

STATE OF NEW JERSEY

C	r iminal
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C	o mmission

Don M. Gottfredson
Chairman

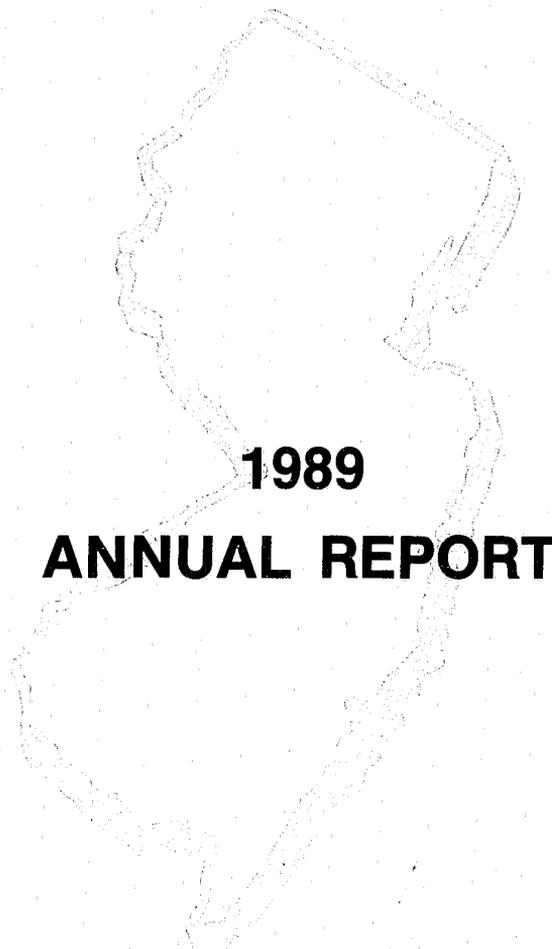
Stephanie R. Bush
Vice-Chairman

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1989

ANNUAL REPORT

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**1989 ANNUAL REPORT
TO THE
GOVERNOR
AND
LEGISLATURE**

STATE OF NEW JERSEY

CRIMINAL DISPOSITION COMMISSION

133432

**U.S. Department of Justice
National Institute of Justice**

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Don M. Gottfredson
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DEC 10 1991

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CRIMINAL DISPOSITION COMMISSION

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January 16, 1990

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At the start of this new decade and administration, I am pleased to present the 1990 Annual Report of the Criminal Disposition Commission. This year marks the first decade of the Commission's existence. Established by the Legislature in 1979, the Commission has developed into an independent yet representative advisory commission of the state's criminal justice system.

It is the Commission's mandate to study and review all aspects of the disposition of criminal offenders including, but not limited to, terms of imprisonment, fines and other monetary punishments, parole, probation and supervisory treatment.

Throughout the past ten years, the Commission has strived not only to meet this mandate but also to enhance its functioning. The advent of the Commission provided the criminal justice system agencies collectively with the opportunity to study its problems and recommend solutions.

Early initiatives of the Commission included: establishing mechanisms for criminal justice data gathering and analysis; conducting legislative impact analyses, and identifying criminal justice problem areas.

The critical problems of the growth of jail and prison populations, shortages of prison space, and resulting overcrowding were identified by the Commission in its first annual report. Some progress has been made in ameliorating these problems, which have continued with increasing severity, but much remains to be done. It has been necessary to address these issues in each subsequent report, and the problems continue into this new decade.

Since 1984, the Commission has monitored the overcrowding conditions in New Jersey's jails and prisons. It has studied issues of equity and disparity. It has developed methods to better estimate and project future correctional populations and, it has suggested methods to process criminal offenders and associated criminal justice data and information more efficiently. The Criminal Disposition Commission has advocated and recommended the use of alternative and intermediate sanctions as cost-effective punishments for sentenced offenders not requiring in-

carceration. It has written and distributed reports identifying and describing viable short and long-term alternative programs.

The Commission has been able to provide a great deal of information, helping to dispel commonly held myths about the criminal justice system. Its audiences, besides government agencies, have ranged from high school classes to senior citizen groups. It recently published and distributed an information booklet describing the state's criminal justice system. Besides providing advice to the Legislature about current proposed legislation, various representatives of the Commission's standing committees have served on the Governor's Task Force on Prison and Jail overcrowding. Other representatives serve as speakers for our Speakers Bureau.

The Commission's experience over the past ten years has been enlightening. Its members have developed a better understanding of the system as a whole and of its individual agencies. The Commission is eager to undertake fully the long-term planning role envisioned by former Governor Kean. It is confident that, given sufficient resources, the commitment of the Commission members to problem solving in criminal justice, and the leadership of the new administration, the future holds promise for meeting present challenges with continued criminal justice system development and progress.

Respectfully,

A handwritten signature in black ink, appearing to read "Don M. Gottfredson", written in a cursive style.

Don M. Gottfredson
Chairman

NEW JERSEY CRIMINAL DISPOSITION COMMISSION

CHAIRMAN

Don M. Gottfredson, Ph.D.

VICE-CHAIRMAN

Stephanie R. Bush, Assemblywoman, 27th District

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Alfred Slocum—Public Advocate, **Thomas S. Smith, Jr.**, Designee
Louis Nickolopoulos—Chairman, Parole Board, **Donald A. Dowches**, Designee
William H. Fauver—Commissioner, Dept. of Corrections, **Stanley Repko**, Designee
John H. Stamler—President, NJ Prosecutors Association, **Paul T. Koenig, Jr.**, Designee
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Ronald L. Rice—State Senator, 28th District
Patrick J. Roma—Assemblyman, 38th District, **Remo Framarin**, Designee
Dominick D. Allocca—Public Member

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Donald J. Apai —State Law Enforcement Planning Agency	Andrew Johnson —Governor's Office of Policy & Planning
Joseph J. Barraco —Criminal Practice Division, Administrative Office of the Courts	Dale Jones —Office of the Public Defender
Chris Boyle —Division of Criminal Justice, Department of Law and Public Safety	Stacy Kutner —Division of Criminal Justice, Department of Law & Public Safety
William D. Burrell —Probation Services Division, Administrative Office of the Courts	Richard Mattek —Division of Planning, Department of Corrections
Steven Day —Department of Treasury, Office of Management & Budget	John P. McCarthy, Jr. —Criminal Practice Division
Wayne Fisher —Law Enforcement Services, Department of Law & Public Safety	Sergeant Frank McNulty —New Jersey State Police
Al Gray —Division of Field Services, State Parole Board	Lieutenant James Petrecca —New Jersey State Police
Barbara Greer —Governor's Office of Policy & Planning	Edward E. Rhine —Probation Services Division, Administrative Office of the Courts
Martin Hodanish —Juvenile Delinquency Commission	Bruce Stout —Juvenile Delinquency Commission
Captain Thomas Huestis —New Jersey State Police	Don Van Nostrand —Division of Policy & Planning, Department of Corrections
	Meherji Wadia —Data Analysis Center, New Jersey State Police
	Barbara Welch —Department of Treasury, Office of Management & Budget

STAFF

Lela M. Keels <i>Coordinator</i>	Ellen H. Osborne <i>Data Processing Programmer</i>
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Edward J. Coyle <i>Research Analyst</i>	

ACKNOWLEDGEMENT

The Criminal Disposition wishes to acknowledge former members and designees who have devoted their services and have contributed to many of the activities discussed in this report.

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Public Member

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Attorney General

Nicholas L. Bissell, Jr.
President, N.J. Prosecutors Association

Richard Goldman
Designee, N.J. State Parole Board

**NEW JERSEY CRIMINAL DISPOSITION COMMISSION
1989 ANNUAL REPORT**

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INTRODUCTION

This report presents an overview of the Criminal Disposition Commission, its activities, and findings during the 1989 fiscal year. The Commission activities have focused on recent trends and developments in the criminal justice system and the study and development of ways to increase the system's overall effectiveness.

The Commission is concerned with the continued escalation of the state correctional population and the resulting jail and prison overcrowding crisis. A summary review of recent criminal justice statistics gives an indication of the extent of the crisis.

During the one year period from FY 1988 to FY 1989:

- **The number of offenders sentenced in the State Superior Court increased by fifteen percent (15%).**
- **The number of sentenced offenders receiving custodial terms increased by four percentage points (4%), from forty-nine percent (49%) to fifty three percent (53%).**
- **The number of county jail inmates increased by nineteen percent (19%) to a level of 13,477 while the state inmate population increased by seven percent (7%) to a level of 19,101.**

Five year correctional trend data for FY 1985 through FY 1989 are even more dramatic, revealing an increase of nearly 6,000 offenders in both the prison and jail populations.

Despite a sixteen percent (16%) increase in the number of inmates paroled in fiscal year 1989 and enhanced efforts in court processing of offenders, prison overcrowding continues unabated. The influence of mandatory minimum term legislation and the Comprehensive Drug Reform Act has contributed to the phenomenon and is reviewed later in the report. Recent legislation has affected the entire criminal justice system. More offenders are present at every stage of the system, from arrest through parole, and for longer periods of time. The increase in the volume of offenders must be addressed adequately if the criminal justice system is to provide efficient processing of offenders throughout the system.

Given resource limitations, the Commission believes it is imperative that, in addition to incarceration, the criminal justice system rigorously explore all viable sentencing options. The New Jersey Criminal Code permits the utilization of a host of intermediate punishments short of jail and prison confinement. These intermediate sanctions may be appropriate for certain offenders who do not necessarily require incarcerative terms.

The mission and structure of the Commission and its Committees demands scrutiny of this problem. Throughout this report attention is focused, both directly and indirectly, on issues concerning the increased volume of offenders processed by the criminal justice system.

HIGHLIGHTS and ACHIEVEMENTS

Established in 1979, this fiscal year marks the Criminal Disposition Commission's tenth year in existence. The Commission continues to address the long-range planning needs of the State's criminal justice system. It pursues the study of issues critical to the understanding and further development of the criminal justice system. Key issues identified and addressed by the Commission include prison and jail population growth and overcrowding, sentencing equity, prison population projections, alternatives to incarceration, impact of criminal justice legislation, public and criminal justice education and modification of criminal justice information systems. Major highlights of the Commission's accomplishments during fiscal 1989 are summarized below.

During the past year, the Commission:

- **Distributed a second printing of its publication entitled *Crime & The Criminal Justice System In New Jersey: A Public Information Booklet*.**
- **Completed a descriptive evaluation of supervised pre-trial release programs in two counties and prepared and distributed a briefing report.**
- **Conducted speaking engagements throughout the state, promoting public awareness of the criminal justice system and the activities of the Commission.**
- **Developed a detailed request for proposal (RFP) on public attitudes toward intermediate punishment, and explored potential funding sources.**
- **Conducted the first of two phases of a descriptive study of the Graves Mandatory Minimum Gun Control Law.**
- **Initiated development of a long range plan to integrate the various criminal justice database systems.**
- **Developed and distributed a survey to assess available alternative programs in New Jersey.**

While pleased with its accomplishments during the past year, the Commission acknowledges the need for additional advances in criminal justice planning and coordination. The Commission urges consideration of the following recommendations:

- Modify the Court Disposition Reporting System to ensure data accuracy and completeness.**
- Expand the use of alternative programs to incarceration, including the Intensive Supervision Program (ISP), and residential drug treatment programs; and appropriate sufficient funds to assure their continued growth.**
- Evaluate current and proposed alternative programs such as Supervised Pre-Trial Release and Boot Camps to assess their effectiveness and potential for replication or expansion.**
- Increase the level of funding resources and support for current probation and parole supervision.**

—Appoint a minority member to the Commission.

Commission accomplishments during fiscal year 1989 and recommendations are discussed in more detail later in this report.

The report is divided into three sections. Section I presents an overview of the Commission's organizational structure and development. Section II discusses the work and accomplishments of the Commission, depicting the various activities of its Committees. Commission recommendations are presented in Section III.

SECTION I:

NEW JERSEY CRIMINAL DISPOSITION COMMISSION: ORGANIZATIONAL STRUCTURE AND DEVELOPMENT

LEGISLATIVE HISTORY

Mission

The New Jersey Criminal Disposition Commission was established in 1979, with the enactment of the New Jersey Code of Criminal Justice (N.J.S.A. 2C: 1-1 et seq.). The Commission is charged with studying and reviewing all aspects of the criminal justice system relating to the disposition of criminal offenders including, but not limited to, terms of imprisonment, fines and other monetary punishments, parole, probation and supervisory treatment. The Commission is required to submit an annual report to the Governor and Legislature detailing its findings and recommendations.

Powers

N.J.S.A. 2C: 48-1 empowers the Commission to call upon the services of the State and its political subdivisions as required and as available.

Goals and Priorities

The Goals of the Commission are to:

- Promote equity in the criminal justice system;
- Conduct research to determine whether undue sentencing variation exists and propose remedial action, if necessary;
- Advise the Governor and Legislature on issues pertaining to the disposition of criminal offenders;
- Provide education to the public and legislature about the criminal justice system; and
- Develop long-range planning capabilities for an improved criminal justice system response to the problem of crime.

Priority Areas

The Commission has assumed a criminal justice system planning and coordination role. Much of the Commission's efforts concentrate on pre and post dispositional issues and state-level concerns, with particular emphasis on prison and jail overcrowding and identification of intermediate sanctions. Issues of equity and disparity in the criminal justice system remain key concerns of the Commission. Previously,

the Commission initiated a pilot study to examine sentencing variability. Future plans of the Commission will include additional activity in this area.

COMMISSION MEMBERSHIP AND COMPOSITION

Membership

Commission membership consists of twelve appointees designated by statute N.J.S.A. 2C: 48:1. Members represent the legislature, the public and the criminal justice community. Commission membership consists of:

- Two members of the Senate, appointed by the President of the Senate;
- Two Members of the General Assembly, appointed by the Speaker of the General Assembly;
- The Chief Justice of the Supreme Court, or his designee;
- The Attorney General, or his designee;
- The Public Advocate, or his designee;
- The Chairman of the State Parole Board, or his designee;
- The Commissioner of the Department of Corrections, or his designee;
- The President of the New Jersey Prosecutor's Association, or his designee; and
- Two Public Members, appointed by the Governor.

With the exception of one vacant public member position, all positions are presently filled.

Criminal Justice Agency Representation

State criminal justice agency representatives constitute a major portion of the Commission's participants. In addition to exchanging pertinent information concerning criminal justice processing and developments, these "observers" serve on various committees and many participate in the activities of the Commission's Speakers Bureau. The following

agencies have established ongoing participation in Commission activities and functions:

- Administrative Office of the Courts
- Department of Corrections
- Department of the Public Advocate
- Department of Law and Public Safety, Division of Criminal Justice
- State Parole Board
- State Police
- State Law Enforcement Planning Agency
- Juvenile Delinquency Commission, and
- Governor's Office of Policy and Planning.

ADMINISTRATION OF THE CRIMINAL DISPOSITION COMMISSION

The Commission's office is located at Rutgers University, Newark. It occupies a suite of offices within the School of Criminal Justice. Rutgers Law School, the Criminal Justice/NCCD Collection and the Law library are also located at this site. Although primary administrative support services are provided by the Administrative Office of the Courts (AOC), the Commission, via the AOC, has established an on-going contractual agreement with the University for mail, physical plant assistance, and student assistance. The University provides "in kind" office space and utilities. Three of the Commission staff positions and the office of the Chairman are located in Newark. However, the Commission has established office facilities for two of its positions at the Division of Criminal Justice and the Department of Corrections, both of which are located in Trenton.

Arrangements with the above state agencies and Rutgers University have not only been cost-effective but have enhanced the coordination of criminal justice activities and have provided for information exchange and development.

Commission Staffing

The Commission was first allocated full-time professional positions in 1985. Currently, the Commission's staff includes five full-time positions. The Coordinator is responsible for administration, coordination, and management of the Commission and supervision of staff. The staff also includes a Research Analyst, an Administrative Analyst, a Data

Processing Programmer, and a Secretarial Assistant. The Data Processing Programmer and Administrative Analyst are located in Trenton and many of their responsibilities relate directly to their host agencies. Hence, the Division of Criminal Justice and the Department of Corrections share responsibilities for functional supervision for the Data Processing Programmer and the Administrative Analyst, respectively. The Administrative Office of the Courts provides supplemental support services consisting of data coders and computer services.

Commission Budget

The Legislature appropriated a total of \$225,000 to the Commission for fiscal year 1989. This appropriation was designated for staffing of four positions, personnel services and some staff office expenses. Other expenses which include one staff position, material and supplies, services other than personnel, capital construction and research have been provided by "carrying over" funds from previous years. The Commission's total operating cost for FY '89 was approximately \$275,000.

ORGANIZATIONAL OPERATIONS

Meetings

During fiscal year 1989, regularly scheduled meetings of the full Commission were held on the third Wednesday of each month, excluding July and August. However, effective September, 1989, Commission meetings are held every other month. These meetings allow the Commission to discuss Committee projects and reports, conduct general business, plan future work agendas, and, generally direct the work of the Commission. Meeting participants include members and/or designees, observers, and staff.

Committees

In addition to regularly scheduled meetings of the full Commission, monthly meetings of its standing Committees are also conducted. Presently, the Commission's Standing Committees include: Criminal Justice Statistics (Data) Committee, the Alternatives to Incarceration Committee, and the Education Committee. The Commission also has ad-hoc personnel and budget committees. In April, 1989, the Commission established an Ad-hoc Executive Committee consisting of a quorum of its current voting membership. This committee serves as an advisory committee for matters that must be resolved ex-

peditiously. All decisions made by this committee are reported at the next scheduled Commission meeting and are recorded in the minutes.

COMMISSION ACTIVITIES

Most of the efforts of the Commission continue to be directed toward system planning and coordination, research and evaluation, and state level concerns regarding pre and post trial dispositions. The Commission places particular emphasis on prison and jail overcrowding, sentencing, alternatives to incarceration, criminal justice education and criminal justice information systems.

The Commission's priority areas focus on the following functions:

- data analysis
- planning and coordination
- legislative review
- research and evaluation

Specific ongoing and planned activities addressed by Standing Committees and staff are emphasized.

DATA ANALYSIS FUNCTION

The Commission's role focuses on the following overall activities:

- assuring that critical data in such areas as arrests, convictions, sentencing, and recidivism are collected and accurately reported at appropriate points;
- assuring the proper maintenance and analysis of data and;
- providing analysis to address important issues.

Specific activities in this area include:

- continuation of prison population analysis and development of projection methods for probation populations;
- continued monitoring and possible analysis of the Court Dispositional Reporting System (CDR) development needs and implementation plan;
- identification of criminal justice information systems and exploration of possible integration of these systems.

PLANNING AND COORDINATION FUNCTION

The Commission's role focuses on the following overall activities:

- facilitation of dialogue, cooperation and coordination among and between components of the system;
- encouragement of planning efforts at various points;
- identification of critical issues, prioritization of these issues and development of strategies to deal with them;
- establishment of a clearinghouse for information and resources.

Specific activities in this area include:

- continued bimonthly CDC and monthly standing committee meetings;
- sponsorship of Criminal Justice Conference or other form of Public Education Activity;
- investigation, identification and assessment of viable alternatives to incarceration which will enhance criminal justice effectiveness and address jail and prison overcrowding;
- establishment of mechanisms to increase public knowledge of the criminal justice system, i.e., education brochure, speakers bureau, etc.;
- development of a comprehensive strategic plan (draft) promoting rational policy development for the state's criminal justice system (FY '90-91).

LEGISLATIVE REVIEW FUNCTION

The Commission's role focuses on the following activities:

- analysis of the impact of proposed legislation on the overall criminal justice system;
- dissemination of the Commission analyses to the Governor, individual legislators; legislative committees and staff.

Specific activities include:

- review and analyses of proposed and amended criminal justice legislation; and
- remaining informed of recent information concerning the effects of the Comprehensive Drug Reform Act of 1986, (2C:35-1) et seq.

RESEARCH AND EVALUATION FUNCTION

The Commission will expand its role in this area to include the following overall activities:

- providing research capability and data as requested by the full Commission, as well as, the Executive, Judicial and Legislative branches of government;
- proposing appropriate programs, implementation strategies, and assessments of available alternatives to incarceration;
- conducting research and disseminating information to enhance knowledge of critical issues, current research findings and state of the art programs in sentencing and corrections.

Specific activities in this area will include:

- completion of studies of proposed or actual policy changes as might be requested by the Legislature, the Executive or the Judiciary or as otherwise deemed appropriate by the Criminal Disposition Commission;
- preparation of assessments/evaluations of current and proposed pre- and post-dispositional release programs;
- development and administration of a state-wide public opinion survey on sentencing and corrections.

These activities enhance the Commission's ability to serve as a mechanism for providing long-range planning and coordination services for the State's criminal justice system and to assist policymakers in evaluating the criminal justice system and determining future policy needs.

SECTION II:

ACTIVITIES AND ACCOMPLISHMENTS OF THE COMMISSION

In addition to continuous collection and analyses of key dispositional data, during fiscal year 1989, the Commission and its Committees addressed several sentencing, legislative and dispositional issues. Through constant pursuit of Committees' goals and objectives, the Commission has come closer toward meeting its goals, most notably long range planning and criminal justice education.

COMMISSION ACTIVITIES AND UPDATES

The Commission provides criminal justice advice upon request or when deemed appropriate. It has also initiated measures to improve the Commission's ability to better advise and facilitate systemic long range criminal justice planning.

Diminished Capacity Resolution/Senate Joint Resolution # 68

In June 1988, a resolution was introduced by Senator Edward O'Connor, 31st District, requiring the Criminal Disposition Commission to study the issue of diminished capacity and to make recommendations within a six month period. The Commission, after much review and discussion, concluded that the legal and psychiatric complexities of "diminished capacity" prohibited it from properly studying this issue. Also the estimated cost to complete such a study (\$125,000) could not be accommodated within the Commission's budget. The Commission suggested that a special Ad-hoc Committee outside the Commission be appointed to conduct the study.

Governor's Task Force on Prison and Jail Overcrowding

Several members of the Commission's Data and Alternatives to Incarceration Committees serve on the Governor's Task Force on Prison and Jail Overcrowding. This Task Force reviews and analyzes the State's jail and prison needs for an extended time period. Over the past years, the Task Force has prepared several reports delineating the status of our jail and prison facilities as well as program needs, viable alternative programs and inmate popu-

lation projections. During FY 1987, the Task Force Committees prepared full reports on alternatives to incarceration and correctional population projections. These reports contributed greatly to the "Briefing on Prison Overcrowding" report issued by the Governor's Office of Policy and Planning in 1987.

Subsequently, the Governor's Task Force convened again throughout FY 1989. The previous reports were updated to reflect the current status of our jails and prisons and sentencing options. In its report to the Governor, the Task Force noted its concern that the rate of increase in the prison population seems to be higher than its previous estimates. This increase is most likely the result of the impact of the new drug laws. The report also noted that the pending increase in the membership of the Parole Board will help ensure review of a greater number of cases. Updates of the various Department of Corrections construction plans were also included. Although many capital projects have been completed and others are underway, the number of state prisoners backed up in county jails remains quite high. This again can be attributed to the new drug laws and resulting increase in drug law enforcement. The report also provides updates on some viable alternative programs, i.e., Intensive Supervision Program (ISP), Supervised Pre-trial Release (SPTR), and Residential Drug Treatment Programs.

Staff and Office Expansion

The Commission has established a research position to augment its staffing. Since the advent of full-time staffing in 1985, the Commission has sought to improve its capacity for long-range planning and establish itself as an information source to assist policy-makers in evaluating the criminal justice system and deciding future policy needs. The Commission advocates the use of research consultants when specialization is warranted. The Commission also feels that an expansion in its research and evaluation function can facilitate the Commission's planning and coordination capacity. Thus, the research analyst position has been established to allow for increased development in this area. In conjunction with the addition of staff, the Commission's office space at Newark, previously consisting of one office, has been expanded to include a suite of three adjoining offices.

Commission Goals and Priorities

Near the end of Fiscal Year 1989, the Commission reviewed and reaffirmed previously established goals. Objectives were updated to reflect current needs. In addition to establishing objectives for the current standing committees (Data, Alternatives to Incarceration, and Education), the Commission initiated activities toward the development of a Strategic Long Range Planning Committee. The development of a Strategic Long Range Planning Committee will enable the Commission to better address its long range planning role, thereby enhancing its effectiveness. This committee shall be responsible for preparation of a "plan" to further develop the role of the Commission in the state criminal justice system.

COMMITTEE ACTIVITIES AND ACCOMPLISHMENTS

The present standing committees of the Commission, (Data, Alternatives to Incarceration, and Education), have expended much effort achieving previous objectives, completing projects, and designating new priorities. Committee activities and updated goals and objectives are described below:

CRIMINAL JUSTICE STATISTICAL (DATA) COMMITTEE

The Data Committee has assumed the responsibility for providing technical assistance and data analysis on behalf of the Commission. Committee members have collected and analyzed key dispositional data for distribution to the Commission, and to other criminal justice agencies. Other committee concerns included prison population projections, modification of the Court Disposition Reporting System, legislative analysis, and research.

The Data Committee has established the following goals and objectives for fiscal years 1990 and 1991:

Goals and Objectives

1. **Goal:** To monitor and refine arrest, indictment, sentencing, prison and parole data

Objectives:

- As need arises, meet with appropriate constituent agencies of the Commission in order to identify and assist in compilation of data necessary to carry out Commission objectives

- Analyze sentencing patterns including the use of mandatory minimum sentences
- Analyze parole release data to determine the impact of parole decision making and its effect on length of incarceration.

2. **Goal:** To develop a long-range planning capability

Objectives:

- Improve projection methods through the analysis of historical length of stay data
- Evaluate available population projection models
- Develop projection methods for probation populations

3. **Goal:** To identify criminal justice information systems and explore integration among these systems

Objectives:

- Use PROMIS/GAVEL to audit and update the CCH system
- Examine the feasibility of integrating the Judiciary, Corrections and Law & Public Safety information systems

4. **Goal:** To improve impact analysis capabilities

Objective:

- Complete impact analyses in a timely manner when requested by the Legislature

5. **Goal:** To provide research capability and data as requested by the full Criminal Disposition Commission, as well as the Executive, Judicial and Legislative branches of government

Objective:

- Complete studies of proposed or actual policy changes as requested by the Legislature, the Executive or the Judiciary or as deemed appropriate by the Criminal Disposition Commission

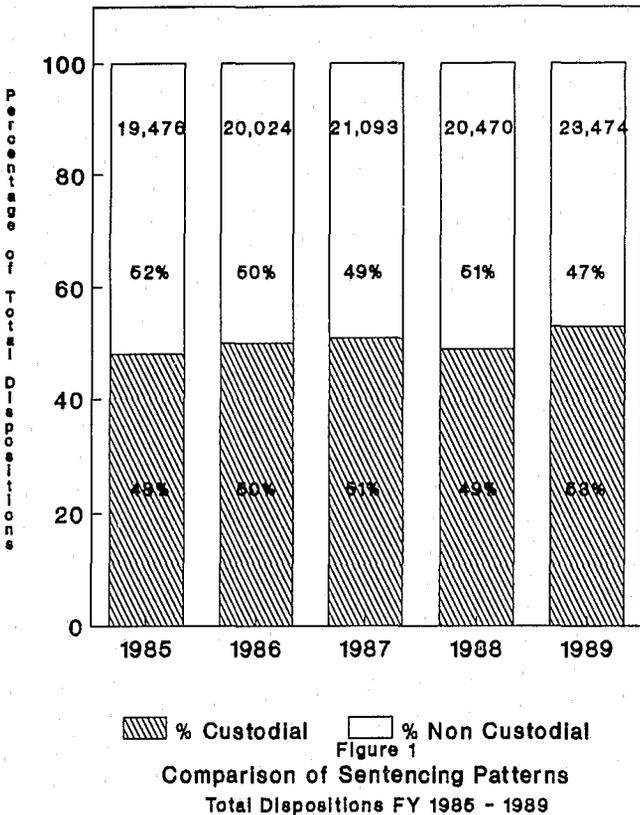
Criminal Justice Statistics

Dispositional data collected and analyzed by the Data Committee include sentencing trends, correctional populations and parole releases and projections.

Sentencing Trends

There were a total of 23,474 offenders sentenced in the State Superior Courts during fiscal year 1989. Compared to figures for fiscal year 1988, this rep-

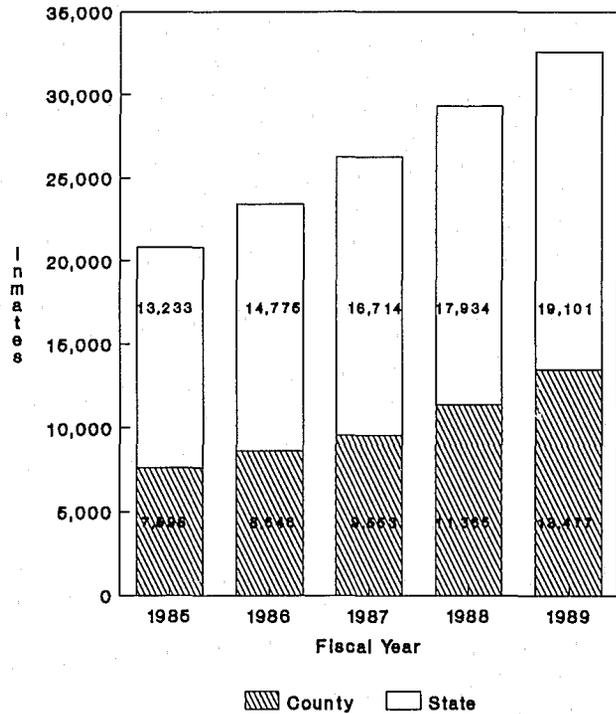
resents an increase of 3,004 offenders, or fifteen percent (15%). The proportion of offenders receiving custodial and non-custodial terms were fifty-three percent and forty-seven percent, respectively, with an increase of four percentage points in those receiving custodial terms during fiscal year 1989. Analyses of sentencing trends over the five-year period from fiscal year 1985 through fiscal year 1989 indicate a gradual increase in the number of sentences through fiscal year 1987, followed by a slight decrease in fiscal year 1988, then an abrupt increase of approximately fifteen percent in fiscal year 1989. Subsequent to a gradual increase in the rate of incarceration from fiscal year 1985 through fiscal year 1987, the rate decreased slightly in fiscal year 1988, then again increased in fiscal year 1989 when it reached a high of fifty-three percent (See Figure 1).



Correctional Populations

Consistent with increases in offender population at the sentencing stage of criminal justice processing, commitments to state prisons and county jails also continue to show increases. Previous committee estimates held that increases in the correctional population of local jails and state facilities resulting from Title 2C would peak in fiscal year 1988. There has been an increase of almost nineteen percent in the county inmate population and seven per-

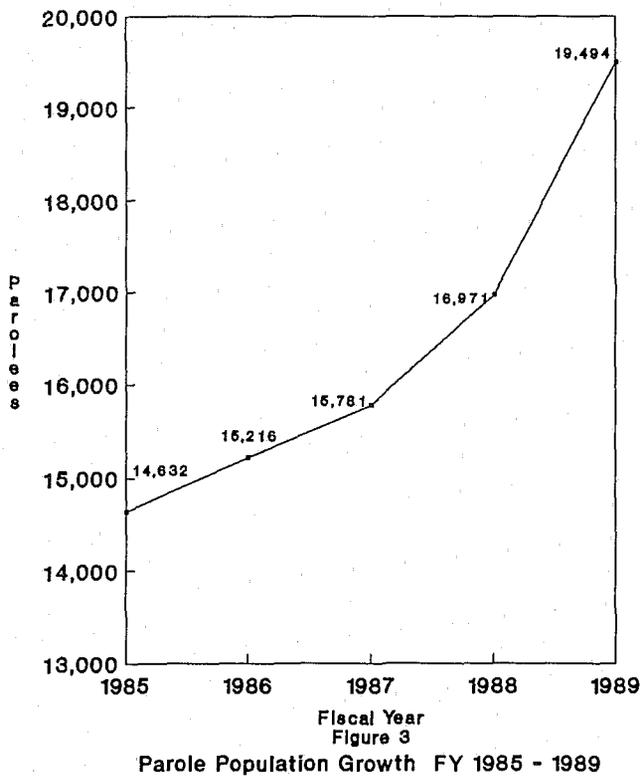
cent in the state inmate population during FY 1989 as a result of other system changes. Through June 1989, the correctional population of local jails and state facilities reached a high of 13,477 and 19,101 inmates, respectively (See Figure 2).



During the five-year period from fiscal year 1985 through fiscal year 1989, the adult correctional population has increased significantly. Since fiscal 1985, the adult prison population increased by 5,868 inmates while the county jail population increased by 5,881 offenders. This represents an increase of forty-three percent (43%) and a seventy-seven percent (77%) increase in the state prison and county jail populations, respectively, during this five-year period (See Figure 2).

Parole Release Data

The number of inmates paroled from the state correctional facilities by the State Parole Board and parolees supervised in the community by the Bureau of Parole also continued to increase. This fiscal year, 6,045 inmates were paroled from the state correctional system. Compared to the fiscal 1988 figure of 5,197, this is an increase of 848 inmates, or sixteen percent (16%). The Bureau of Parole was responsible for supervising 19,494 parolees at the close of fiscal year 1989 (See Figure 3).



Since fiscal year 1985, the Bureau has witnessed a thirty-three percent (33%) increase in the supervised parole population. Since 1988, that increase has been nineteen percent (19%).

The monitoring of key dispositional data is integral to the work of the Commission. It allows the Commission to detect problem areas and determine the effects of legislation on the flow of offenders through the criminal justice system. Continued monitoring of the above statistics allows the Commission to maintain awareness of changes in the flow of offenders through the state criminal justice system, and is a prerequisite to the development of accurate prison population projections.

Prison Population Projections

Projection Updates

In its 1986 report to the Governor's Task Force on Prison and Jail Overcrowding, the Data Committee projected that the state's prison population will experience average monthly increases of 90-130 additional inmates per month through January 1, 1990. Increases in the inmate population were attributed to Title 2C legislative policy changes that have increased the rate of sentencing to prison and the length of incarceration of those sentenced. Barring the enactment of subsequent additional sentencing enhancements lengthening the term of imprison-

ment, the Committee forecasted that the rate of increase of the state inmate population should begin to stabilize. It was noted that by the 1990's, many of the inmates sentenced under Title 2C would become eligible for parole consideration and subsequently cycle out of the inmate population.

In the Winter of 1988 and the Spring of 1989, the Committee updated its prison population projection information for the Governor's Task Force on Prison and Jail Overcrowding. A comparison of the Committee's "predictions" with actual rates of increase in the correctional population for 1987 and 1988 reveals a highly accurate account of recent trends (See Figure 4).

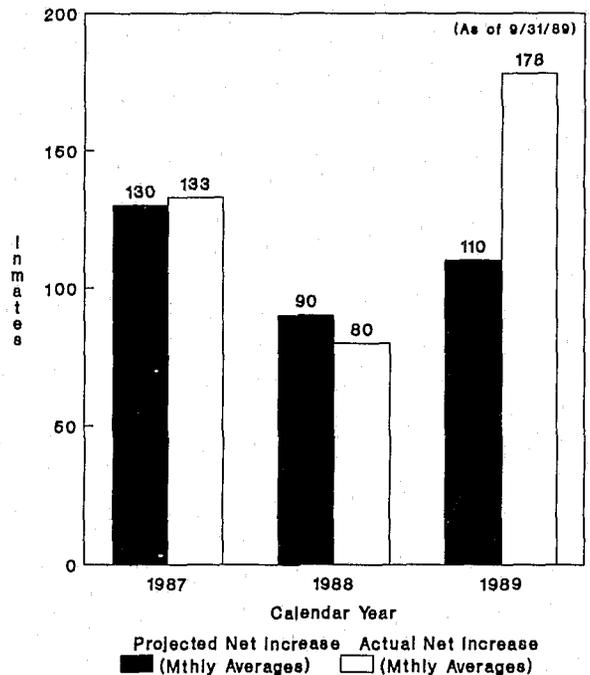


Figure 4
State Adult Inmate Population Growth Projections (1987-1989)

The Committee found the effects of Title 2C to be leveling off. However, concomitantly the effect of the Drug Reform Act of 1986 has begun to manifest itself via a substantial increase in the inmate population.

The Comprehensive Drug Reform Act

Enacted in 1986, the Comprehensive Drug Reform Act became effective on July 9, 1987. The Act is a sweeping revision of the New Jersey drug statutes designed to provide a long-term systemic response to the problems of drug abuse. Under this law, drug offenses are classified by degree and severity in accordance with Title 2C of the Code of Criminal Justice. The law also provides for the creation of new first degree crimes.

Escalation of recent trends in jail and prison inmate populations became apparent about a year after the Comprehensive Drug Reform Act was implemented. Since the Summer of 1988, the monthly net increases in the prison population have been erratic. There have been dramatic fluctuations in the rate of increase of prison inmates. There was a net increase of 95 inmates per month during the first two quarters (six months) of 1988, an increase of 39 inmates per month in the third quarter of 1988, and an increase of 88 inmates per month during the last quarter of 1988. The average monthly increase in the prison population during 1988 was 79 inmates. During December 1988, the net increase in the prison population skyrocketed from a decrease of nine inmates in November to an increase of 204 inmates. Subsequent average monthly increases for the first three quarters of 1989 have been 156, 165, and 214 respectively. The total 1989 average monthly increase in the prison population through September 1989 was 178 inmates.

There has been a significant increase in the county jail waiting list (back-up). Since December 31, 1987 to August 31, 1989, the county jail back-up increased from 1,847 to 2,721, an increase of slightly more than forty-seven percent (47%).

There have been significant increases in the number of criminal indictments and a concomitant backlog of criminal cases in the Superior Courts. In its 1989 report, the Governor's Task Force on Prison Overcrowding noted that, within a one-year period from 1988 to 1989, the number of criminal complaints increased by more than ten percent (10%), indictments increased by twenty-six percent (26%), and the court backlog increased by thirty percent (30%).

In an attempt to manage the unprecedented volume of cases awaiting disposition in the Superior Criminal Court System, during the Summer of 1989, the Chief Justice temporarily transferred 20 Superior Court Judges from the Civil Division to the Criminal Division.

In addition to current efforts to reduce the backlog of criminal cases awaiting disposition, attention must focus on the impact of increased disposition volume on later stages of the criminal justice process. It is likely that we will see an increase in both the volume and proportion of criminal cases sentenced to custodial terms. Currently, 53 percent of all criminal cases are so sentenced. Even if the *percentage* of those sentenced to noncustodial terms goes down, the *number* of persons sentenced to probation could increase due to the total increase in sentencing volume.

The drug law revision has resulted in an increase in drug complaints, indictments, and prison admissions with drug offenses. However, recently seventy-five percent (75%) of those sentenced in Superior Court for drug crimes were given probation. The Task Force is concerned that should the historical sentencing distribution frequency (50 percent to probation, 25 percent to county jails, and 25 percent to the Department of Corrections) not hold true for the increased volume of drug offenders, the growth rate of the state correctional population could double from the recently revised projection of 120-140 offenders per month through 1990.

Court Disposition Reporting (CDR) System

The development of a complete and accurate integrated criminal justice data system is a prerequisite for accurate population projections and a primary goal of the Commission's Data Committee. Complete and accurate information enhances criminal justice planning efforts and policy analyses as well. The Commission established the Ad-Hoc CDR Subcommittee to continually monitor the Court Disposition Reporting (CDR) System and provide analyses concerning CDR developmental needs and viable implementation plans to better integrate data systems.

The CDR Sub-Committee has previously recommended modifying the CDR System to assure completeness of information, statute compatibility and amenability to statistical analysis. Presently, it has initiated plans to develop a long-range information processing planning document. The Committee, which was expanded to include representatives of the State Police, the County Prosecutors, and the Division of Criminal Justice, is in the process of preparing a comprehensive report outlining short-term and long-term objectives for system integration and summarizing highlights of progress to date.

There have been a number of significant developments in the CDR project:

- The Promis/Gavel System has been transferred from the Division of Criminal Justice to the Administrative Office of the Courts (AOC). Efforts to modernize hardware and software have been tested in Camden County and conversion in other counties is underway. The AOC is attempting to establish a centralized database within the Justice Complex that will be cost-effective, complete, and current.
- Modification of complaint summons and complaint warrants will be made to capture data

necessitated by changes in the narcotic statutes.

- The State Supreme Court approved establishing a pilot program to merge the Judgment Of Conviction with the CDR4 form. Statewide implementation was tentatively scheduled for October 1, 1989.
- Probation, municipal court, county jail, and statewide restitution collection components will be added to the Promis/Gavel System.

Legislative Analysis

As previously noted, the Commission monitors key criminal justice legislation and proposed legislation that may have significant impact upon the system's bedspace needs, administrative expenses, and fiscal costs. In addition to providing advice concerning the Comprehensive Drug Reform Act, the Data Committee conducted a comprehensive study of the Graves Act. (2C:43-6C)

RESEARCH

Graves Act Descriptive Analysis

The Graves Act (2C:43-6C) was enacted in 1982. Introduced by Senator Frank Graves, Jr., (District 35) in 1981, this legislation provides for the imposition of mandatory minimum prison terms for offenders convicted of possession of a weapon for unlawful purposes during the commission of certain crimes. The Commission explored upon the request of Senator Graves, the feasibility of conducting a study to assess the impact of the law.

The Data Committee proposed that Commission staff conduct a research study of 1984 prison admissions with mandatory minimum terms to determine the percentage of offenders sentenced under the Graves Act. A report of the Commission's study is scheduled for release during the Spring of 1990. The report provides an analysis of the response to violent firearm crime nationally, as well as in New Jersey. It includes:

- A review of specific strategies to control gun crime.
- A presentation of the legislative intent and legal development of the Graves Act.
- The development of a typology of 1984 New Jersey adult prison admissions with mandatory minimum terms and/or mandatory minimum terms under the Graves sentencing provision.

- A measure of the release outcome (i.e. rearrest, reconviction, and reincarceration) of the Graves cohort who either completed their sentence or were granted parole.

ALTERNATIVES TO INCARCERATION COMMITTEE

The Alternatives to Incarceration Committee's chief priority addresses issues that relate to jail and prison overcrowding. The Committee believes that solutions to the overcrowding problem will not be found through prison and jail construction alone. In addition to informed decisions and policy making, New Jersey must fully use its sentencing options and explore other innovative, yet sound, intermediate sanctions. The Committee's Fiscal Year 90-91 goals and objectives are as follows:

Goals and Objectives

1. **Goal:** To investigate and identify viable alternatives to incarceration which enhance criminal justice effectiveness and address jail and prison overcrowding.

Objectives:

- To develop and complete the comprehensive directory of Alternatives and Intermediate Punishments in New Jersey.
- To solicit information, comments and suggestions from the Judiciary and key criminal justice decision makers regarding alternative program needs and system deficiencies.
- To review other states' alternatives to incarceration/intermediate punishment program models and assess their viability for New Jersey.

2. **Goal:** To propose appropriate programs, implementation strategies, and assessments of available alternatives.

Objectives:

- To explore the feasibility of conducting an evaluation of the supervised pre-trial release program.
- To provide input, support and recommendations to key government and criminal justice policy makers concerning expansion of diversionary programs for drug offenders.

3. **Goal:** To increase the knowledge of the Judiciary, Legislature, criminal justice decision makers and the public regarding the various available alternatives to incarceration and sentencing options.

Objective:

- Disseminate study reports to the Judiciary, Legislature, criminal justice decision makers, and the public.

Reference was made to projects under exploration by the Alternatives to Incarceration Committee in the Commission's 1988 report. The Committee began a study of supervised pre-trial release programs and considered a proposal of presumptive community service for non-custodial sentences. Plans for the empirical study of pre-trial release programs are in progress. The exploration of the proposal for presumptive community service for non-custodial offenders has been concluded. Subsequent areas of study and review include day fines, alternative program needs, development of an alternative program directory, boot camp programs, diversionary drug treatment programs and victim offender mediation programs.

Supervised Pre-trial Release (SPTR) Assessment

During the summer of 1988, the Commission contracted with the Rutgers University School of Criminal Justice Program Resource Center to conduct a descriptive evaluation of supervised pre-trial release programs (SPTR) in New Jersey. Supervised pre-trial release programs are relatively new programs that provide for supervised release of some offenders otherwise detained pretrial. The descriptive evaluation report of this program provided insightful information about SPTR operations and identified implementation constraints and solutions from a practitioner's perspective. It also provided a framework for an empirical examination of program impact. The report was found to be a good source for insightful information concerning the more theoretical models and assumptions of various SPTR's and the need and possible methods for evaluating them.

The Alternatives to Incarceration Committee has prepared a short but detailed briefing report on SPTR. The Supervised Pre-Trial Release Briefing Report is available upon request from the Commission's office.

The Alternatives to Incarceration Committee is presently exploring the feasibility of an empirical evaluation of SPTR programs to be conducted by Commission staff.

Presumptive Community Service

The Committee has considered the viability of a proposal of community service for non-custodial sentences. The Committee concluded that despite its laudable objectives, (i.e., increased punitive effect of non-custodial sentences, balancing the effects of crime and offenders' social debt, promoting rehabilitation via the work ethic and serving as a monetary alternative for indigent offenders) there are several concerns that presently preclude presumptive community service as a viable sentencing option. It would not affect the decision to incarcerate or place an offender on probation; and funding of the proposal would actually place an added burden on the probation resources currently available. It was also noted that judges presently have authority to order community service if considered appropriate.

Day Fines

A Day Fine Program is a sentencing option originally developed and used in Scandinavia and many countries in Western Europe. West Germany first instituted its program in 1969, when due to jail overcrowding, the court was mandated to stop using short prison terms (less than six months). The West German program has worked well with a reported four percent default rate. The first day fine program initiated in the United States is a pilot program conducted by the Vera Institute of Justice in conjunction with the Criminal Court of Richmond County, Staten Island, New York.

The Alternatives to Incarceration Committee was interested in exploring the day fines system to assess its viability as an alternative to incarceration and as an intermediate punishment option. In addition to information review and discussion, the Director of Courts Programs for Vera Institute of Justice gave a presentation to the Committee and other interested criminal justice representatives. This presentation focused on the New York Day Fine program and its viability in New Jersey.

The day fine program is a pilot experiment which makes fines more meaningful sentencing options. This program has been implemented in an effort to improve the traditional fine method. A new collection system is also being piloted. The day fine system provides judges with benchmark scales and tables based on offense severity and defendants' income to determine an appropriate fine. This system attempts to promote equity in fines. Since fines levied are more reflective of a defendant's means, the ability to collect the fine is enhanced. In its first six months, the New York pilot program noted a fifty-eight percent (58%) increase in the use of fines. Although it has not yet determined whether this in-

crease can be attributed to day fines, Vera has described the day fine as an attractive sentencing option with advantages over the fixed sum fines.

The concept of day fines introduces a sense of equity and fairness relative to income and offense severity. Day Fines may be a viable intermediate punishment option when used in conjunction with the Intensive Supervision Program (ISP). Expanded fine ceilings can make it more desirable for felonies where judges could impose incarceration for offenders who fail to make payments.

The institution of a day fine system in New Jersey presently may not be a viable sentencing option. New Jersey has a mandatory fining system. Day fines have never been implemented in a mandatory system. Many issues outside of the purview of the Commission would need to be addressed prior to development of a program (i.e., statutory requirements, target offenses and offenders, collection, etc.). These concerns have preempted further study by the Committee.

Alternatives Program Needs: A Survey of Judges

Fundamental to the development of any effective intermediate program is whether it will be used by criminal justice decision makers. While cognizant of the limitations imposed by statute, the Committee recognizes that criminal court judges are key decision makers in determining which sentencing options are to be applied to an offender.

In an attempt to enhance the use of available intermediate programs and to develop other programs, the Commission arranged to attend a conference of Presiding Judges of the Criminal Division of the Superior Court. The Chairman of the Committee and the CDC Coordinator met with the Presiding Judges and informally discussed issues concerning alternatives to incarceration. The judges were briefed on the activities of the Commission and its Alternatives Committee. The judges provided feedback concerning the needs and deficiencies of current programs and offered the following concerns and suggestions:

- **Concern that there is little or no bed space at residential programs for rehabilitation of drug offenders. It was recommended that a strong commitment be made to increase the number of available bedspace.**
- **Concern about the difficulty of placing offenders with both psychiatric and drug problems. It was suggested that some bedspace be designated specifically for offenders suffering from these maladies.**

- **Concern that large probation caseloads may hamper its effectiveness. It was suggested that funds be provided to lower caseloads. It was also suggested that Intensive Supervision Programs (ISP) be expanded and explored for use at the pre-trial stage.**
- **Concern about the increase in the county jail waiting list. This back-up has the potential to cause severe problems with the rehabilitation programs within the jails. It was recommended that the State address the problem of state-sentenced inmates being housed in county jails.**
- **It was also suggested that consideration be given to house arrest and supervised pre-trial release programs. Also, bootcamp programs and Interstate Compact Agreements should be explored to assess their viability.**

The Committee members found that many of the judges' concerns were similar to their own. Judges appear supportive of well-developed, innovative, intermediate programs for offenders not requiring incarceration. The Committee will continue to explore the suggestions made by the judges.

Alternatives to Incarceration Program Directory

Commission staff has initiated a project to prepare a comprehensive guide of available alternatives to incarceration/intermediate sanction programs in New Jersey. The directory will be designed as an information resource for those interested in identifying, understanding, and using these programs. Upon completion, the directory will be distributed to judges, legislators, and criminal justice practitioners and made available to the public. The initial phase of the project consisted of a letter of introduction and survey questionnaire to key county criminal justice personnel, i.e., case managers, chief probation officers, and county jail wardens. Additional information may be gathered via site visits. Although returns have been slow, the Committee is optimistic. Data analysis should tentatively be completed during the Spring, 1990. The final phase of the project will consist of a review of program descriptions and their status in New Jersey.

Briefing Reports

The Alternatives to Incarceration Committee will soon issue two briefing reports in addition to its recent release of the SPTR Briefing Report. Reports are presently being prepared on Boot Camp Pro-

grams and Victim/Offender Mediation Programs. These reports will present an objective review of current programs and various critical issues that need to be addressed should they be considered viable options in New Jersey. Future briefing reports will be prepared on various topics as deemed appropriate.

Drug Treatment Programs

Recently there has been a growing interest within the Committee to explore treatment for drug dependent offenders. More offenders are entering the criminal justice system at all stages on drug related charges. In addition to imposing more punitive sentences for drug related offenses, the Comprehensive Drug Reform Act mandated that defendants convicted of second degree crimes and ordered to enter a drug program must be placed in a residential facility for a minimum of six months. As previously noted, the system is only beginning to experience the effects of the new drug law. As of January, 1989, New Jersey only had eleven programs with total capacity of 676 that offer at least six months residential treatment. Most programs are filled to capacity with waiting lists as long as six months.

The Committee plans to closely examine drug treatment/diversionary programs. Key issues to be explored include: assessing program needs and problems, identifying viable treatment options, investigating unit placement options, and identifying strategies to gain community support. The Committee has committed itself to provide input, support, and recommendations to policymakers concerning the expansion of diversionary programs for drug offenders.

EDUCATION COMMITTEE

An established goal of the Commission is to provide education to the public and Legislature about the criminal justice system. In addition to the activities of the Data and Alternatives Committee, the projects of the Commission's Education Committee are developed to increase awareness of the various functions, responsibilities, and issues in the criminal justice system. The Committee also attempts to understand the various perceptions held about the criminal justice system and to serve as a conduit for information exchange. The Education Committee has established the following goals and objectives for fiscal year 1990-1991:

Goals and Objectives

1. **Goal:** To increase public awareness about the functions, policies and mandates of the agencies of the criminal justice system.

Objectives:

- To distribute the educational brochure on *Crime and the Criminal Justice System in New Jersey*.
- To continue the speakers bureau to address agencies, organizations and schools about the criminal justice system.
- To assist in the development and preparation of the CDC's Annual Report.

2. **Goal:** To increase knowledge of public opinion and priorities on the part of legislators, policymakers and system professionals.

Objectives:

- To develop and administer a public opinion survey on sentencing and corrections.
- To sponsor an intensive seminar to share the results of the poll and current research on sentencing and corrections with key members of the Legislative, Executive and Judicial branches.
- To publish a report of the results of the public opinion poll.

3. **Goal:** To increase knowledge of critical issues, current research and state of the art programs in sentencing and corrections.

Objectives:

- To sponsor presentations and discussions with key national and state authorities at CDC meetings.
- To disseminate discussion papers or newsletters on critical issues in sentencing and corrections and provide them to a broad audience of policymakers, legislators, academicians, and practitioners.

Criminal Justice Brochure

In 1988, the Education Committee published *Crime and the Criminal Justice System in New Jersey: A Public Information Booklet*. More than 8,000 copies, including a second printing, of the booklet have been distributed to the public, the Legislature, the criminal justice community and to New Jersey schools and libraries.

The booklet presents information about crime and criminal justice in New Jersey and identifies and discusses some of the major issues, developments, and trends confronting our criminal justice system. Key criminal justice agency and dispositional data are presented. The Committee continues to make this booklet available upon request.

Speakers Bureau

Effective October, 1989, the Committee launched its Speakers Bureau. Upon request, representatives of the State's criminal justice agencies address local organizations, civic groups, and schools. The Speakers Bureau functions to promote increased public knowledge of the criminal justice system and the Commission and its activities. Thus far, twelve engagements have been conducted at local secondary schools, high schools and colleges, senior citizen organizations, public and civic organizations, and private companies. Speakers continue to be available upon request to the Commission's office.

Public Opinion Survey

Dramatic changes during the past decade in sentencing and parole legislation and the resulting increases in the inmate population have overwhelmed the criminal justice system. New Jersey's correctional system is confronted with jail and prison crowding and attendant problems. The Commission, via its Education Committee, has planned a state-wide survey of public attitudes towards intermediate punishments. The Commission believes that this is an important first step toward addressing current correctional problems, since it will provide policy makers with more accurate and reliable information concerning public tolerance of various sanctions for specific offenses.

Over the past two years, the Education Committee has devoted much of its efforts toward the development of a sound plan for measuring public opinion and attitudes about sentencing, punishment, and alternatives to confinement and intermediate punishments. Initial efforts consisted of a review of the literature and a delineation of issues to be addressed. Subsequently, the Committee identified and consulted with experts in the area of criminal

justice public opinion research. Upon the approval of the Commission, a consultant was hired to assist the Committee in this effort. The result was a comprehensive Request for Proposal (RFP) to solicit interest from research organizations to conduct a large scale public opinion survey of the citizens of New Jersey about their attitudes toward intermediate punishments.

Although feedback concerning the RFP have been positive and encouraging, recent budgetary revisions have severely limited the amount of funds available for this project. Thus, the Commission has made requests to several foundations for support to enable the completion of the study and dissemination of its results to government policy makers. The Commission is optimistic that funding options will become available to permit completion of this research.

Criminal Justice Legislation Update

The Commission, via the Education Committee, has recently initiated plans to provide legislative updates on the status of proposed legislation related to the disposition of criminal offenders. Committees, in turn, shall develop appropriate responses for bills which may significantly impact upon the activities and functioning of the system.

The Criminal Disposition Commission currently subscribes to the Government News Network (GNN) which is provided by Capitol Information Services, Inc., in Trenton. This computerized information system is regularly scanned by the Commission staff to identify pending legislation that may impact the criminal justice system. Three specific areas are closely monitored: (1) Corrections and Prisons; (2) Criminal Sentences and Bail; and (3) Probation and Parole.

Legislative updates provide brief overviews of some of the more recent bills pending in the New Jersey Legislature which have the potential to impact the criminal justice system. Monthly reports address only those bills that have changed status within the last 60 days. This format allows the Committee to provide the Commission and others with the most relevant and updated information for their review.

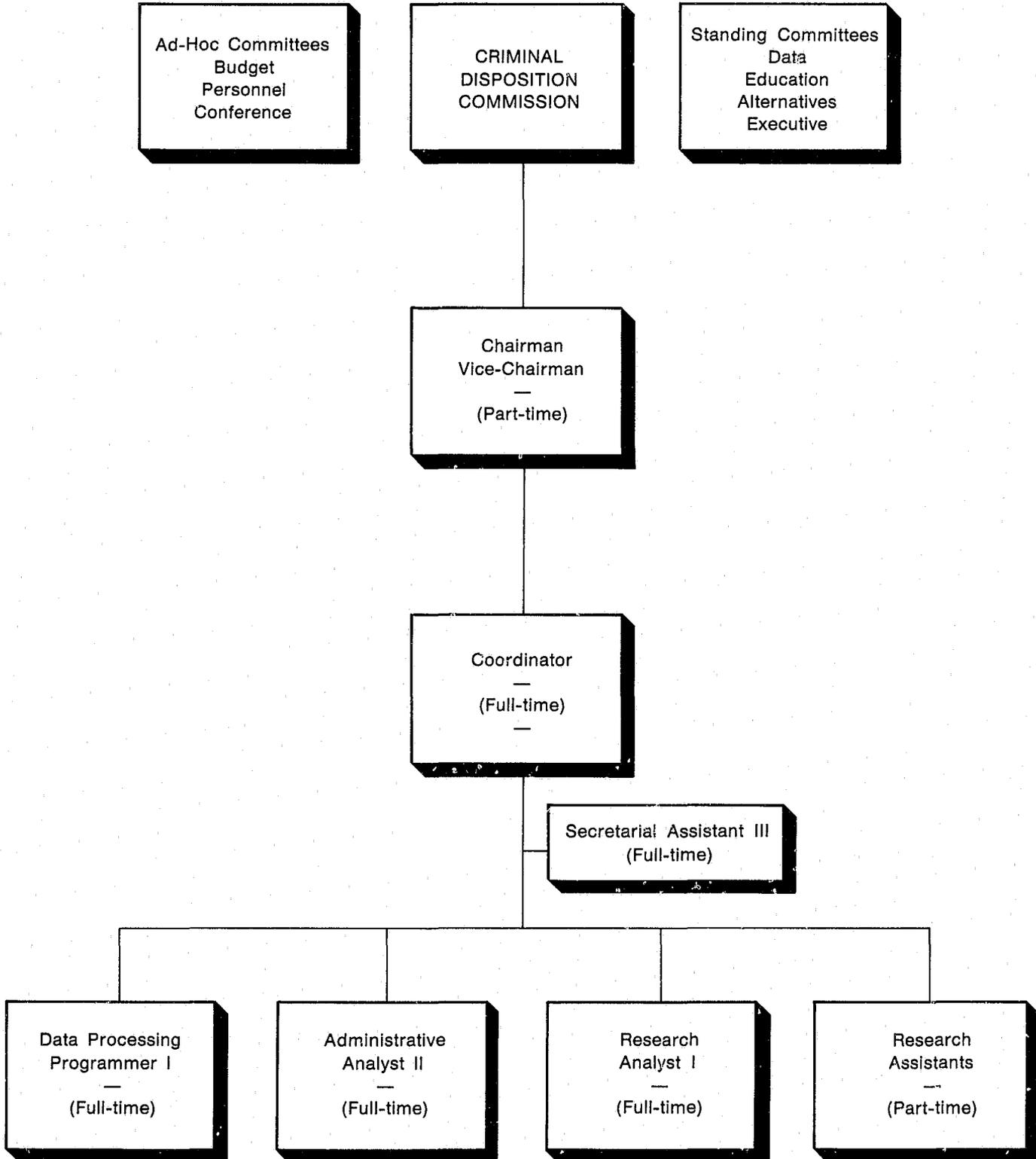
SECTION III:

CRIMINAL DISPOSITION COMMISSION RECOMMENDATIONS

The Criminal Disposition Commission submits the following recommendations for consideration by the Governor and the Legislature:

- i. **Modify the Court Disposition Reporting (CDR) System** to ensure that all relevant and necessary case information is contained within the system.
- ii. **Modify CDR input documents and software to ensure** both comportment to the New Jersey Code of Criminal Justice and amenability to statistical analysis.
- iii. **Establish a statewide integrated criminal justice database system** to include systems at major data collection points, i.e., OBCIS/CCH (Department of Law and Public Safety), PROMIS/GAVEL (Administrative Office of the Courts), and OBCIS (Department of Corrections).
- iv. **Expand the use of alternative programs** to incarceration, including the Intensive Supervision Program (ISP), and residential drug and alcohol treatment programs; **Appropriate sufficient funds to assure their continued growth.**
- v. **Evaluate current and proposed alternative programs** such as Supervised Pre-Trial Release and Boot Camp to assess their effectiveness and potential for replication or expansion.
- vi. **Strengthen current probation and parole systems**, making all attempts to maintain and eventually increase their current level of resources.
- vii. **Appoint a member of the minority community to the public member vacancy on the Criminal Disposition Commission.** The inclusion of a representative of the minority community as a member will enhance the Commission's ability to address racially sensitive issues such as equity and disparity and will, more importantly, ensure a broader representation of the community.

Criminal Disposition Commission Table of Organization



Committees

STANDING COMMITTEES



Stephanie R. Bush, Vice-Chairman
Chairman of the Alternatives
to Incarceration Committee
Assemblywoman, 27th District

ALTERNATIVES TO INCARCERATION

Stephanie R. Bush, Chair
Dominick D. Allocca
Donald Apai
Joseph Barraco
Chris Boyle
William Burrell
Edward Coyle
Dr. Wayne Fisher
Lela M. Keels
Richard Mattek
John P. McCarthy, Jr.
Ellen Osborne
Thomas S. Smith, Jr.

DATA

Stanley Repko, Chair
Joseph J. Barraco
Chris Boyle
Cynthia Corbo
Edward Coyle
Dr. Wayne Fisher
Al Gray
Lela M. Keels
Richard Mattek
John P. McCarthy, Jr.
Don Van Nostrand
Ellen Osborne



Stanley Repko, Chairman of the Criminal
Justice Statistics (Data) Committee
Deputy Director, Division of Policy and Planning
Department of Corrections

CDR SUBCOMMITTEE

Remo Framarin
Sgt. Frank McNulty
Bruce Stout



Left: **Ed Rhine**, Co-Chairman
Education Committee
Assistant Chief, Supervision Services
Administrative Office of the Courts

Right: **William Burrell**, Co-Chairman
Education Committee
Chief, Supervision Services
Administrative Office of the Courts

EDUCATION

William Burrell, Co-Chair
Edward Rhine, Co-Chair
Don Apai
Joseph Barraco
Cynthia Corbo
Edward Coyle
Lela M. Keels
Richard Mattek
Ellen Osborne
Stanley Repko
Meherji Wadia



Don M. Gottfredson, Chairman
Richard J. Hughes Professor
of Criminal Justice
School of Criminal Justice
Rutgers University, Newark



Lela M. Keels, Coordinator
Criminal Disposition Commission



Commission Staff:

From Left: Edward J. Coyle, Research Analyst; Marcella A. Christie, Secretarial Assistant; Ellen Osborne, Data Processing Programmer; Cynthia Corbo, Administrative Analyst; and Lela M. Keels, Coordinator.



CDC Chairman Don M. Gottfredson delivers presentation at a Rutgers University and National Council on Crime and Delinquency reception celebration.



Former CDC Vice-Chairman Christine Whitman accepts award for outstanding contribution to the Commission from Chairman Gottfredson at a Rutgers University and National Council on Crime and Delinquency reception.



Commission Chairman and Staff:

From Left: Edward J. Coyle, Research Analyst; Marcella A. Christie, Secretarial Assistant; Ellen Osborne, Data Processing Programmer; Cynthia Corbo, Administrative Analyst; Don M. Gottfredson, Chairman; and Lela M. Keels, Coordinator.