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NEW JERSEY DEPARTMENT OF CORRECTIONS ANNUAL REPORT FY 1983

WILLIAM H. FAUVER
COMMISSIONER

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DEPUTY COMMISSIONER

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FOREWORD

I am pleased to present the Annual Report of the Department of Corrections for Fiscal Year 1983.

Fiscal Year 1983 has been marked as a 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, the Legislature and the general public.

In the forthcoming year, we shall continue plans 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 streamline the Department and contain costs as identified by the Governor's Management Improvement Program 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.



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. The name was changed to the Department of Human Services and 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 for 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."

"The Legislature further finds and declares that: (1) the environment for incarcerated persons should encourage the possibilities of rehabilitation and reintegration into community life; and, (2) the incarcerated offender should be protected from victimization within the institution."

ADVISORY COUNCIL

This Act also provided for an Advisory Council of seven citizen members who were appointed by the Governor, with the advice and consent of the Senate. These citizen members, who serve for four-year terms, are responsible for periodically reviewing issues and programs and making recommendations to the Commissioner in regard to services to offenders and employees and relative to lands, buildings and equipment.

Moreover, it is charged with developing programs to encourage cooperation between public and private agencies that relate to the Department of Corrections' mandate.

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 issue resulting from these laws continues to be overcrowding in adult and juvenile facilities at the State and County levels and constantly increasing parolee caseloads.

Since those statutes have been enacted, population has increased steadily, from 6,199 on September 30, 1980 to 10,872 on June 30, 1983, an increase of 75%. Fiscal Year 1983 has shown a continuing increasing population trend. The June 30, 1982 population of 9,806 increased by almost 11% to 10,872 on June 30, 1983. In spite of the addition of significant numbers of new state bedspaces, the county jail backup decreased only slightly. A corresponding shift occurred in the Bureau of Parole which experienced an increase of nearly 3,000 persons on parole during the past fiscal year. The total number of offenders supervised rose from 11,000 to approximately 14,000. A significant portion of this increase can be attributed to the added responsibility of offenders paroled from county correctional institutions.

The Penal Code established a new sentencing structure, including mandatory minimum sentences and fixed ranges for various categories of offenses. This act resulted in increases in lengths of stay of 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. One of the consequences of this act has been the establishment of rules and regulations which standardized the parole process throughout the Department. One other visible consequence has been an increase in the length of stay in the case of juvenile and young adult offenders.

The 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 and correctional facilities." This order was extended once by Governor Byrne through January 20, 1982 and Governor Thomas Kean has issued four extensions, the most recent of which is scheduled to expire on January 20, 1984. 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 1,174 on June 30, 1982 and decreased to 1,138 on June 30, 1983. Although this appears to be a rather slight decrease, it should be noted that the backup peaked at close to 1,600 in December, 1982. The increase in State bedspaces has, therefore, had a considerable impact on reducing county jail backups resulting from the Executive Order.

Fiscal year 1982 marked the first full year of implementing Governor Kean's report "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 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 and gained from an agreement with the federal government);
2. The construction of new facilities at Trenton State Prison, Phases I and II, and Rahway State Prison Minimum Security Compound;
3. The newly constructed, prefabricated modules and trailers at Leesburg State Prison, the Youth Correctional Institution, Annandale and the Correctional Institution for Women, Clinton; and,
4. The contracted bedspaces with the counties of Mercer, Sussex and Cape May.

The result of these completed renovations, conversions, constructions, and contracts has been the addition of 2,020 bedspaces since February 1, 1982. Of the 2,020 bedspaces, 1,243 were brought online in FY83. The plans which have been initiated for the construction of new facilities at Southern State I, Southern State II, Camden, Newark, and several prefabricated modules, the acquisition and conversion of the Yepsen Unit for juveniles and the County Assistance Program will provide 3,733 additional bedspaces by January 1, 1988. 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 fourteen 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 of funds received. Combined with a similar allocation from the 1980 Bond Issue, the Department will ultimately realize almost 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, therefore, will serve to reduce overcrowding while improving services to inmates through housing in county facilities.

Since much effort has been expended to provide new and expanded operational units, there has also been a corresponding need to respond to the increase in custody staff. To accomplish this, the Correction Officers Training Academy and Staff Development Center initiated an intensive training program which provided four weeks of State Basic Correction Officer training to more than 700 Correction Officers during the fiscal year.

The Department has continued its efforts and plans 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 the development and initial completion of the Governor's Management Improvement Program (GMIP). An immediate result of GMIP has been the reorganization of the Department and staff cutbacks which did not finalize until the latter part of the fiscal year. 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 reduction and efficiency in prisons and establish long-term planning to provide for better organization.

In fiscal 1983, a number of the Department's operational units were successful in achieving accreditation status, granted by the Commission on Accreditation for Corrections. To date, the Adult Diagnostic and Treatment Center, Bureau of Parole, Youth Correctional Institution-Bordentown, and the Community Service Center in Newark have all been reaccredited. Additionally, the Youth Reception and Correction Center-Yardville, Training School for Boys and Girls-Skillman, and Correctional Institution for Women-Clinton, have all attained accreditation status. The Department is proceeding with plans to achieve similar status for the remaining institutions.

There are several new and revised laws that have recently taken effect, or that will take effect shortly, that are likely to have an impact on the operations of the Department of Corrections.

Already mentioned were the Penal Code, Parole Act, Executive Order No. 106, and Correctional Facilities Construction Bond Act of 1982. Aside from these, the Capital Punishment Statute, Chapter 111 of the Public Laws 1982, along with the procedure for implementing capital punishment (lethal injection) were approved this past fiscal year. 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 for 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.

A final statute worth mentioning is the Code of Juvenile Justice, which is scheduled to take effect on January 1, 1984. Although an increase in the juvenile population cannot currently be determined, this law has the potential to pose serious juvenile population problems similar to those experienced with the adult population since enactment of Title 2C.

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 the 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

Provide confinement of those offenders whose demonstrated propensity to acts of violence requires their separation from the community. Ensure that all persons committed to the State Correctional Institutions are confined with the level of custody necessary to protect the public. 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.

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.

Develop community-based facilities and programs for those offenders who can benefit from such programs and be safely housed under reduced security.

Ensure 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 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. This unit acts as a liaison in the exchange of information with other law enforcement agencies; obtains and disseminates information regarding activities which are counterproductive to the goals and aims of the Department; 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. In addition, the Unit must monitor the Department's compliance with the Juvenile Justice Delinquency Prevention Act of 1974, sections 223(a), (12) and (13). This responsibility is carried out by the Juvenile Detention and Monitoring Unit, through physical inspections, program evaluations, program development and the provision of technical assistance. The unit has been instrumental in bringing many juvenile detention facilities in substantial compliance with the Manual of Standards for Juvenile Detention Facilities. One area in which the unit has focused is fire safety; through the 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, including child abuse by staff upon the juveniles, extended solitary confinement and use of restraining devices such as handcuffs and leg irons. Without this unit, many physical facility violations and program deficiencies would continue in many detention facilities across the State.

Affirmative Action/Equal Employment Opportunity Office

This office establishes and maintains an affirmative plan of action to ensure equal employment opportunities for all employees of the Department of Corrections and to implement the letter and spirit of the Federal and the State of New Jersey's 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 the successful completion of such programs. Within available appropriations, the unit establishes adult, post-secondary and college programs for institutional residents, to be 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.

MAJOR DEVELOPMENTS

The Department of Corrections continues to reflect progress in hiring of minorities and women. The Department's Affirmative Plan of Action was completed and revised with new goals and timetables. The Department's EEO policy and Commissioner's Statement were given to all new employees. Briefings were conducted as part of the new employees training program. Special recruitment for women and minorities was conducted on a continual and, as required, basis. The number of complaints and investigations increased as Department personnel became more familiar with the functions and responsibilities of the Affirmative Action/Equal Employment Opportunity Office.

The Internal Affairs Unit has conducted all investigations assigned to it by the Commissioner, Deputy Commissioner and the Joint Committee on Prison Investigations. These investigations comprised one or more of the following tasks: administering polygraphs, taking fingerprints, taking photographs, performing institution background checks, conducting Joint Committee Investigations or field narcotic tests. The Unit has maintained credibility with other law enforcement agencies which was so lacking in the past.

The Juvenile Detention and Monitoring Unit has been successful in meeting its goals. Inspections have been conducted and reports and recommendations submitted. This unit has enabled the Department of Corrections to monitor the State of New Jersey's compliance with Sections 223(a) (12) and (13) of the Juvenile Justice and Delinquency Prevention Act.

The Public Information Office responded to an average of 25 calls daily from various media. Although these calls often requested information which required research, all calls were responded to in a timely manner.

Office of the Deputy Commissioner

Mission

The mission of the Office of the Deputy Commissioner, working in direct 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.

Disciplinary Hearing Program

This unit ensures 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. Also, 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.

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 the ombudsman and the inmate. Ombudsmen are expected to be alert and 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.

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.

Major Developments

During the fiscal year, objectives established for the Office of the Ombudsman have been surpassed. The actual number of institutional visits and inmate interviews exceeded projections by 15 and 1,014 respectively. The projected number of telephone calls received (8,500) was exceeded by 3,270. Once again, overall workload has substantially increased. As a response to increased inmate population and a continued need for increased services, the professional staff of the Unit was expanded by two during the fiscal year.

The Disciplinary Hearing Program is currently meeting all of its objectives with the recent addition of an eighth Hearing Officer to the program. The program presently operates with eight hearing officers who conduct disciplinary and protective custody hearings at Trenton, Rahway, Leesburg, the Vroom Readjustment Unit, Youth Correctional Institution - Bordentown, Youth Correctional Institution - Annandale, Youth Reception and Correction Center - Yardville, Training School for Boys - Jamesburg, Clinton Correctional Institution for Women and Mid-State Correctional Facility. A number of non-consensual interstate transfer hearings are also conducted.

The Standards Development Unit was assigned to the Office of the Deputy Commissioner in June, 1983. As a result of the Governor's Management Improvement Program, the Bureau of Standards and Audits in the Division of Policy and Planning was dissolved and the Standards development function and staff were transferred to the Deputy Commissioner, reporting directly to the Special Assistant for Legal Affairs. During the year, substantial effort was expended and progress made to eliminate or revise outdated standards and develop new standards as required. In addition, the annual audit schedule was maintained by auditing standards compliance in each major institution and satellite unit.

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 Audits and Accounts
Bureau of Budget and Fiscal Planning
Bureau of Institutional Support Services
Bureau of Personnel
Bureau of State Use Industries

Accomplishments

The Division's major activities during the past fiscal year have been directed toward the implementation of the Governor's plan to relieve prison overcrowding. The creation of almost 1,300 additional bedspaces has impacted directly on the Division of Administration with the responsibility to coordinate construction through the Division of Building and Construction, Department of Treasury, obtain start-up and operating funds, provide assistance in the procurement of initial equipment and supplies, and establish positions in accordance with approved staffing.

Division staff was extensively involved in the Governor's Management Improvement Program (GMIP). The Assistant Commissioner and Deputy Director were assigned to the Departmental Strategic Issues Committee. Issue papers were prepared by Division staff concerning medical services, food services, utility costs, and State Use Industries. Extensive information was provided to the GMIP consultants concerning historical cost information and staffing patterns. A five year projection of various operating costs was also prepared at the consultant's request.

Within the Bureau of Personnel, the Disciplinary Hearing Program has been expanded to include Jamesburg, Clinton, Yardville and Bordentown. In addition to the hearings at the Departmental level, responsibility for representation of the Department at the Civil Service Commission level has increased. The Centrally Controlled Recruitment Program for Correction Officer recruits provided testing for Correction Officer recruit candidates for the new facilities at Trenton State Prison, Southern State, Mid-State, and Yepsen.

New Jersey was host for the first combined National Conference of Institutional Farm and Food Service Supervisors held in Cherry Hill from October 4-6. Approximately 90 representatives from 22 states attended the conference. Department of Agriculture Secretary Brown was the keynote speaker at the final conference dinner.

An additional wing at St. Francis Medical Center was acquired by the Department to expand the Prison Unit at the hospital. An additional 28 beds are now available in the Unit.

A portable urinalysis testing unit was acquired to provide testing for the institutions and the Bureau of Parole. A full-time laboratory technician has been hired to conduct these tests.

In April, the Forked River Game Farm was transferred from the Department of Environmental Protection (DEP) to the Department's Farm Operations Unit. Quail and pheasants will provide work opportunities for 35 juvenile residents of the Ocean Residential Group Center located at the game farm.

The Department of Energy completed audits of all Department facilities. Based on these audits, the Department of Energy has allocated \$5.2 million to this Department to fund seven energy conservation projects from the 1980 Energy Bond Issue.

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 of the State Prisons at Trenton, Rahway, Leesburg, Mid-State, and Southern State; the Correctional Institution for Women, Clinton; the Adult Diagnostic and Treatment Center and the Youth Correctional Institutions at Annandale, Bordentown and Yardville. The Division also provides general supervision of the Bureaus of County Services and Community/Professional Services to ensure efficacious delivery of services. The Division reports to the Commissioner of Corrections on all matters relating to its institutions and bureaus.

Concerns

Continued overcrowding in the adult institutions, in concert with the significant backup of state-sentenced inmates in the county jails, remains a primary concern of the Division. 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 4,897 newly sentenced inmates through the Prison and Youth Reception Centers. The backup of state-sentenced offenders in county jails reached an all time record of 1,584 in December, 1982, but was reduced to 1,138 by the end of the fiscal year. With the additional facilities scheduled to come online during FY84, it is hoped that the backup population can be even further reduced.

Even with the vigorous construction efforts already completed and/or planned, population problems are unlikely to abate 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).

Accomplishments

Initiatives completed during the year to expand adult bedspace capacity have been considerable. Included in the list that follows is Southern State Correctional Facility, the first total institution erected through use of modular construction techniques.

-Completion of the new North and South Compounds at Trenton State Prison increased capacity there by approximately 600 beds.

-Trailers and prefabricated units at Clinton, Rahway and Leesburg provided 168 additional beds.

-Completion of Southern State Correctional Facility added 448 beds to system capacity.

-Renovation of the old Industrial Building at Annandale expanded capacity there by 200.

In terms of community based alternatives, much has been accomplished. \$36 million from the 1982 Corrections Facility Bond Issue has been allocated to various counties for expansion and renovation projects. In return for these funds, each county has agreed to house a specified number of State inmates in the new or expanded facilities. When combined with the similar allocation of \$26 million from the 1980 Bond Issue, the Department will realize 692 beds in 14 county facilities throughout the State upon completion of the various projects. In addition, the Bureaus of County Services and 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 housing state inmates under contract with the Department.

New standards were implemented during the year for management, operation and construction of county correctional facilities. Implementation of these standards has resulted in the Division's Bureau of County Services having to provide increased services in terms of inspection, consultation, construction and renovation. In addition, the Bureau conducted 339 inspections of municipal lockups and inspected all 23 county correctional facilities.

Refinement of the operation of the County Identification Team has contributed to a more systematic admission of state-sentenced inmates from the county jails. The team also compiles information required by the State Parole Board so that parole hearings can be appropriately scheduled.

An isolation unit for Acquired Immune Deficiency Syndrome (AIDS) cases was opened at Trenton State Prison as a result of several cases that developed amongst the inmate population. Additionally, procedures were implemented in all institutions to insure that all possible precautions are taken to protect both inmates and staff. Informational sessions were conducted at each institution, for both the inmate population and staff, by representatives of the Department's Health Services staff in conjunction with the State Department of Health.

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 to youngsters. The services cover a continuum, from pre-dispositional alternatives through institutionalization, to after-care services. The Division was set up to meet the legislative mandate establishing the Department of Corrections "...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
- Yardville Medium Security Unit
- Bureau of Community and Residential Services
- Fiscal and Management Services Unit

Concerns

The Division faced a major crisis during the year when it became known that a severe state budget crisis would necessitate the closing of Skillman Training School and the Alpha House and Stuyvesant Avenue Community Residential facilities. Closing would have resulted in the loss of over 200 bedspaces to the Division. The Division was especially concerned since continuing services would still have had to be provided to the affected youths in spite of the loss of bedspaces. Fortunately, vigorous staff support, coupled with expressions of concern and support from the general public, convinced the Legislature to appropriate funds required to maintain these sorely needed facilities.

During the fiscal year, the Division had a total of 1,270 youths committed to its jurisdiction by the various 21 county courts of New Jersey. That number showed an increase of 65 over the previous six months and more than 200 over the past two fiscal years. Increasing juvenile commitments have become a daily occurrence and have led to the increase in juveniles under Divisional jurisdiction from 980 in 1980 to over 1,176 for the current month of September, 1983, an increase of 17%. A study of average daily populations of juveniles serving sentences in the operational units of the Division showed a slight increase of about 40 juveniles at the end of the fiscal year.

Due to severe overcrowding at the Juvenile Reception Unit - Jamesburg and a lack of bedspace for juvenile offenders committed to the Division's care and custody, a waiting list of commitments developed during the year. An average of 86 juveniles per month were housed within counties awaiting admission to the reception unit. The highest count of juveniles awaiting intake was 100 in September with the lowest count of 48 in February.

In reviewing average waiting time in county facilities from commitment to intake, a significant difference is noted between male and female commitments. While the waiting time for males is 3-4 weeks, the admission wait for females is 8-10 weeks. Because female commitments are generally more criminally sophisticated and disturbed than their male counterparts, diversion to non-secure alternatives is often not possible. The waiting problem for females is not expected to abate in the near future.

Accomplishments

The staff of the Bureau of Community and Residential Services met with local government officials in various counties to plan community programming for juvenile offenders. Much success was noted, especially in the formation of the Monmouth Day Program (Monmouth County), Cape May Day Program (Cape May County), and day programs along with alternative community service programs in Middlesex and Burlington Counties. Officials within county service areas were given the opportunity to serve their youths within county settings through Division sponsored and directed programming. The operations established a new union of cooperation for serving juvenile offenders within counties of their residence.

Another major highlight of the past year was the finalization of plans and renovations for the new Juvenile Medium Security Facility at Yepsen. This new facility will finally provide a total separation of juvenile programs from adult programs within adult institutions and will allow for the Yardville Center to utilize 118 beds for adult offenders.

During the year, the Division was requested to provide assistance to the Passaic County Detention Center. Center operations were totally reorganized by staff from our Northwest Region and several officers from Annandale were utilized to provide additional staff coverage and to train detention center staff in working with juvenile offenders.

The Home Environment Learning Program (H.E.L.P.) provided specialized treatment programming for retarded juvenile offenders within a family living situation. By all measures, including funding agency (Turrell Foundation), Division of Mental Retardation and the news media, H.E.L.P. has provided inroads into the resocialization of those retarded youths who, because of their difficulties, were caught up in the criminal justice network.

The Division benefitted from positive media coverage of several of its programs during the year. Coverage included newspaper articles concerning the Double Trouble, Yuvan and Alpha House programs, and televised presentations regarding the Yuvan and H.E.L.P. programs. The positive exposure was most welcomed as a means to heighten public awareness of the Division's programs and to underscore the need to provide community based programming for juvenile offenders.

Considerable Division effort during the year was directed in the following areas:

- Planning and implementing day programs and short-term community treatment programs as alternatives for youths not requiring placement in secure facilities;
- Accommodating the increase in juvenile commitments from the various counties;
- Establishing new intake procedures to reduce the time spent by juveniles in detention centers following adjudication and commitment to the Department;
- Operationalizing regional teams to screen committed juveniles for possible diversion to alternative community programs;
- Establishing 11 new community based programs to serve the diverse needs of diverted juveniles.

Through the cooperative effort of Division staff and court/probation officials, a total of 63 juvenile offenders, committed to Jamesburg, were diverted from actual commitment during the fiscal year. The diversion to community programming on a probation status, rather than institutional commitment, may indicate that local court jurisdictions are striving to provide alternative sources of treatment at local levels to youths in need of non-secure environments and who do not present threats to the community.

Previously funded grant programs from federal and state sources were picked up by the State budget under regular appropriations. These fiscal allocations included Cottage 3 (formerly SLEPA), Alcohol Abuse Program (formerly Title XX and Division of Alcoholism), and the Stuyvesant Avenue program (formerly SLEPA). Regular budgets will now allow for program continuation without dependence upon grant applications and the uncertainty of funds for successful juvenile programs treating specific difficulties exhibited by the juveniles.

Several sources of outside grant revenue came to the Division during the past fiscal year, 1983. A major grant of \$700,000 was received for the continuation of the GENESIS (Violent Offender) Program for an additional 18 months. Smaller grants under \$150,000 have been received from various counties for the provision of various day programs to juveniles committed and later diverted from the institutional confinement of Jamesburg. A special alcohol treatment program, funded jointly by federal and state funds under a grant totaling \$160,000 was provided to the New Hope Program. With sources of revenues opening within the counties, the Division has made application for fiscal assistance funds to operate alternative programs to incarceration within the funding and committing county areas. Such applications request funding of positions only, with the Division providing ancillary support. If approved, they will provide a minimum of three additional day programs for youths in the fiscal year 1984.

Fiscal Year 1983 saw many changes at the Jamesburg Training School. Highlights include the development of new programs for the juveniles (including many evening programs), the implementation of the Optical Technician Vocational Training program and an expansion of leisure time and weekend recreational programs. Many cottages were rearranged to better accommodate a variety of specialized treatment modalities for the youngsters. A resident run FM radio station is presently in the final stage of development and will provide another source of vocational training and leisure activity for the youths. Concerning the physical plant, changes were made with the water system, building maintenance, and toilet and shower facilities.

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, planning to meet new issues, monitoring the operations of the various units, and providing 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 Interstate Services
- Bureau of Parole;
- Bureau of Training;
- Planning and Program Development Unit;
- Records Management Unit
- Standards Management Unit

Concerns

Rising inmate populations and construction of new facilities have also had a significant impact on the Division of Policy and Planning. As the number of inmates and facilities have risen, there has been a direct increase in the workload of the Division's operational units. This increase in workload has unfortunately occurred at a time when the Division has suffered staff reductions. Even in those units that have been provided with additional staff, the increase in staff has been less than the increase in workload.

The Bureau of Interstate Services experienced significant increases in workload resulting from the increased offender population. The caseload of New Jersey parolees transferred out of state rose 6% during FY83, from 880 cases to 936 cases. Offenders residing within the State under the Adult and Juvenile Compacts increased by 6%, from 467 to 499. By June, 1983, there were approximately 425 active inmates serving time out of state (STOS). Despite these increases, the unit lost two professional positions and one clerical position. Three resignations during the year only served to compound already critical staffing problems. The net result has been a substantial reduction in staff and services. In addition to performing more routine functions, the unit was successful in coordinating the transfer of numerous disruptive and serious management cases to federal institutions from New Jersey State maximum security institutions.

Accomplishments

During the fiscal year, major reorganizational changes recommended by the Governor's Management Improvement Program were announced. One Bureau and several positions have been eliminated and one other Bureau was combined with an existing Bureau. The responsibility for preparation and distribution of Departmental Standards, as well as the audit of these Standards, has been transferred to the Special Assistant for Legal Affairs in the Office of the Deputy Commissioner and the Bureau of County Services respectively. The Bureaus of Correctional Information Systems and Classification Services were combined to form the new Bureau of Correctional Information and Classification Services.

In addition, the Standards Management Team, which heretofore was under the direct supervision of the Office of the Commissioner, was transferred to the Division of Policy and Planning. An additional position within the Planning and Program Development Unit was approved in order to enhance the planning process.

The Bureau of Correctional Information and Classification Services successfully developed two new programs which should have a significant impact on institutional operations during the next fiscal year. The Offender Based State Correctional Information System, which has been in the design stage for the past several years, has been converted and systems tests have been initiated. This new, online system, which will incorporate 16 remote terminals in each of the major adult institutions and district parole offices, shall be operational in July, 1983. The online search and inquiry capabilities of this system should provide institutional classification offices with a readily accessible mechanism for identifying the location and status of each offender in the Department.

The Bureau of Correctional Information and Classification Services continued to distribute their regular operational offender identification listings to all institutions and parole offices within the Department. As a result, over 450,000 look ups for offender identification and status have been recorded by Bureau staff on Information Systems' reports. Eight annual reports on offender and parolee characteristics were prepared and distributed by Unit staff. In addition, more than 300 ad hoc inquiries were responded to by Bureau staff relative to characteristics of the offender population.

The NIC Model Classification System has been piloted at the State Prison-Leesburg during this fiscal year. Efforts to expand this system shall be continued through FY84 and could have a significant impact on institutional classification policies.

The Planning and Program Development Unit has provided extensive support to the Governor's Task Force on prison overcrowding, the Criminal Disposition Commission and the Governor's Management Improvement Program. Extensive analytical studies have been performed by unit staff in the preparation of reports covering many aspects of Departmental operations for the Long Term Strategic Issues component of the Governor's Management Improvement Program. From the long term strategic issues identified, an agenda of planning activities was proposed for departmental approval.

Further work was performed regarding the development of policies and procedures necessary for the implementation of the Death Penalty Legislation. The unit also provided extensive analytical and planning support for the implementation of the County Assistance Program, Phase II. Through this program, \$36 million was distributed to 14 counties.

The Records Management Unit continued the tedious task of developing a records inventory study with the Bureau of Archives and History (BAH), Department of Education. The records retention program, which is a legislative mandate, has continued to progress despite the fact that only one person is responsible for the entire Department-wide program. Efforts to develop a forms control program have been initiated and have been received very positively by Departmental personnel. In addition, plans to relocate non-active inmate folders from YRCC-Yardville to the BAH Records Center have been developed and are anticipated to be completed during FY84.

The Bureau of Training initiated an intensive training program which provided four weeks of State Basic Correction Officer training to 600 Correction Officers during the last three months of the fiscal year. In addition, a methods of instruction course for firearms training was also developed and implemented in order to train certified instructors in firearms training. This course was a direct result of legislation which provides for Correction Officers to carry weapons off-duty. Primary emphasis during the next fiscal year will continue to be for Basic Correction Officer training and weapons qualification and re-qualification instruction. Another area which will have to be addressed is first line supervisory training, particularly in light of the record number of Correction Officer trainees who have been hired this past year.

The Standards Management Unit continued efforts to assist Departmental Units to attain accreditation from the Commission on Accreditation for Corrections (CAC). During the year, Yardville, Clinton and Skillman earned CAC accreditation. Efforts to correct deficiencies at Leesburg should result in accreditation status for them during the next fiscal year. Assistance has been provided to ADTC and the Bureau of Parole in their efforts to be reaccredited while Bordentown and Newark House have commenced the reaccreditation process and Essex House and Mid-State have been enrolled in the accreditation process for the first time.

Bureau of Parole

Concerns

During the fiscal year, the Bureau of Parole was mandated the responsibility to supervise county sentenced offenders who are paroled by the State Parole Board. The immediate impact of this new legislation, which was passed in July, 1982, was an increase of more than 800 parolees to the community. Although the Bureau was successful in receiving some additional positions to supervise these large increases in the number of parolees, the caseload ratio of parole officers to parolees is still 1:75. The ratio of field parole officers (those who actually supervise inmates) to parolees is still far above the 1975-76 officer/parolee ratio of 1:50.

Accomplishments

Of all the units in the Division, the Bureau of Parole has experienced the most significant increase in workload. The number of offenders supervised by the Bureau increased by more than 25% during the past two years from a total of 9,400 to 11,800. Of this total, only 11% were returned to an institution on a new conviction or for technical reasons. The average cost to maintain an offender on parole is \$700, and over \$33 million was earned in FY83 by offenders under parole supervision in the community. More than \$400,000 has been collected by Bureau staff for fines, penalties, and restitution since the inception of the new Parole Act in April, 1980, mandating this responsibility to the Bureau. An additional \$4 million has been assessed by the Courts as part of the Revenue Collection Program.

Work has begun on developing a computerized Parole Revenue Collection System which will greatly assist the Bureau of Parole in the administrative aspects of the task of collecting fines, restitutions and penalties. A consultant at the SAC Data Center has been working on the development of this system for several months now. This computer system is being designed as a sub-system of OBSCIS so as to take advantage of the online inquiry and update features and the remote terminals that will be installed in each District Office.

The Bureau was accredited by the Commission on Accreditation for Corrections in 1980. Despite the extremely difficult working conditions cited above, the Bureau maintained a significant effort aimed at earning re-accreditation. By the end of the fiscal year, the Bureau was prepared for their re-accreditation audit. Subsequent review by the Commission on Accreditation for Corrections has resulted in a recommendation that the Bureau be re-accredited for another three year period.



AUGUST
1983

State Parole Board

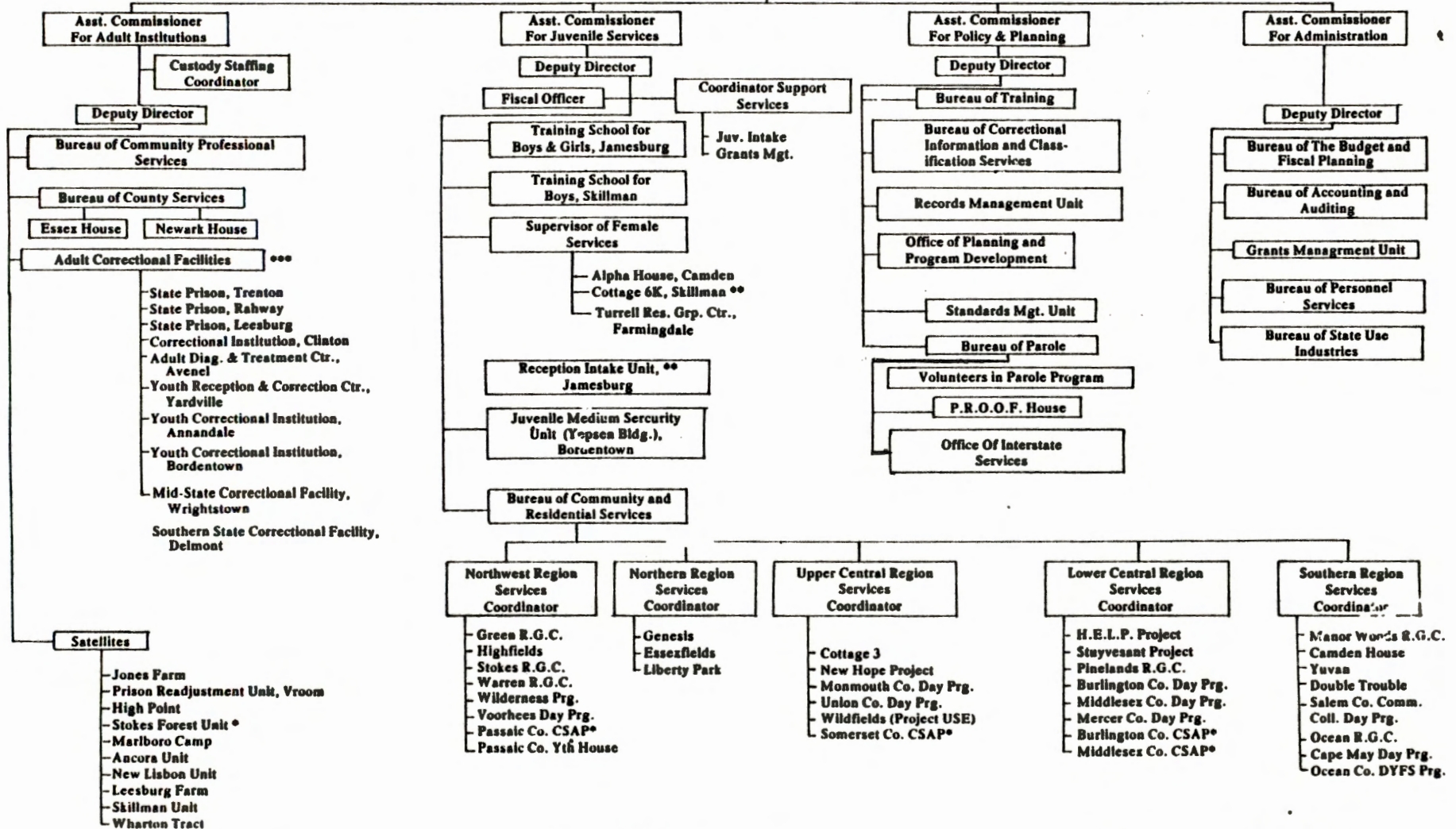
Commissioner

Advisory Council

Executive Assistant
Director of Public Information
Office of Educational Services
Affirmative Action EEO
Internal Affairs Unit
Juvenile Detention Monitoring

Deputy Commissioner

Executive Assistant
Office of Inst. Support Services
Coordinator, Paroling Authority
Legislative Liaison
Office of the Ombudsman
Office of Chaplaincy Services
Special Assistant for Legal Affairs
Disciplinary Hearing Program
Standards Developing Unit



***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.

FY 1983 A.R

