivalent professional level staff. Paraprofessionals, such as probation investigators or corrections officers can be effective in this role.

The provision of social services had no systematic impact on the FTA or rearrest rates. Agencies with a service or treatment orientation will have no greater impact on defendant behavior than an agency whose staff is oriented toward supervision.

Intensive supervision should be available, as it shows the greatest potential for reducing FTA and rearrest rates. The recommended caseload per worker is 25.

The NCCD research revealed that the population released under this program were similar to those who typically were not released

or had difficulty gaining release. A profile of those released follows.

- All SPR defendants had felony charges and had been denied pretrial release at their initial court appearance.
- The most frequent criminal charges SPR defendants faced were for burglary (22%), theft (12%), assault (11%), robbery (10%), and drug related crimes (10%).
- SPR defendants spent an average of 9 days in pretrial detention before release to SPR.
- The median bail amount was \$2,000.
- SPR defendants had an average of 5 prior arrests and 2 prior convictions.
- In terms of their social characteristics, SPR defendants could be described as follows:
 - Youthful (Age 16-26 Years)
 - Male (89%)
 - Black (49%), White (25%), and Cuban/Haitian (18%)
 - Unmarried (89%)
 - No Dependents (64%)
 - Unemployed (52%)
 - Living With Their Parents or Some Other Family Relative (48%)
 - Having a Phone Available at Their Place of Residence (68%)

While no data is currently available on these characteristics vis a vis the jail population, it is assumed that a great many offenders who are detained could be released.

Development of a supervised pretrial release program would assist in ensuring the most effective use of limited jail resources by removing select pretrial offenders and supervising them in the community. Scarce bed space would then be available for more serious, higher risk offenders, and the sentenced population.

Using an eligibility estimate percentage of approximately 25% per county, each county jail population was reviewed. All but two

(Hunterdon and Sussex) could support at least one staff for supervised pretrial release. Statewide, the program would have 33 line personnel and one state coordinator.

With this staffing level, approximately 825 pretrial detainees could be released, comprising 23.6% of the detention population. Using the 88% success rate (no new arrests) from the NCCD research, there would be approximately 100 new arrests as a result of these releases.

The program would cost approximately \$654,420. The investigators (33) are salaried at \$14,000 plus \$2,800 fringe, for a total of \$16,800 each and \$554,400 total. Operating expenses of 10% would add \$55,440 to that figure. This program would utilize existing supervisory and clerical resources from the county probation departments. There would be a state-level coordinator at \$30,000, a secretary at \$14,400, for a subtotal of \$44,400.

Supervised Community Service in Lieu of Jail

The Vera Institute of Justice has successfully operated a supervised community service program in New York City for several years. Replication of that effort in New Jersey would allow certain inmates of county jails to substitute a supervised community service option for short (less than 90 days) periods of incarceration.

Implemented on an experimental basis, this program would attempt to divert 200 low-risk offenders during its first year of operation. The program would be restricted to those defendants sentenced to terms of less than 90 days who also met the following criteria:

1. A verifiable local (within the county in which the program operates) address for a period of three months.
2. The defendant does not suffer from drug, alcohol, physical or emotional problems so serious as to make the performance of the community service sentence improbable.
3. No history of violent behavior.
4. No warrants outstanding.

The program would be designed so as to offer the participants some life skill training in terms of employment responsibilities, such as, arriving on time, proper dress, personal hygiene habits, as well as offering some skill training. The program will also offer such support services as drug, alcohol, employment and/or educational counseling when needed.

Program Procedures

All individuals sentenced to the local jail for a period of less than 90 days (excluding those serving mandatory sentences)

will be interviewed by a program staff member within three days of arrival. After a preliminary screening, all collected information will be verified. Records of inmates who meet the program criteria will be forwarded to the resentencing judge who will sit twice a week and determine final eligibility. Upon acceptance to the program, the inmate will be resentenced to a suspended sentence term with community service as a condition. Participants will then be instructed to report to the Community Service section of the local probation department at 9 a.m. the next workday. The program supervisor will provide an orientation and an indoctrination to the rules and requirements of the program.

The community service work will be done in groups supervised by probation investigators. Two groups of 10 will work concurrently, each with one supervisor. Participants will be expected to assemble at a designated location each working day, and the probation staff will pick them up in a van and transport them to the work site. At the completion of the workday, they will be returned to the pick-up location.

The program would be staffed by one probation officer as coordinator at \$21,720, two investigators as work site supervisors at \$16,800 each (\$33,000) and one secretary at \$14,408. Operating expenses would be approximately \$7,000, and \$24,000 would be allocated for two vans for transportation. Total program cost would be approximately \$100,000 for one year.

County ISP

Intensive Supervision Program (ISP) are currently in operation in at least 8 states, including New Jersey. In the first 18 months of operation, the New Jersey program has been responsible for the release of over 320 incarcerated felons. Eleven of this group were returned to prison as a result of a direct violation of the conditions of their probation (a recidivism rate of approximately 3%). Additionally, 45 program participants were returned to prison as part of the program enforcement procedures. Even combined, a recidivism rate of 17% still compares very favorably with more traditional probation supervision.

It is now proposed to expand this model to the county level in an effort to relieve some of the overcrowding in local jail facilities. In the larger counties of the state it is estimated that from 2,500 to 3,500 individuals are sentenced annually to serve up to a year in local jails. This program would consider for conditional release these inmates sentenced to at least 90 days for non-violent offenses, whose participation in the program would not be an excessive risk to public safety, and for whom there is a reasonable probability of success.

As proposed for New Jersey, the County Intensive Supervision Program will serve as an intermediate form of punishment. It will offer a realistic alternative to incarceration designed around the concept of social control within the community. Program participants will be offered a chance to learn the attitudes, habits and skills which will provide them a reasonable opportunity to avoid further criminal activity.

The program emphasizes self-motivation. To succeed, each program participant must make a significant personal investment. Superficial compliance with a set of externally imposed conditions will not sustain the applicant to completion. There must be a genuine and continuing desire to succeed. In short, an applicant who wishes to participate in ISP must "buy into" the program by active involvement.

It is also recognized that to succeed, applicants will need a great deal of support, particularly during the initial stages of the program. An important premise of the program is that when support is provided by defense counsel, friends, family and the County ISP staff, success can be achieved. The applicant's plan must therefore identify a Community Sponsor. This individual will take significant responsibility for the applicant and their behavior while on release. The program plan must also identify those in the community who will assist the applicant in meeting obligations under the plan.

The Program Process

To be considered for entry into the Local ISP Program, a defendant must complete an application form. A program officer will review the application for eligibility criteria (non-violent offense, parole eligibility, no detainers or outstanding charges) and compile additional case information for those applicants not eliminated. Within 10 days from filing, statements will be elicited from the original sentencing judge and the victim/complainant. The Community Sponsor will be contacted and the Sponsor's responsibilities will be reviewed, as will their suitability, willingness and ability to participate.

Information compiled will be submitted to the Chief Probation Officer or his designee who will review the material to determine the sincerity, motivation and ability to meet the obligations set forth in the plan. He will assess the reasonable probability of successful program completion and will consider community expectations and reactions in determining the cases to recommend for entry into ISP.

If the applicant is deemed eligible for the program, the application will be forwarded to one or more judges of the ISP Resentencing Panel. The judge(s) will grant the application for resentencing and adjourn the hearing for 45 days, place the applicant on recognizance to the Community Sponsor and require adherence to the applicant's plan and conditions of ISP. During this trial period, the applicant's behavior will be closely monitored.

At the conclusion of this period, the resentencing judge(s) will assess the applicant's continuing motivation and commitment. If the resentencing judge(s) concludes that the applicant remains dedicated to the stated goals, the judge(s) will commence the resentencing hearing, vacate the original sentence imposed on the applicant and resentence the applicant to probation subject to the program participant's continuing compliance with his/her plan and the conditions of ISP. Compliance by the participant will be assessed throughout the period of release. Failure to aggressively fulfill the plan's obligations will result in a referral back to the resentencing judge(s) for a violation and incarceration.

On an experimental basis, the program will be designed to maintain 30 program participants at any one time. These

individuals will be supervised by two probation officers working as a team. Once the program is in full operation, it is anticipated that 75 participants will be in the program during the course of a year. These numbers could be proportionately expanded with the inclusion of additional staff.

The program would be staffed by two probation officers, one program director and one secretary. Funding would also be available for purchase of services for treatment services for the participants. Total cost for the program would be approximately \$170,000 per year.

ISP Residential Centers

The Intensive Supervision Program (ISP) of New Jersey proposes to expand the scope of its operations with a new component to provide additional services and control to the existing ISP population and to add the capability to accept a new, previously excluded group of offenders. ISP has never accepted participants with either violence in their criminal history or who have been convicted of an instant offense involving violence. As an experimental program (presently in its 19th month of operation), it was necessary to demonstrate that the concept of intermediate punishment was both efficacious (less costly than incarceration, more successful than traditional probation services) and benign (posing minimally higher risk to the community).

In effect, the experimental stage of ISP as presently configured is over. Over 320 incarcerated felons have been released from prison. Of these, only 17%, or 56, have been returned to prison as programmatic failures; and, of these, only 11 (or slightly more than 3% of the total) have been returned due to the commission of new offenses (mostly disorderly persons offenses). By any standard of traditional supervision services, these figures are impressive. Considering the intensive, intrusive and rigorous components of ISP, they achieve even greater significance.

The Residential Center

What is here proposed is to use the proven success of New Jersey's ISP to deal with two categories or groups of participants. The first group would signal an expansion of the offender-types

currently admitted into ISP. These offenders would have elements of violence in the instant offense or a history of violence in their criminal record. The second group of participants would be those who have been admitted into the program as it is presently constituted, but who develop into a special needs or risk group. This might occur because the participant has been found to have continued drug use or has had other programmatic failures (increased risk clients), or due to an unstable or unsuitable living situation (increased needs).

To meet the dual demands of increased risk to the community and increased needs of the clients, the Program proposes the establishment and operation of a residential center. We propose the starting of one such unit in a centralized location for a trial period, not to exceed 12-15 months. After this time, in the anticipation of successful results, the concept would be expanded to centers for each ISP region in the state.

The Residential Center (RC) would be a monitored facility, designed for a maximum capacity of 8-15 participants. It would be used as a diagnostic and treatment center for newly accepted participants, to gauge their social/psychological/emotional needs/deficits; and to develop an individualized treatment plan to correct these needs/deficits.

During the initial phase, the participant would be allowed out of the RC for only short time periods, and only under supervision. After this phase, as the process of integration continues, it is anticipated that the participant will gain more autonomy--i.e., unsupervised employment, brief (evening or weekend)

home visits, etc. However, the participant would be required to spend most non-working (or schooling) hours and weekends at the RC.

Residence at the RC would be for reasonably short periods of time, perhaps no more than 6 months, with an average of perhaps 3 to 4 months. If the participant has made satisfactory progress in achieving his treatment goals during this time, he would be allowed to live in the community under usual ISP supervision.

Process Components

The process to be followed during residence at the RC would consist of a number of related items which would insure close monitoring of the participant's behavior and his progress toward eventual release into the community. Other component to be followed would be instituted to satisfy the requirement for justice and equity in sentencing.

Among these items are the following tentative list:

1. Increased monetary obligations, perhaps including a cost-of-service or room and board assessment.
2. Interaction of ISP officers and participants with a clinical psychologist on a regular basis for evaluation of supervision progress.
3. Monitoring, by ISP staff, on a daily basis, of treatment compliance. This would be verification that participant is attending any required treatment programs, taking medication, etc.
4. Agreement on the part of the applicant's family, spouse, paramour, or others with whom the applicant resides, to become involved in components of the treatment program.
5. Attendance at ISP group meetings twice weekly which could be comprised of this group of participants only.

6. Specialized caseloads, not to exceed 15, to be supervised by two officers working as a team. Consideration to be given to have one officer act as a surveillance officer, in a capacity similar to the Georgia IPS model.

Capacity

Over the course of the year, a substantial number of participants could be processed through such a facility. If maximum capacity (7-12) were achieved using only assaultive participants, each remaining at the RC for a maximum term of 4 months, 48 persons would be moved through in the course of a year. However, it is anticipated that the facility will have a mixed population of assaultive and regular ISP participants and that the assaultive participants will move into regular ISP at a quicker pace. Under these conditions, the total number of persons processed through the RC would be in a range of 80 to 100.

Staffing and Budget

A residential program of this type is manpower-intensive. There will be, of course, need for full-time staffing, as well as other, supportive members of a treatment 'team,' such as therapists, counselors, etc., who might be part-time employees. It is anticipated that perhaps 12 to 15 officers and ancillary personnel will be needed to meet the requirements of such a facility for both treatment and control.

Budgeting for such a program is problematic, since many of the necessary costs will be determined by the individual needs of the clients. To further the difficulty, at least part of the program costs may be obtained from the earnings of program participants; so that actual costs may not be known until the program

has been in operation for some time. However, with these caveats in mind, it may be estimated that a per-bed figure of between \$20,000 and \$30,000 may be used for discussion. The total budget would approach \$360,000 for one center for one year.

State Residential Treatment Centers

Purpose

To establish a program of community-based residential drug abuse services for placement of certain inmates with established parole release dates and for placement of other inmates at parole eligibility who might otherwise be required to serve additional time.

Introduction

Mr. Richard Russo, Assistant Commissioner for Alcohol, Narcotic and Drug Abuse in the New Jersey Department of Health, testified before the Assembly Sub-Committee on Prison Overcrowding on March 28, 1985. He cited estimates of the high incidence of drug and alcohol abuse problems amongst offenders incarcerated at the state and county level. Mr. Russo requested support for funding to provide treatment services in the community for drug and alcohol abusing prisoners that will assist them in avoiding recidivism through treatment of substance dependency. The Committee endorses a cooperative effort between the Department of Health, the State Parole Board and the Department of Corrections to that end.

Program Summary

The Parole Board's Mutual Agreement Program for Alcohol Rehabilitation exists as a model to be applied for use with drug abusing offenders. As with that program, achievement of several objectives would be anticipated.

- Some inmates could receive a reduction in their primary parole eligibility date by successful completion of an appropriate residential treatment program. The reduction would be subject to the consent of the sentencing court but in no case would a parole eligibility date be reduced below any judicial or statutory mandatory-minimum term. Length of stay in state prisons would be decreased for those inmates awarded a reduction of the primary parole eligibility date, accelerating bedspace turnover, and permitting some reduction in the number of state inmates who would otherwise be housed in county facilities.
- Some inmates within several months of parole release would receive consideration for transfer to an appropriate residential treatment program. Length of stay in state prisons would be reduced for those inmates, accelerating bedspace turnover, and permitting some reduction in the number of state inmates who would otherwise be housed in county facilities.
- For other inmates who are eligible for parole release, the Parole Board may be reluctant to release in the absence of structured community-based treatment. Many such inmates would not be released at eligibility, rather they would be denied parole and would be reconsidered at a subsequent date. Availability of viable treatment programs would result in parole release at initial eligibility as an alternative to continued incarceration. Once again, length of stay would be reduced for this population, accelerating bedspace turnover.
- For all inmates transferred or released to such a program, the ultimate objective is reduction of recidivism and re-incarceration.

The program will be expanded to include drug abusing offenders. The Legislature has appropriated the sum of three hundred thousand dollars (\$300,000), which will provide bedspace for 36 drug abusing offenders.

Recent word has been received from Mr. Russo that 90 beds in existing approved residential treatment centers will not be funded by the Department of Health during FY 86. He has expressed a desire to examine the feasibility of using these beds to develop a treatment program for state inmates as described above.

Those entering the program as pre-releases would probably have been released at eligibility anyway. They would enter the program one to three months prior to a scheduled release date. Any saving in inmate bed days would be one for one, according to the number of days that transfer occurs prior to a scheduled release date.

Those entering the program as parolees would be released at eligibility, usually in lieu of continued incarceration. If we assume that each inmate released at eligibility would probably serve an additional four to six months in custody were it not for the program, inmate bed days saved is likely to be considerable for this group.

Costs

Costs developed in 1982 for establishing a single 60-bed unit providing similar services were estimated at \$600,000. It is suggested that meetings between the State Parole Board and the Departments of Corrections and Health be convened as soon as possible. Necessary program components and treatment modalities should be identified. Program cost estimates should then be formulated for appropriation purposes.

Intensive Parole Supervision

Purpose

To enhance the prospect of parole at eligibility for certain inmates that the Parole Board might be reluctant to release and who would normally remain incarcerated until released at a subsequent eligibility date.

Introduction

Parole caseloads that average 70 cases per officer are often too large to provide close supervision or in-depth provision of service that certain inmates might require. When the Parole Board is considering release of such inmates at eligibility, a perceived need for intensive supervision that cannot be provided by the Bureau of Parole often mitigates against release. Without sufficient confidence that the resources exist to provide truly intensive supervision, the Board will deny parole. This results in continued incarceration and use of scarce prison beds for inmates who have completed the punitive aspects of their sentence. The Parole Board should be able to parole inmates when there is no substantial likelihood of recidivism, assuming that close monitoring and supervision services are provided.

Program Summary

A pilot program could be implemented that would provide for Intensive Parole Supervision caseloads modeled after AOC's Intensive Supervision Program. Caseloads would be limited to 20 parolees per officer. Intensive monitoring, surveillance and services would be provided in an effort to maximize the potential

for successful community reintegration and minimize concern for public safety through early identification and detection of inappropriate behavior.

Salient features of the program would include:

- A minimum of two personal contacts per week between officer and parolee. Daily telephone contact would be required on non-reporting days.
- Participants would submit to both scheduled and random testing to detect drug and alcohol abuse.
- Emphasis will focus on participants achieving economic self-sufficiency--assuming financial responsibility for self, family, fines, penalties and restitution.
- Funds will be available to purchase emergency and other services, especially as might be required during the initial release period while seeking employment or participating in job training. Eligible services would include emergency food, shelter, clothing and medical, in addition to services related to commencement of employment or vocational training.

Costs

Staff

1 Project Coordinator	\$ 29,300
1 Principal Clerk Stenographer	16,300
12 Senior Parole Officers	<u>290,000</u>
Subtotal	\$335,600

Other

-Purchase of Services @ \$500 Per Parolee (Average)	\$120,000
-13 Vehicles @ \$8,000	104,000
-Maintenance for 13 Vehicles (\$325/Mo. x 12 Mos. - Each Vehicle)	50,000
-13 Sets of Office Furniture (Desk/Chair/Side Chair @ \$408 Each)	<u>5,300</u>
Subtotal	\$280,000

Staff	\$335,600
Other	<u>280,000</u>
Total	\$615,600

Average Cost Per Caseload Slot - \$2,600/Year.

Phased Approach

Based upon an evaluation of the first year of operation of the Intensive Parole Supervision program, an enhancement of the program can be initiated throughout the state. An additional \$3.3 million can provide 60 additional Intensive Parole Supervision officers to service 1,200 parolees. This figure includes staff and other costs associated with a highly structured and intensive caseloads.