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NEW JERSEY DEPARTMENT OF CORRECTIONS

ANNUAL REPORT

FY 1984

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COMMISSIONER

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DEPUTY COMMISSIONER

PREPARED BY

DIVISION OF POLICY AND PLANNING

OFFICE OF POLICY ANALYSIS AND PLANNING

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FOREWORD

I am pleased to present the Annual Report of the Department of Corrections for Fiscal Year 1984.

Fiscal Year 1984 has been marked as another year of rapid growth and increasing needs for the department. In response to the explosive increase in prison population, much effort has been expended to provide new and expanded facilities staffed by competent personnel in order to assure the safety and security of the citizenry of New Jersey and to provide necessary care and custody for those who are incarcerated. This was made possible through the support of the Governor, Legislature and the general public.

In the forthcoming year, we shall continue efforts to implement a strong and vigorous program to address the major problems confronting the department, as well as, to anticipate and plan for other issues of concern that may arise. Efforts to identify viable alternative programs, streamline the department and contain costs will be maintained. These objectives can be achieved only through the cooperation and commitment of all branches of state government. This strong commitment of individuals and agencies will enable the department to carry out its legislative mandates to the fullest extent possible.

A handwritten signature in dark ink, reading "William H. Fauver", is written over a horizontal line.

William H. Fauver
Commissioner

INTRODUCTION

Corrections in New Jersey is an integral part of the Criminal Justice System. Originally, Corrections was administered by a Commissioner appointed by the State Board of Control. This body consisted of a group of citizens appointed by the Governor for fixed terms. Its responsibility included not only the appointment of the Commissioner, but also the establishment of policies for the various administrative units that comprised what was then called the Department of Institutions and Agencies.

This department encompassed the welfare and public assistance programs which included facilities for the mentally retarded and mentally ill, residential centers for juveniles, a number of community-based programs for patients with special problems, and a variety of facilities for adult and juvenile offenders who were committed from the adult and juvenile courts of the state.

In 1976, the Department of Institutions and Agencies was reorganized and the name was changed to the Department of Human Services. The Division of Correction and Parole became a separate agency of state government. This administrative change was achieved by the introduction of Assembly Bill 1912, an act concerning the reorganization of the department. This bill was signed by Governor Brendan Byrne on October 6, 1976. The Division of Correction and Parole became the Department of Corrections on November 1, 1976.

LEGISLATIVE MANDATE

The Legislative Act which created the Department of Corrections ". . . finds and declares that the purpose of the department shall be to protect the public and to provide the custody, care, discipline, training and treatment of persons committed to state correctional institutions or on parole; to supervise and assist in the treatment and training of persons in local correctional and detention facilities, so that such persons may be prepared for release and reintegration into the community; and to cooperate with other law enforcement agencies of the state to encourage a more unified system of criminal justice."

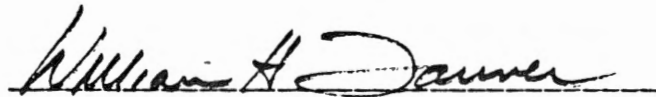
"The Legislature finds and declares that there is a need to (1) provide maximum security confinement for those offenders whose demonstrated propensity to acts of violence requires their separation from the community; (2) develop alternatives to conventional incarceration for those offenders who can be dealt with more effectively in less restrictive community-based facilities and programs; and (3) separate juvenile offenders from adult offenders and develop programs and services for juvenile offenders which recognize their special needs."

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William H. Fauver
Commissioner

DEPARTMENT HIGHLIGHTS

The 2C Criminal Code and the Parole Act of 1979 (both of which were implemented in FY1980) continue to significantly impact on the operations of the facilities and bureaus of the department. The principal issues resulting from these laws continue to be overcrowding in adult and juvenile facilities at the state and county levels and increasing parolee caseloads.

Since those statutes have been enacted, population has increased steadily, from 6,199 on September 30, 1980 to 11,874 on June 30, 1984, an increase of 92%. Fiscal year 1984 has shown a continuing increasing population trend. The June 30, 1983 population of 10,872 increased by 9% to 11,874 on June 30, 1984. In spite of the addition of significant numbers of new state bedspaces, the county jail back up decreased only slightly. A corresponding shift occurred in the Bureau of Parole which experienced an increase of over 1700 persons on parole during the past fiscal year. The total number of offenders supervised rose from 11,600 to approximately 13,300. A significant portion of this increase can be attributed to the added responsibility of offenders paroled from county correctional institutions.

The 2C Penal Code established a new sentencing structure, including mandatory minimum sentences and fixed ranges for various categories of offenses. This act resulted in increased lengths of stay for offenders, due primarily to the number of violent offenders committed with mandatory minimum (parole ineligibility) terms. Implementation of the Graves Act for offenses involving firearms has resulted in an even greater number of defendants being committed with parole ineligibility terms.

The Parole Act, which consolidated the parole release authority in the state into a single, centralized unit, has also had a significant influence on the department. This act established rules and regulations which standardized the parole process throughout the department. A major visible consequence has been an increase in length of stay for juvenile and young adult offenders.

Executive Order No. 106 signed by Governor Brendan Byrne on June 19, 1981 declared "a state of emergency exists in the various state and county penal correctional facilities." This order was extended once by Governor Byrne through January 20, 1982 and Governor Thomas Kean has issued a number of extensions. The order provides the Commissioner with power and authority to designate the place of confinement of inmates in state or local correctional facilities. By permitting the transfer of inmates from overcrowded facilities to available space at under-utilized facilities, the order has served to equalize the burden of overcrowding statewide.

The number of offenders in county jails awaiting transfer to state institutions was 1,138 on June 30, 1983 and decreased to 1,062 on June 30, 1984. Although this appears to be a rather slight decrease, the current number is actually indicative of an upward trend, since the back-up was only 762 inmates in March 1984. The increase in state bedspaces has had a considerable impact on containing county jail back ups resulting from the Executive Order.

Fiscal year 1982 marked the first full year of implementing Governor Kean's "Prison Overcrowding: A Plan of Action." In following the plan, overcrowding, although still severe, has been alleviated by a number of actions taken to increase departmental bedspaces. They are:

1. The renovation and conversion of existing facilities at the Youth Reception and Correction Center, Yardville, the Youth Correctional Institutions at Annandale and Bordentown, the Training School at Jamesburg and the Mid-State Correctional Facility (formerly the Ft. Dix Stockade, gained under lease agreement with the federal government);
2. The construction of new facilities at Rahway State Prison Minimum Security Compound, Southern State I and II and two additional housing units at Trenton State Prison;
3. Construction of prefabricated modules and trailers at Leesburg State Prison, the Youth Correctional Institution, Annandale and the Correctional Institution for Women, Clinton;
4. Contracting for bedspaces with the counties of Mercer, Sussex and Cape May; and,
5. Acquisition and renovation of Yepsen Unit, formerly a part of the Department of Human Services.

The result of these completed renovations, conversions, constructions and contracts has been the addition of approximately 3000 bedspaces since February 1, 1982. Of these bedspaces, nearly 1000 were brought on line in FY84. The plans which have been initiated for the construction of new facilities at Camden, Newark, several prefabricated modules and the County Assistance Program will provide over 2000 additional bedspaces by October 1, 1986. These construction and contract projects have been made possible through approval of the \$170 million Correctional Facilities Construction Bond Act of 1982.

In addition to funding expansion of state correctional system capacity, \$36 million from the 1982 Correctional Bond Issue has been allocated to fifteen counties participating in the County Assistance Program (CAP), Phase II. Under provisions of the program, interested counties made application to the department for funds to assist in expansion of existing correctional facilities or construction of new correctional facilities. Each

county receiving CAP funds agreed to house a designated number of state inmates in their new or expanded facilities as partial repayment for funds received. Combined with a similar allocation from the 1980 Bond Issue, the department will ultimately realize over 700 beds for state inmates in county facilities. This joint state/county planning effort will ensure that housing for a select group of non-violent state offenders will be provided in their own counties, in close proximity to family and support services which are crucial for enhancing offender reintegration into the community. This effort will serve to reduce overcrowding while improving re-entry services to inmates through housing in local facilities.

Since much effort has been expended to provide new or enlarged facilities, there has also been a corresponding need to increase custody staff. To accomplish this, the Correction Officers Training Academy and Staff Development Center conducted intensive training programs which provide four weeks of State Basic Correction Officer Training, in addition to other specialized training programs, to more than 1800 state and county correctional personnel during the fiscal year.

The department continued efforts to separate juvenile offenders from adult offenders through the acquisition of the Yepsen Unit located at Johnstone Training and Research Center. A complete separation was accomplished in November 1983, when the Juvenile Medium Security Unit, formerly situated at Yardville, relocated to the recently renovated Yepsen Unit.

The department devoted much of the year to carrying out the Governor's Management Improvement Program (GMIP). Extensive studies have been performed in many aspects of departmental operations for the Long Term Strategic Issues Component of the GMIP. This approach aims to relieve overcrowding, allow for cost containment and efficiency in prisons and establish long-term planning to provide for better organization.

In fiscal year 1984, a number of the department's operational units were successful in achieving accreditation status, granted by the Commission on Accreditation for Corrections. The Training School for Boys, Skillman, Youth Reception and Correction Center, Yardville, Adult Diagnostic and Treatment Center, Avenel and Correctional Institution for Women, Clinton have all achieved accredited status this fiscal year. The Bureau of Parole was re-accredited, while both the Youth Correctional Institution, Bordentown and Adult Community Service Center, Newark House were formally enrolled as candidates for re-accreditation. The department is proceeding with plans to achieve similar status for the remaining institutions.

Several new and revised laws enacted during the year have impacted on the operations of the department.

The Capital Punishment Statute, Chapter 111 of the Public Laws 1982, and the method for carrying out executions (lethal injection) were approved in fiscal year 1984. The construction of the Capital Sentence Unit for housing inmates under sentence of death was completed as part of the new construction at Trenton State Prison, Phase II. Also completed were department standards and procedural guidelines concerning the operation of the Capital Sentence Unit and execution by lethal injection. These were developed by an ongoing Capital Sentence Committee. The aspect of the Capital Sentence Law that will impact most on the department, however, is the provision for mandatory 30 year sentences for convicted murderers not sentenced to death. This provision will result in a substantial increase in the average length of stay for the prison population.

Two other key laws were enacted. One appropriated funds for construction of a 1,000 bed medium security prison in Newark. The other appropriated \$325,000 for additional personnel to the Bureau of Parole so that supervision might be enhanced through caseload reduction.

ORGANIZATION OF THE DEPARTMENT

The Department of Corrections is organized into four separate divisions and other administrative units that report to the Office of the Commissioner. The four divisions are: Administration, Adult Institutions, Juvenile Services and Policy and Planning.

OFFICE OF THE COMMISSIONER

Mission

The Commissioner is responsible for administering and organizing the work of the Department of Corrections in such organizational units necessary for the efficient and effective operation of the department; formulating, adopting, issuing and promulgating rules and regulations for the efficient conduct of the department and agencies and employees within its jurisdiction; determining all matters of policy; determining all matters relating to the development of the agencies within the jurisdiction of the department; and other related activities necessary to the proper administering of a state department.

Major Objectives

The following are major objectives of the department:

- To provide confinement of those offenders whose demonstrated propensity to acts of violence requires their separation from the community.
- To insure that all persons committed to the state correctional facilities are confined with the level of custody necessary to protect the public.
- To direct the activities and resources of the department to provide offenders with the care, discipline, training and treatment needed to prepare them for reintegration into the community.
- To provide for the timely and efficient collection and analysis of data regarding the correctional system to insure the continuing review and evaluation of correctional services, policies and procedures.
- To develop community-based facilities and programs for those offenders who can benefit from such programs and be

safely housed under reduced security.

-To insure that juvenile offenders are separated from adult offenders and receive services directed toward their special needs.

-To meet the standards for accreditation and be awarded accreditation by the Commission on Accreditation for Corrections.

The following administrative units report directly to the Commissioner's Office:

Public Information Officer;

Internal Affairs Unit;

Juvenile Detention and Monitoring Unit;

Affirmative Action/Equal Employment Opportunity Office;

Office of Educational Services; and,

Intensive Supervision Program.

PUBLIC INFORMATION OFFICE

The Public Information Office is responsible for maintaining and increasing public support for the department by developing and disseminating information relative to correctional philosophy and programming to the press, the general public, governmental agencies, community and social organizations and to department personnel. It publicizes the effectiveness of innovative programs and coordinates all public communications, including speaking engagements, interviews, press releases, tour groups and department pamphlets. The office responds to media queries as well as public inquiries and complaints.

INTERNAL AFFAIRS UNIT

The Internal Affairs Unit conducts investigations on inmates, staff and civilians with the purpose of gathering information pertinent to operations of the department. The unit is responsible for all criminal investigations within the department and provides investigative services to the superintendents at the various institutions.

The unit acts as a liaison in the exchange of information with other law enforcement agencies; obtains and disseminates intelligence information regarding activities which are counterproductive to the goals and aims of the department. The unit assists in the preparation of cases for prosecution by the Attorney General's Office or County Prosecutor's Office, and acts as a witness for the state in formal hearings or court proceedings. The unit is responsible for the handling and safekeeping of all evidence and supervises the activities of the Central Office Security Unit.

JUVENILE DETENTION AND MONITORING UNIT

Pursuant to N.J.S.A. 2A:4-57 and 30:1B-10, the Department of Corrections must approve all juvenile detention facilities in the state. The Juvenile Detention and Monitoring Unit was established to carry out this statutorily mandated function. In addition, the unit must monitor the department's compliance with the Juvenile Justice Delinquency Prevention Act of 1974, sections 223(a), (12), (13) and (14). These responsibilities are carried out through physical inspections, program evaluations, program development and the provision of technical assistance.

The unit has been instrumental in bringing county juvenile detention facilities into substantial compliance with the Manual of Standards for Juvenile Detention Facilities. One area in which the unit has focused is fire safety; through efforts of the unit, the detention facilities are substantially more fire-safe than prior to the unit's existence. In addition, the unit has uncovered and resolved many serious violations at the facilities. Without this unit, many physical facility violations and program deficiencies might continue in detention facilities across the state.

This unit helped to facilitate the separation of juvenile offenders from adult facilities. A complete separation was accomplished in November 1983, when the Juvenile Medium Security Unit, formerly situated at Yardville was relocated to the renovated Yepsen Unit located at Johnstone Training and Research Center.

AFFIRMATIVE ACTION/EQUAL EMPLOYMENT OPPORTUNITY OFFICE

This office establishes and maintains an affirmative plan of action to ensure equal employment opportunities for all applicants and employees of the Department of Corrections and to implement the letter and spirit of the federal and the state equal employment opportunity directives in order to provide true equality in all employment matters.

OFFICE OF EDUCATIONAL SERVICES

This office supervises the educational programs in the state correctional facilities and approves all personnel hired for these programs. It establishes, operates and monitors primary, secondary and vocational programs which meet the educational needs of school-age inmates under the department's jurisdiction. In addition, this unit affords the appropriate credit and certification for successful completion of such programs. Within available appropriations, the unit establishes adult post-secondary and college programs for institutional residents, offered by institutions licensed by the Department of Education or the Department of Higher Education. Also, this unit assists in the operation of recreational services at facilities operated by the Department of Corrections.

INTENSIVE SUPERVISION PROGRAM

In response to the prison overcrowding crisis the legislature funded an Intensive Supervision Program to be operated by the Administrative Office of the Courts on an experimental basis. This program is designed to test whether an intermediate form of

punishment, one which would be less costly than prison, but much more onerous than traditional probation, will achieve the criminal justice objective of deterrence--general and specific--as well as rehabilitation. This experiment is frankly innovative since it has never been tried before in New Jersey. While success of any social program cannot be assured, particularly one that attempts to deal positively and constructively with persons who have not succeeded elsewhere and which also intends to guard society against future criminality, nevertheless, this program has been carefully designed to present a realistic and tough-minded approach to one of the most difficult problems facing society today.

This program began in September of 1983 is also part of the Governor's Plan toward alternatives to incarceration. By the end of the fiscal year 1,456 applications had been reviewed and 158 inmates released to the program.

Major Developments

The Department of Corrections continues to reflect progress in the hiring and promotion of minorities and women. The department's 1984-1985 Supplemental to the Affirmative Action Plan was completed and revised to include new goals and timetables. The department's EEO policy and Commissioner's Statement are given to all new employees. Seminars are conducted as part of the new employees' and correction officers' basic training programs. Special recruitment for women and minorities are conducted on an as needed basis.

The overall employment goals for 1983-1984 were substantially met and the department has established its most aggressive goals ever for the 1984-1985 fiscal year.

During FY84 the Office of Educational Services conducted its mission to effect the development and implementation of educational and vocational education programs on a systemwide basis and to ensure compliance with state and federal educational codes and regulations. This was done through the cooperative working relationships with Superintendents and Supervisors of Education at the various Institutions and facilities. Many of the educational programs and services provided represented new and innovative ideas. They offered residents the opportunity to participate in contemporary learning systems, helping them to develop better learning skills and to prepare for future career opportunities.

The Juvenile Detention and Monitoring Unit has been successful in meeting its goals. Inspections have been conducted and reports and recommendations submitted. This unit continues to monitor state compliance with Sections 223(a), (12), (13) and (14) of the Federal Juvenile Justice and Delinquency Prevention Act.

The Internal Affairs Unit conducted all investigations assigned to it by the Commissioner and the Joint Committee on Prison Investigations. The unit prepared and reviewed extensive correspondence, investigative, and statistical reports for submission to the Commissioner and appropriate law enforcement agencies. The unit conducted thorough and comprehensive background investigations on prospective employees and volunteers. In addition, in-depth background checks were conducted on all employees who have access to the CCH computer terminals, as required by Federal Law. The unit provided forensic science services such as polygraph examination, psychological stress evaluation, document examination, forensic hypnosis, narcotics and alcohol testing, crime scene photography and latent fingerprint analysis.

Media calls to the Public Information Office increased as the inmate population increased during the year. An average of 30 calls from electronic and print media were recorded during office hours, with as many as 80 such calls received following occasional untoward events. Additional calls were answered during evenings, weekends and holidays. Institutions reported incidents which were recorded and filed, and responses were provided to legislators, the general public, community organizations and governmental agencies. An average of 50 newspaper clippings of stories involving the department were disseminated weekly to 41 key personnel throughout the department. The two-person office also publicized newsworthy initiatives and coordinated public communications and interviews.

OFFICE OF THE DEPUTY COMMISSIONER

Mission

The mission of the Office of the Deputy Commissioner, working in conjunction with the Commissioner, is as follows:

- To develop programs and policies required to fulfill the department's responsibilities and objectives;
- To direct and supervise the activities and functions of the department's diverse organizational units.

The following units are directly responsible to the Deputy Commissioner.

Office of Institutional Support Services;

Office of the Ombudsman;

Disciplinary Hearing Program;

Standards Development Unit;

Chaplaincy Services;

Legal Services;

Purchase of Services;

Legislative Liaison; and,

Coordinator, Paroling Authority.

OFFICE OF INSTITUTIONAL SUPPORT SERVICES

Fiscal year 1984 was a busy period for facilities and construction with activity centered on increase of bedspace throughout the department. This period saw the opening of the Southern State Correctional Facility and Juvenile Medium Security Facility, work on a 48 bed prototype dormitory at Clinton, and detention units at Training School for Boys, Jamesburg and Youth Correctional Institution, Annandale. Construction was started at Camden and site work began in May 1984, at Newark.

Farm operations began processing yogurt and plan to add cottage cheese. The yogurt product was well received.

In the spring of 1984, a simulation of execution procedures was conducted at Trenton State Prison. The Health Services Coordinator and Director of Medical Services participated.

The department's urine monitoring program was challenged in Federal Court. The settlement required issuance of new procedures and use of confirmatory tests for positive test results.

OFFICE OF THE OMBUDSMAN

The Office of the Ombudsman provides a concerned medium within which inmates can seek redress for problems and complaints outside of established operational units. The office functions independently from the administration of the operational units and this detachment enables the development of trust, confidentiality and objectivity between ombudsmen and inmates. Ombudsmen are expected to be alert and to follow through on any violation of due process, to observe that basic living standards are met, to be especially responsive to allegations of staff brutality and to observe searches and crisis situations, as required.

During this year, the Ombudsman's Office averaged 275 inmate interviews and 1,000 telephone calls each month. The institution requiring the most interviews was Trenton State Prison. Commensurate with the increased inmate population, overall workload substantially increased.

DISCIPLINARY HEARING PROGRAM

This unit insures the successful implementation of an impartial, objective, effective inmate discipline hearing program at all of the prison and young adult facilities, and at the Jamesburg Training School. It ensures that practices and procedures for processing and adjudicating disciplinary infractions are observed

in accordance with the U.S. Supreme Court case of Wolff v. McDonnell, the N.J. Supreme Court in Avant v. Clifford and standards set forth in the Department of Corrections' Administrative Plan Manual.

Disciplinary hearings this year averaged 3,000 per month, with a high of 3,511 and a low of 2,719. Statistics for the year showed an increase in charges for fights, assaults, and threatening at most institutions.

In January 1984, a hearing officer began serving at the Adult Diagnostic and Treatment Center, where an adjustment committee had previously been operating. The program continues to operate at Trenton, Rahway, Leesburg, Vroom Readjustment Unit, Youth Correctional Institution - Bordentown, Youth Reception and Correction Center - Yardville, Training School for Boys - Jamesburg, Clinton Correctional Institution for Women, Mic-State Correctional Facility and Southern State Correctional Facility.

In order to improve the quality of disciplinary hearings, use of confrontation and cross examination were actively encouraged. The results were positive.

STANDARDS DEVELOPMENT UNIT

This unit is responsible for development, maintenance and distribution of department standards for all administrative and operational units. Newly developed or revised standards are provided to all users of the Administrative Plan Manual to ensure that standards are implemented and applied consistently throughout the department.

During the year, substantial effort was expended and progress made. A total of 72 standards were revised or newly developed. Two of the major new standards developed were CAPITAL SENTENCE UNIT and LETHAL INJECTION.

LEGAL SERVICES

Paralegal training programs were held for Trenton State Prison, Southern State Correctional Facility, Adult Diagnostic and Treatment Center and Rahway Camp during the year. In addition, a program "How To Use The Law Library" was presented to inmates at Youth Reception and Correction Center, Yardville and Youth Correctional Institution, Annandale.

Inventories of institutional law libraries were conducted and research performed.

COORDINATOR. CHAPLAINCY SERVICES

Successful recruitment, interviewing and hiring took place for a Protestant and Catholic chaplain for Southern State Correctional Facility and for a Muslim Imam for Trenton State Prison.

Three "Days of Awareness" programs were held to provide the public an opportunity to learn about our institutions. They were held at Rahway State Prison and Youth Reception and Correction Center, Yardville in October and at Leesburg State Prison in April.

In an effort to increase understanding and communications with other staff, an interdisciplinary training program on the role of the chaplain was held with approximately 35 institutional staff in attendance. A presentation on chaplaincy is now included as part of the Correction Officers Training Academy curriculum for correction officers.

PURCHASE OF SERVICES

In April 1984, the Purchase of Services Unit was transferred from Adult Institutions to the Office of the Deputy Commissioner. Between April and the end of FY 1984 negotiations were begun with Turning Point, a drug program in Blackwood; CURA, an Hispanic drug program in Newark; and with Damon House in New Brunswick for juveniles.

There continued to be a fairly large number of inmates returned for positive urines, thereby creating a high turnover. Clinton House is undergoing major renovations for life safety features.

DIVISION OF ADULT INSTITUTIONS

Mission

Pursuant to New Jersey State statutes and department standards, the mission of the Division of Adult Institutions is to direct and supervise the major operational and programmatic activities at the following institutions:

State Prisons at Trenton, Rahway, Leesburg,
Mid-State and Southern State;
Correctional Institution for Women, Clinton;
Adult Diagnostic and Treatment Center; and,
Youth Correctional Institutions at Annandale,
Bordentown and Yardville.

The division also provides general supervision of the Bureau of County Services, the Bureau of Community/Professional Services and the Office of the County Coadjutor.

Concerns

Continued overcrowding in the adult institutions, in concert with the significant back-up of state-sentenced inmates in the county jails, remains a primary concern of the division. Continued record high population counts were realized at all of the adult institutions during the year, with the Deputy Director's Office coordinating the intake of 5,716 newly sentenced inmates through the Prison and Youth Receptor Centers. The back-up of state-sentenced offenders in county jails peaked early in the fiscal year with 1,059 offenders. The combined effect of increased parole releases through calendar year 1983 and the opening of Southern State Correctional Facility in the first quarter of 1984 with almost 500 beds caused a large drop in the county jail back-up population to 762 in March 1984. This figure reflects the lowest number of state-sentenced offenders in county jails awaiting transfer since October 1981.

Resident counts for the prison and youth complexes was 10,063, at the end of FY 1984, up 17% from the same period last year. The prison complex was up 24% - to 7,131 - while the youth complex was up 3% to 2,932.

The Capital Sentence Committee met several times during the year to cover issues that arose concerning the Capital Sentence Unit. One such issue concerned the construction of the execution chamber. The unit housed 7 inmates by the end of the year.

Accomplishments

Construction completed during this fiscal year has added a total of 1,581 bedspaces. Major additions included the openings of Southern State I and II, Trenton State Prison - Phase II and the Juvenile Medium Security Unit.

Even with the vigorous construction efforts already completed and the additional facilities - Camden and Newark Prisons - scheduled to open, the population increase is unlikely to subside in the near future. Data suggests that the number of committed offenders will continue to increase, while those committed, especially under current provisions for mandatory minimum sentences, can be expected to serve lengthier sentences. Imposition of lengthier sentences serves to exacerbate the serious problems presented by the increase in volume of new commitments alone, through an increase in average length of stay (bedspace turnover rate).

In terms of community based alternatives, much continues to be accomplished. The monies allocated from the 1980 Bond Issue and 1982 Corrections Facility Bond Issue, have enabled several counties to expand and renovate their facilities. In return for these funds, each participating county has agreed to house a specified number of state inmates in the new or expanded facility. Much effort has been expended by the Bureau of County Services participating in meetings regarding construction and/or renovation projects and construction of new and expanded county jails.

Mercer and Gloucester Counties are already housing state inmates through the contractual agreements. Passaic County is expected to start housing state inmates early in FY 1985. Additionally, Ocean County has expressed an interest in arranging a contractual agreement to house thirty state inmates.

This past fiscal year brought the formal opening of the new Hunterdon County Jail.

The Bureau of County Services inspected or re-inspected over 400 municipal lock-ups and conducted 35 inspections of county jails.

Both the Bureau of County Services and the Bureau of Community and Professional Services have been diligent in efforts to maintain optimal capacities in community service centers, community based residential facilities and county correctional facilities that house state inmates under contract with the department.

As of March 1, 1984, supervisory responsibility for both Newark and Essex House was transferred to the Bureau of Community and Professional Services.

Newark House conducted an open house, marking its tenth anniversary in operation.

The Bureau of Community and Professional Services continues to monitor the Furlough Program, Work/Study Release Program, Community Service Centers, Hispanic Social Service Team and Social Work Advisory Committee, in addition to placing alcoholic offenders in four contracted community treatment alcohol facilities.

DIVISION OF JUVENILE SERVICES

Mission

The primary mission of the Division of Juvenile Services is to develop and administer a broad range of programs for juveniles which deliver a variety of services. The services cover a continuum, from pre-dispositional alternatives through Institutionalization, to after-care services. The division was established to meet the legislative mandate embodied in the department's enabling statute "... to separate juveniles from adult offender population and develop programs and services for juvenile offenders which recognize their special needs. . ."

The division is comprised of the following institutions, bureaus and units:

Training School for Boys and Girls, Jamesburg

Training School for Boys, Skillman

Juvenile Medium Security Unit

Bureau of Community and Residential Services

Juvenile Female Programs

Concerns

During the fiscal year, the division had a total of 1,124 youths committed to its jurisdiction by the 21 county courts of New Jersey. This number shows a slight decrease over the previous year's figure of 1,270 commitments.

Due to overcrowding at the Juvenile Reception Unit and a lack of bedspace for juvenile offenders committed to the division's care and custody, an average of 46 juveniles per month, sentenced to the department, remained within county jurisdictions awaiting placement with the division. Increases and decreases in the waiting list coincided with the schedules of the courts - that is, a higher number of commitments prior to summer and a lesser number toward winter.

During fiscal year 1984, the average daily juvenile population in secure facilities was 563, 4% less than the previous year. Community program participants, during the same period of time numbered 430 - an increase of 13% over the previous twelve months. Female commitments totaled 48, a decrease of 9 from the previous year. Female probationers totaled 39 at Alpha House. Total juveniles under jurisdiction of the division numbered 1,011 at the end of the year, an increase of 3 over the past year.

Four new programs were implemented during the past twelve months. These include the Damon House, Union Day, Probationfields and Elizabeth Day programs. The contract with the New Hope program was terminated. An additional residential program, was implemented during this period. The program - Cedar Run - is situated within the boundaries of Double Trouble State Park. The program is similar to the Jamesburg Home Environment Learning Project (HELP) concept - differing only in that it takes youngsters below the age of 14 from the Skillman Training School population.

Under the aegis of Title II-A, Job Training Partnership (previously known as CETA), several programs have been developed during FY 1984. The programs are designed to provide ancillary services and alternatives to correctional placement of juveniles. Ocean County Community College is engaged in a \$75,000 program to provide basic job training and remedial education with the use of computers. Atlantic County Community College, linked with the Division of Juvenile Services in the Southern Region, is a similar project funded by \$74,000. In the central section of the state, Middlesex County Community College is involved in an \$85,000 grant program which provides services to forty youngsters from the Jamesburg Training School and the community-located DOC Corps Program.

The Juvenile Medium Security Unit became fully operational as a separate institution during the past year. This facility, formerly known as the Yepsen Unit of the Department of Human Services at Bordentown, provides 118 beds. In addition, it serves as the secure site of operations for GENESIS, the Violent Juvenile Offender Project, providing a ten bed unit for that program.

A fire at the Highfields Unit left the physical plant with considerable damage. There were no injuries to staff or residents due to the unforeseen accident. Temporary quarters for residents were provided by the Skillman Training School.

The division assumed temporary administrative responsibility for the Hudson County Youth House after many untoward incidents from the facility were reported. The Commissioner, utilizing his authority to ameliorate a deteriorating situation, requested on-site supervision and reorganization of operations at the county juvenile facility. Various personnel from the division - central office and field staff - provided much assistance in stabilizing the unit and returning it to county control in six months.

After many months of planning and rehabilitation of physical plant structures at Fort Hancock (Sandy Hook National Park), Cottage 3 Project, which was formerly housed at Jamesburg Training School, was moved to the new location. Fort Hancock offers the division an opportunity to provide, for the first time, a direct linkage with the federal government through utilization of their physical plant to provide a wide variety of work details for the youths. Work projects will be tied to the

federal park (Gateway National Park) and to the fort itself. The assigned juveniles, under guidance and tutorage of skilled vocational craftsmen, renovated Building 119, which then became fully operational. Another renovation project is on-going.

Arrangements between the division and Glenn Mills School in Pennsylvania have offered a unique placement alternative for certain juveniles sentenced to Jamesburg. Several youths have been placed there for residential programming. Additionally, staff from other programs within the division have visited Glenn Mills to learn new techniques and modalities of juvenile correctional programming.

During the latter part of FY 1984, many units participated in county and local CETA funded programs. The programs allowed youths to provide various community service functions and to receive nominal hourly wages. Division staff view the programs as further cooperative agreements between the community and the division.

The division is currently involved with the Philadelphia International Program (PIP). PIP is a graduate student exchange program with foreign countries, placing trained and developing correctional personnel in United States correctional programs. The purpose of the exchange program is twofold - training and consultation. Students with experience and advanced degrees receive on-site training at our juvenile programs and, in return, provide their experience, expertise and consultation to our staff and programs. Success of this program has lead to the expansion of PIP involvement from two students to four students during the forthcoming year.

The Violent Juvenile Offender Project - GENESIS - received another continuation of funding. Previously funded by a contract with the National Council on Crime and Delinquency, the current funding cycle is under fiscal assistance from the federal Office of Juvenile Justice and Delinquency Prevention. Funds exceed \$400,000 for the continuation effort through 1985. Because of complications with security, the unit was removed from the Essex County Youth House and relocated to the Juvenile Medium Security Facility. A separate ten bed unit is provided at JMSF for GENESIS' first phase programming. The move was coordinated and approved by NCCD and OJJDP consulting management. Secure, residential and independent living phases of the program are operative and provide specialized services to the violent juvenile offenders. Urban/Rural Systems Associates, the research component of the funding arrangement, has been involved in tracking participants and completing research. Of the original five national programs, GENESIS remains as one of two remaining research projects. GENESIS remains in full operation and meets the rules and regulations imposed by the funding agency.

The division, after submitting a preliminary proposal for funding to the United States Department of Health and Human Services, was notified to submit a full application for a demonstration project

in New Jersey. The project, Preventing Juvenile Delinquents Having Been Abused as Children from Becoming Abusive Parents, will focus on female juveniles under jurisdiction of the division. Indications to date are that funding will be received during FY 1985.

The SLEPA funded Juvenile Advocate Project initiated a pilot project designed to assist in finding alternative placements for juveniles who are in danger of being committed to Jamesburg Training School. Funding of \$140,000 allows for operations in seven counties. These counties were selected due to their disproportionate number of commitments in relation to their youth population and lack of available alternative placements during previous years. Counties with operational "Advocate" personnel include Atlantic, Cumberland, Mercer, Salem, Somerset and Warren.

A grant of \$70,000 from the New Jersey Division of Mental Retardation was received during the latter part of the fiscal year. The funds will be used to implement a unit similar to the successful Home Environment Learning Program (HELP). This second facility, capable of serving another group of eight youngsters with mental health and retardation problems, will provide for a family type treatment program.

The division has entered into a private sector initiative with the RCA Corporation. The project will focus on chronic serious juvenile offenders. After several meetings and much research, a final application was submitted to the Office of Juvenile Justice and Delinquency Prevention. The project may be funded during FY 1985. The division is highly optimistic about receiving funds and a subsequent contract with RCA. The concept of private sector programming, engaging in correctional projects, is unique and should provide a new avenue for juvenile correctional intervention strategy.

Pre-dispositional teams have been established in a pilot program to review juvenile commitments to the division. The possibility exists to develop alternatives to commitment vis-a-vis judicial modification of dispositions through recall, probation, mandatory community programs and other viable placement alternatives. The most successful team approach so far is in Middlesex County and involves many agencies of the criminal justice system.

Communications were initiated with various Joint Training Partnership Act programs. They involved the counties of Passaic, Morris, Essex, Hudson, Mercer, Burlington and Somerset. Contact with Private Industry Councils (PIC) should ultimately result in funding programs for youths placed in local and county correctional programs - another positive placement alternative for youngsters in trouble within the juvenile justice system.

The 3 year SFEA (Thorough & Efficient Education Act) Plan for the Bureau of Residential and Community Programs was completed and submitted to the Office of Educational Services.

Division community-based programs received favorable publicity in various local newspapers. One example of positive publicity was an article in the Trenton Sunday Times, entitled "Successful Alternative to Institutional Lockups for Juveniles."

The division has continued to receive weekly donations of periodicals from the United States Postal Service and a private news dealer. Additionally, a New York publisher's consultant has made two donations of hard-back books covering 110 titles. Materials were distributed to all units of the division, with excess given to adult facilities and county juvenile detention centers.

The Campbell Soup Company donated approximately 200 cases of food products. Jamesburg Training School was the primary beneficiary, with other units benefiting based upon their need for ancillary food supplies.

A special public relations release was prepared during the year as an effort to increase the public's awareness of the division. The brochure emphasizes the accomplishments, priorities and future plans of the Division of Juvenile Services. The publication has already been viewed by legislators, agency personnel and interested sister states.

DIVISION OF POLICY AND PLANNING

Mission

The overall mission of the Division of Policy and Planning is the development of formal policies which provide direction to the operations of the department's various units, and provision of correctional field services to offenders released to the community. Under the general supervision of the Assistant Commissioner, the Division of Policy and Planning is organized into the following units:

Bureau of Correctional Information and Classification Services;

Bureau of Parole;

Bureau of Management Information Systems;

Bureau of Training;

Policy Analysis and Planning Unit;

Records Management Unit; and,

Standards Management Unit.

Concerns

Rising inmate populations and the construction of new facilities continue to have significant impact on the Division of Policy and Planning. This fiscal year marks the second year of implementing plans of actions required by the Governor's Management Improvement Program. Much of the year was spent planning to cope with present and future inmate population increases.

The overcrowding problem, coupled with increased admissions, continues to place severe pressure on staff within the division. Several bureaus have experienced significant increases in workload resulting from the larger offender population and concomittant services required to meet their needs. Only the Bureau of Parole received limited additional resources, while the other bureaus received no additional funding.

Accomplishments

A comprehensive Five-Year Data Processing/Office Automation Master Plan was developed with consultants from Science Management Corporation (SMC). As a result of this research, it

was determined that 17 mini-computers were needed, one for each of the institutions. Additionally, in conjunction with the Master Plan, approval was received for the establishment of a new bureau within the division. The Bureau of Management Information Systems will be responsible for the implementation and monitoring of all data processing/office automation initiatives within the department.

BUREAU OF TRAINING

In fiscal year 1984, the Bureau of Training provided training for over 1,800 state and county correctional personnel in its various programs. The bureau, as a result of overcrowded department facilities, has provided emergency training of custodial personnel at a rate of 3 1/2 times the number trained two years ago. To a large degree, overcrowding was also an issue in county facilities and has contributed to the unusual training demands placed on the bureau.

Although the bureau was hampered by consequences of overcrowding - accelerated hiring of correction officers, a backlog of untrained correction officers, reduced training staff and budgetary restraints - it was still able to creditably meet the training needs of the department and county correctional facilities.

A comprehensive review of issues relating to the recruitment, training and evaluation of the department's correction officers was completed and reported by the Recruitment and Training Task Force. Several recommendations were implemented as a result of this effort.

STANDARDS MANAGEMENT UNIT

The Standards Management Unit was actively involved in assisting the department's facilities in achieving accredited and re-accredited status.

The Training School for Boys-Skillman, Youth Reception and Correction Center-Yardville, Adult Diagnostic and Treatment Center-Avenel and Correctional Institution for Women-Canton have all achieved accredited status this fiscal year. Mid-State Correctional Facility, Community Services Center-Essex House, and Leesburg State Prison have been enrolled in the accreditation process and are currently working toward achieving the necessary requirements. The Youth Correctional Institution-Annandale has been internally preparing for its forthcoming enrollment in the accreditation process.

The Bureau of Parole was granted re-accredited status, while both the Youth Correctional Institution-Bordentown and Adult Community Service Center-Newark House were formally enrolled as candidates for re-accreditation.

BUREAU OF CORRECTIONAL INFORMATION AND CLASSIFICATION SERVICES

The Systems and Communications Data Center successfully ran the conversion programs to implement the department's new OBSCIS system. The conversion process was a major step in implementing the new on-line system. In addition to verifying and editing system files and data, the new population movement and offender characteristics data have been entered. Twenty-two remote terminals and printers have been installed at adult institutions and district parole offices.

A computer-produced data tape was sent to the Social Security Administration. This tape is used to check for illegal recipients of Social Security benefits who are under the jurisdiction of the department.

JUVENILE SCREENING TEAM

Each month during the fiscal year the Juvenile Screening Team reviewed an average of 80 cases, referred an average of 10 cases to the Division of Youth and Family Services, effectuated an average of 4 placements, and closed a average of 5 cases due to parole or termination. In addition, the team continued to provide guidance and direction on the various placement activities with the Division of Youth and Family Services field staff, district parole offices, probation departments and the Division of Juvenile Services.

OFFICE OF POLICY ANALYSIS AND PLANNING

This office has been involved with several major projects. Continued extensive support has been provided to the Criminal Disposition Commission and the Governor's Management Improvement Program (GMIP). Major planning endeavors have been established from the GMIP Strategic Plan. Substantial efforts have been expended in developing a population and bedspace projections model.

One result of their efforts has been the completion of 1984-86 population projections for the Governor's Office. This office was responsible for coordinating the data flow between the department, the State Parole Board, the Division of Criminal Justice and the Administrative Office of the Courts.

Other accomplishments include the completion of the Department's Annual Report for fiscal year 1983, securing and reporting information for outside survey requests, a survey of eight correctional jurisdictions in conjunction with the Bureau of Training regarding correction officer recruitment and training practices, preparation of materials on behalf of the Commissioner and securing and analyzing data for responses and/or hearings before numerous committees such as, Office of Management and Budget, U.S. Senate's Criminal Law Committee, Criminal Disposition Commission, etc.

RECORDS MANAGEMENT UNIT

All inactive indeterminate records from Youth Correctional Institution-Annandale and Youth Correctional Institution-Bordentown have been centralized at Yardville Reception and Correction Center.

More than 600 linear feet of prison classification files have been transferred to the Records Storage Center of the Division of Archives and Records Management. Plans for storage of additional records were delayed as a result of an unfortunate accident at the Records Storage Center. This accident has also severely hampered retrieval of previously stored records.

BUREAU OF PAROLE

Concerns

The number of offenders supervised by the bureau increased 13%. The July 1983 caseload of 11,601 increased to 13,312 by June 1984 (12,469 cases in New Jersey and 848 cases out-of-state). During the fiscal year, the Bureau of Parole was assigned responsibility for supervising the caseload of New Jersey parolees transferred out of the state. This caseload of 848 parolees, previously assigned to the Bureau of Interstate Services, increased the total number of cases supervised by the bureau by approximately 6%. These out-of-state parolees added to the bureau's caseload, along with recently assigned responsibility for supervision of county cases, had a worsening effect on staff workload.

Of the 13,312 case total, 726 cases were county sentenced offenders paroled to the supervision of the bureau. This was the second year the bureau was responsible for the supervision of county offenders. The number of county sentenced offenders has remained stable.

Accomplishments

Of the 19,473 parolees supervised during the year, only 8.7% were returned as violators for new convictions or technical reasons.

Approval for three additional district parole offices was granted, along with additional staffing to reduce caseloads to a 1:54 ratio. Plans for establishing these new offices have been developed.

The computerized Parole Revenue Collection System specifications were finalized. This system will greatly assist the Bureau of Parole by providing district staff with information regarding the collection of fines, restitution and penalties. This computer system has been designed as a sub-system of OBSCIS, so as to take advantage of on-line inquiry and update features. The remote terminals and printers have been installed in each district office and will allow access to approximately 40,000 computer records of inmates currently under the department's jurisdiction.

Fiscal year 1984 was one of tremendous growth in revenue income. The collection of penalties, restitution and fines by the bureau was authorized by the Parole Act of 1979. Receipts for 1984 - amounting to \$360,000 - were 30% greater than those collected in 1983. Over \$700,000 has been collected by bureau staff since inception of the program, while an additional \$7 million have been assessed by the courts and remain to be collected.

During calendar year 1983, offenders under parole supervision earned nearly \$39 million. This represents an increase of almost \$6.5 million in earnings over calendar year 1982.

The Institutional Parole Office (Prison Complex) was dissolved this past year and each major institution now houses its own institutional parole staff.

A Parole Officers Benevolent Association has been formed and officers installed. The organization is in the process of adopting by-laws and collecting dues.

OFFICE OF INTERSTATE SERVICES

During the fiscal year, this office (formerly the Bureau of Interstate Services) was placed under the jurisdiction of the Bureau of Parole and continues to process out-of-state plans over 90 days.

Despite continued screening of parole violators, the transportation costs to return violators from out of state rose to \$59,000, almost doubling last year's expenditure. This year 138 parole violators and 10 escapees were returned, requiring 115 trips.

The unit is currently awaiting two new "police package" automobiles as replacement vehicles.

DIVISION OF ADMINISTRATION

Mission

The law which created the department granted the Commissioner "the authority to establish, organize and maintain in the department such administrative divisions to perform all necessary personnel, planning, budget and finance, facilities and equipment services for the department. . ." Consistent with this legislative authorization, the Division of Administration performs those administrative support functions as determined and assigned by the Commissioner. The division is also charged with the responsibility of providing general fiscal management and overall program direction of prison industry and farm operations.

Under the general supervision of the Assistant Commissioner, the Division of Administration is organized into the following units:

Bureau of Accounts and Audits;

Bureau of Budget and Fiscal Planning;

Bureau of Personnel;

Bureau of State Use Industries; and,

Grants Management.

Accomplishments

In an attempt to further streamline the department, division staff were extensively involved in coordinating: preparation of various Planning Document forms which detail the department's FY84-85 budget request within a specified target amount and increases above the target in priority order; a three year operating budget forecast; and a five year capital forecast. The division worked closely with the Office of the Commissioner and the State Office of Management and Budget in order to review the Governor's FY84-85 budget recommendations. As a result several modifications were made in the Governor's budget recommendations in support of the department.

The Governor's Employee Reduction Plan was finalized for the department. This plan establishes a maximum number of full-time employees on the payroll, by Institution, for each quarter projected through June 1985. The Administrative Advisory and Review Board's Steering Committee has been meeting with the Governor's staff to discuss this program.

The Bureau of Budget and Fiscal Planning conducted an analysis of institutional custody overtime expenditures for the period FY81-

83 to identify spending trends which could be anticipated in FY84. In preparation of the FY85 budget, bureau staff received instructions from Treasury and new planning document forms to be used when submitting the department's budget request.

Bureau of Audits and Accounts have, in addition to conducting audits of all the institutions' non-appropriated accounts and fixed assets, assumed responsibility for the accounting and bookkeeping operation for the Division of Juvenile Services.

Within the Bureau of Personnel, a survey was conducted regarding the turnover rate in the Correction Officer titles for all institutions during calendar year 1983. This was done in response to questions from the Joint Appropriations Committee.

Levels I, II and III of the Certified Public Managers Program commenced in November 1983 with 61 department employees attending. Levels IV, V and VI commenced in October 1983, with 17 individuals nominated to attend.

Within the Grants Management section, several grants were approved. Some of the more significant grants include: nine vocational education grants totaling over \$85,000, the Violent Juvenile Offender grant (which is a continuation grant of \$699,999 requested from NCCD for the second year of operation), a Youth Advocacy grant totaling \$140,000 and a \$170,000 grant to continue the department's Juvenile Monitoring Unit was approved by SLEPA.

The Bureau of State Use Industries was involved in numerous projects. A new standardized product code for all State Use products has been completed and entered in the bureau's computer. All finished products are now packaged in boxes stenciled with a product code and a brief description of contents. The coding system will facilitate inventory control and shipping operations.

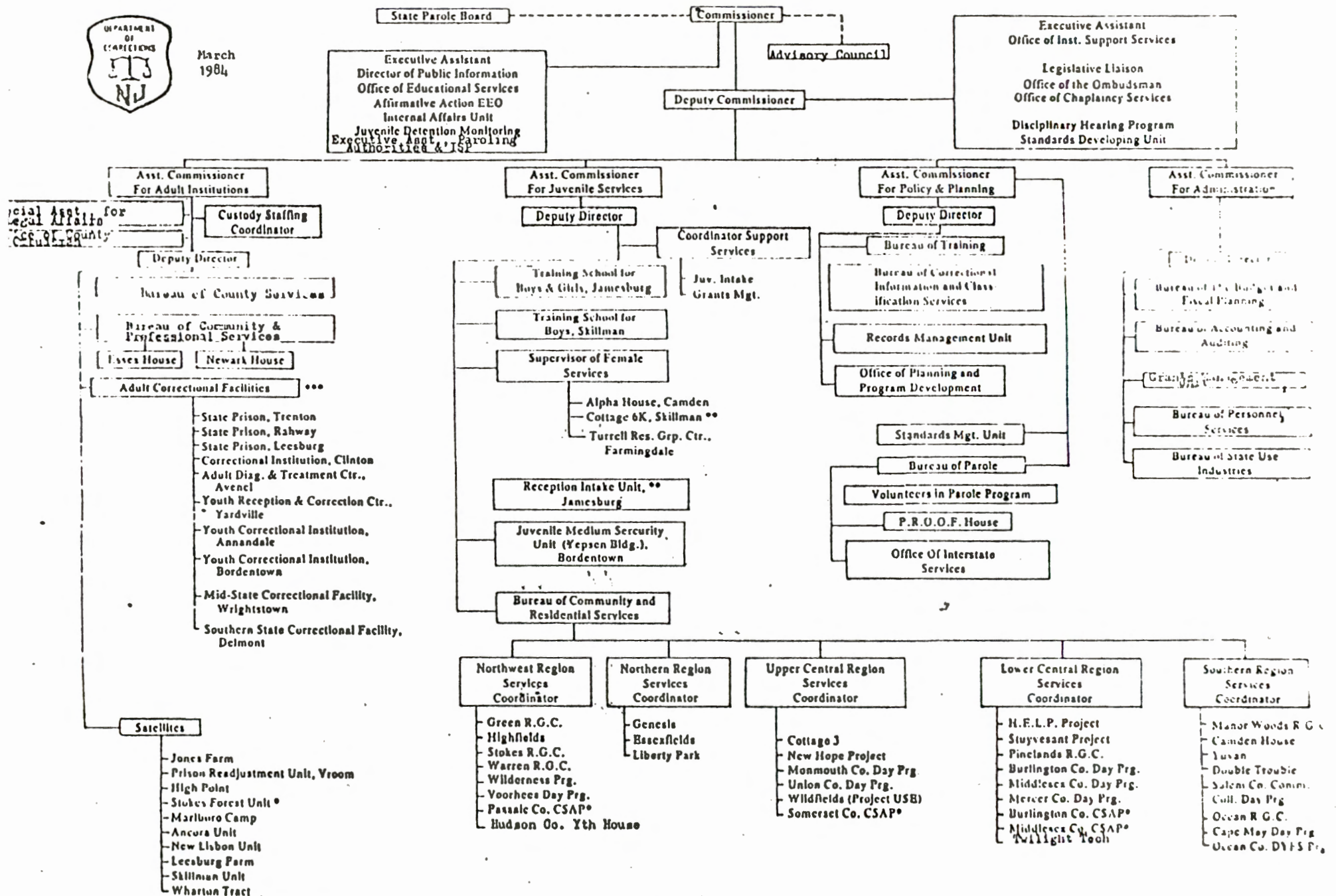
The bureau held an exhibit displaying its full product line in May, specifically for county purchasing officials. Representatives from 15 counties attended and responded positively.

Other projects include the Rahway Laundry Building, Annandale Industrial Building, the Clothing Program at Clinton, researching the glove industry at Clinton and the proposed industry operations at the Newark facility which include printing, clothing and metal furniture.

Two of the major projects accomplished by maintenance have been the storm/screen window replacement program and the addition of a trailer for the Office of Institutional Support Services.



March
1984



***Camden Prison - Under Construction
Newark Prison - To be Constructed

* Community Service Alternative Program
within County Youth Services

** Administratively this unit is under the
jurisdiction of the parent institution.

