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TE FOR ECONOMIC AND POLICY STUDIES, INC.

Correctional Economics Center

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✓
Cost Analysis of
Correctional Standards:

✓
NEW JERSEY

NCJRS

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ACQUISITIONS

Billy L. Wayson

December, 1979

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FOREWORD

The Cost Analysis of Correctional Standards project was one component in a larger LEAA-funded effort entitled, The Correctional Standards Accreditation Program (CSAP). Other components included a Standards Management Team (SMT) at the state level to oversee the self-evaluation and planning processes, the Commission on Accreditation for Corrections to assist in developing comprehensive plans and supervise the accreditation process, and Analogs, Inc., to evaluate the entire program.

A key assumption underlying CSAP was that technical and financial resources would provide the necessary incentive for state correctional agencies to enter an otherwise voluntary accreditation process and ultimately to implement standards developed by the profession. This approach is a marked departure from many federal initiatives which either disburse funds with few, if any, constraints attached (revenue sharing) or create elaborate regulations for determining eligibility and "acceptable" programs (categorical grants). CSAP, however, took the body of standards developed by the Commission on Accreditation for Corrections as representing a preferred corrections policy and attempted to facilitate change by providing the wherewithal to evaluate policies, procedures and operations on a comprehensive state-wide basis. An added incentive was the prospect of funds for implementation, if states showed progress toward complying with so-called "no-cost" standards during the first funding cycle.

Within this context, the principal objective of the Cost Analysis project was to estimate the cost of complying with corrections standards. This objective was consistent with prior work by the Institute for Economic and Policy Studies/Correctional Economics Center which estimated the costs of complying with standards in 45 Washington State jails and with those promulgated by the National Advisory Commission on Criminal Justice Standards and Goals. However, a unique feature of the project was the 865 standards and some 65 organizational units involved. Another feature was the development of guidelines which others who entered the accreditation process could use to project standards' compliance costs. Unlike a methodology that focuses narrowly on a few standards or a limited set of compliance alternatives, this one must be applicable in a wide variety of settings and accommodate a host of different departures from accepted practices. Work is still continuing on describing the procedures used in this project so that they can be tested by others.

Results presented in this and other state reports are intended to increase the information available to policy-makers who must make the difficult choices regarding the quality of correctional services in their state. Costs, however, are only one kind of information that enters the decision-making process and often are the least important. Personal values, concern for the human condition, local politics and tradition are but a few of the considerations which temper a preference for decisions based solely on rational, economic criteria.

Billy Wayson
Alexandria, Virginia
December, 1979

ACKNOWLEDGEMENTS

More than most research efforts, this study was dependent on the willingness of many individuals to give freely of their time. The institutional coordinators of the accreditation process were instrumental in fully describing resource deficiencies and collecting information: LuEva Lewis (Clinton), Thomas M. Power (Rahway), William Plantier (Avenel), Al Koeningsfest (Trenton), Robert Sohl (Annandale), and Robert Stephens (Newark) ably performed these services. An intimate knowledge of their institutions' physical peculiarities made Rufus Rucker (Bordentown) and John Besso (Rahway) invaluable resources. Axia Wiltkowski and Thomas Cooper from the central office helped unravel the intricacies of training expenditures. Harry Byrne lent his architectural expertise to examining capital alternatives and Bob Warner could always find another blueprint.

Ed Mermelstein's willingness to launch himself and Federman Constitution Consultants, Inc., into the unknown realm of capital-related standards made construction and renovation estimates possible. The testimony to his skill is the small deviation between capital estimates included in all reports and, where comparisons were possible, those prepared independently by others.

So the last will be remembered best. The Standards Management Team coped not only with the accreditation process but also with the arcane interests of a researcher. Ron Keats expeditiously and (unusually) enthusiastically handled a multitude of requests for just one more piece of data. The dedication of Ron Groomes to standards as a means of improving corrections is evidenced for me personally by his perserverance and his genuine concern for those under the Department's supervision.

The Institute's architectural consultant, Maria Teresa Cruz Garcia was a continual source of good cheer and inspiration as we traveled around the State. Her boundless creativity was the source for the capital methodology.

EXECUTIVE SUMMARY

BACKGROUND

The purpose of this report is to present the projected costs to the New Jersey Department of Corrections of complying with standards established by the Commission on Accreditation for Corrections. (As used herein, the Department of Corrections includes institutions responsible for youthful and adult offenders after they leave a reception center, parole services and a pre-release center.) Three major tasks were necessary to derive the estimates:

1. Convert verbal information (standards) into resource terms (personnel, time, facilities);
2. Estimate the quantity and type of resources (3 positions, 100 hours, 8000 square feet);
3. Assign a dollar value to the resource quantities.

Activities performed by IEPS/CEC that were associated with these tasks included an analysis of resource impacts occasioned by standards without reference to any particular site, on-site visits to describe the nature of a deficiency in resource terms, preparation of data collection instruments and compilation of results. Activities performed by the Standards Management Team at the state level were self-evaluations to identify deficiencies, preparing Plans of Action which indicated types of resources needed for compliance and administering data collection instruments prepared by IEPS/CEC.

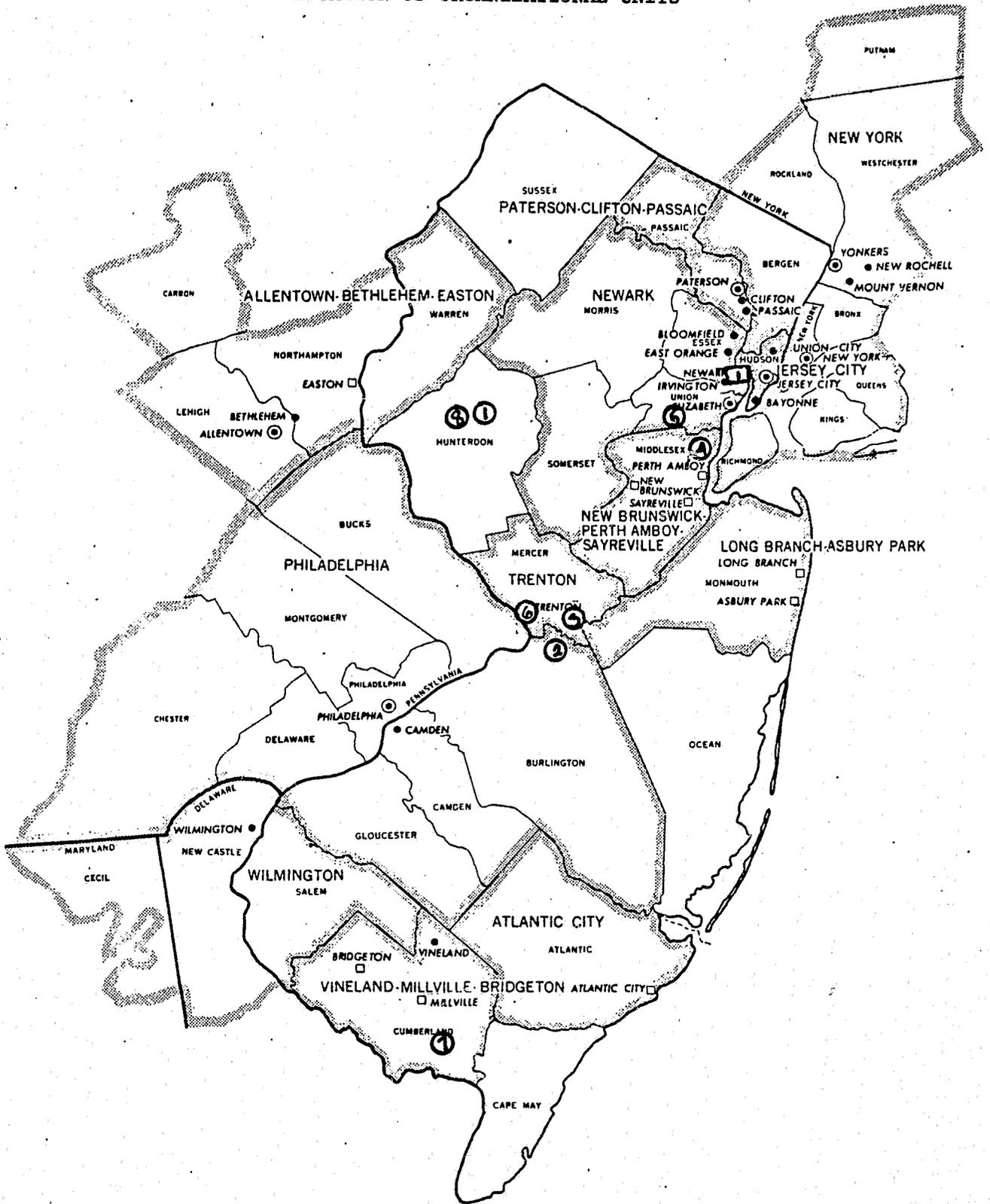
There are several qualifications which are necessary for interpreting the results:

- only additional or marginal financial costs are presented in totals
- organizational units are assumed to be operating efficiently at the present time

- capital estimates are particularly sensitive to underlying assumptions and include only construction costs, contingencies and fees
- compliance data are from Plans of Action submitted June 1, 1979
- Leesburg and Bordentown did not return data collection instruments.

There were 480 cases of non-compliance with 183 standards in adult institutions, community residential centers and parole field services. One hundred forty-three of these cases and 71 standards were designated by organizational units as needing additional resources for compliance. The value of these resources is estimated between \$17.5 and \$19.1 million, or between 20-25 percent of the department's adjusted fiscal 1979 appropriation. About 15 percent of this total is attributable to personnel and other operating expenses, and the balance to equipment and facilities.

FIGURE 1
LOCATION OF ORGANIZATIONAL UNITS



Institutions

- | | |
|--------------|------------|
| ① Annandale | ⑤ Rahway |
| ② Bordentown | ⑥ Trenton |
| ③ Yardville | ⑦ Leesburg |
| ④ Avenel | ⑧ Clinton |

Halfway House

- 1 Newark House

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CHAPTER 1

INTRODUCTION

BACKGROUND

The purpose of this report is to present the projected costs to the New Jersey Department of Corrections of complying with standards established by the Commission on Accreditation for Corrections. (As used herein, the Department of Corrections includes institutions responsible for youthful and adult offenders after they leave a reception center, parole services and a pre-release center.) Three major tasks were necessary to derive the estimates:

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Activities performed by IEPS/CEC that were associated with these tasks included an analysis of resource impacts occasioned by standards without reference to any particular site, on-site visits to describe the nature of a deficiency in resource terms, preparation of data collection instruments and compilation of results. Activities performed by Standards Management Teams at the state level were self-evaluations to identify deficiencies, preparing Plans of Action which indicated types of resources needed for compliance and administering data collection instruments.

METHODOLOGY

The standards included in this cost analysis were selected in four steps. Two IEPS staff (first independently and then jointly) reviewed each standards' volume and designated the resource type (personnel, supplies,

equipment, facilities) that might be required if an organization did not meet any aspect of the standard. This produced a set of "cost standards" which was unrelated to any specific agency or compliance action but which began to identify the types of data needed to measure the effects of compliance on resources.

The second step involved revising the Commission's format for recording compliance and planning data and then collecting this information from each organizational subunit within a State. Noncompliance may result from a lack of written policy, insufficient staff, facility capacity, and a variety of other causes, each of which will require different kinds and amounts of resources to correct. For example, one institution may deny inmates in segregation access to its legal library and another may not even have a library. Compliance resources in each case are quite different. Another complication from the standpoint of estimating costs was the inability from the original format to distinguish degrees of compliance. Since many standards have explicit or implicit subparts, it is possible to partially meet requirements. Obvious examples of multi-part standards are those relating to housing units which specify furnishings (desk, bunk, shelf) and conditions (natural light, ventilation). Another less obvious, example is the requirement that inmate teachers are supervised and trained (4401-E) where noncompliance may be a consequence of more than one cause. To account for partial compliance and to distinguish between compliance resources, the revised plan of action contained in Appendix 3 was used to collect data.

Coordinators at the institutions, supervised by Standards Management Teams (SMT), compared each subunit's policies, programs, and procedures to those prescribed by The Commission and, when necessary, indicated what was required to achieve compliance. Even though training, written instructions, and definitions were provided to the SMT, there were differing interpretations at the subunit level of key variables (e.g., "written policy," "additional personnel," "renovated facilities," etc.) and disagreement on whether additional resources were needed. However, plans of action submitted on June 1, 1979, provided an initial set of state-designated cost standards for inclusion in the analysis.

The third step in selecting standards for the analysis was to cross-check by computer IEPS-designated cost standards (which were identified on the basis of total non-compliance without regard to the reasons for a deficiency) with state-designated standards (which took into account partial compliance and specific needs). The results of this analysis provided the field interview guide format (see Appendix 3).

During site visits in July and August, interviews at the central office and each institution were used to make the final selection of cost standards and to expand the description of deficiencies for these standards in resource terms. The listing produced by the computer analysis included standards which both the state and IEPS designated as requiring resources as well as those where only one had done so. Therefore, it was necessary to determine whether these differences were the result of simply oversight, the degree of non-compliance or actual disagreement. Once compliance with a standard was determined to have an impact on resources, it was necessary to determine the type and amount. For example, a plan of action or the

IEPS analysis might indicate that compliance would require staff, but it was on-site interviews and visual inspections that specified the amount (one position) and type (psychologist). In all cases, interviewees, also, were asked to describe measures of resource use (square footage, population, number of cases, frequency of contact, etc.) on which the estimates were based. If ambiguous or not readily available, the Institute subsequently prepared a Cost Analysis Worksheet (see Appendix 3) to collect data that would measure resource use. Another site visit task was to identify other sources (individuals, records, blueprints, reports, etc.) and to organize future data collection by relating these sources to deficient standards. The Data Source Worksheet used for this task is contained in Appendix 3.

Standards requiring capital expenditures were selected in a manner similar to the process described above, but with an additional step. Baseline information on cell size, furnishings, housing unit populations, building materials, etc., was collected by the Institute. Compliance alternatives for each capital deficiency were formulated and discussed with the Department's architect who suggested which alternative appeared to be the most feasible. It was this preferred option that was costed controlling for project scope, security level and geographical location.

Following site visits, supplementary data were collected by telephone interviews and by asking each subunit to complete Cost Analysis Worksheets for selected standards.

Preliminary standards analysis, site visits, and telephone interviews served, to translate standards into resource terms and, to estimate the type and quantity of resources needed to achieve compliance. The final cost estimating step was to price or assign a dollar value to these resource units. Prices were collected from salary schedules, purchase orders, catalogs, vendors, etc., and combined into the projected costs of standards compliance.

ASSUMPTIONS

The accuracy of any projection is sensitive to the data it uses and the assumptions which underly the results. These results are no exception. Estimates are presented at three levels of specificity. The most general is simply to indicate whether compliance is expected to increase or decrease resource consumption; next, the type and amount of resources are described; and, the most specific is to place a dollar value on the resources.

In all cases, an attempt was made to estimate the additional or marginal financial costs associated with standards' compliance. This assumption excludes expenditures or actions initiated prior to an agency's entering the accreditation process or compliance plans that can be achieved by redistributing existing resources. This emphasis on financial (rather than opportunity) costs is necessitated by the study's scope and data availability and should not be interpreted as minimizing the importance of the more subtle shifts in resource allocations. An agency whose programs and operations do not comply with a substantial number of standards or with

key ones such as training will be required to alter its priorities and reallocate resources. These compliance costs tend to be ignored because they do not appear in formal financial records or do not require legislative approval. However, the cumulative effect of complying may well be a redistribution of sufficient proportions to affect functions heretofore considered "essential". In some cases, the opportunity costs of compliance (i.e., the value of reallocated resources) are presented either because of their magnitude or to remind the user that ignoring them can seriously understate the resource impact.

It is assumed that organizational subunits are operating efficiently, i.e., that there are no slack resources. This is a critical qualification on the phrase "additional financial costs" appearing throughout the report. It, in fact, may be possible to comply with some cost standards by reordering priorities, eliminating or modifying functions, etc., but this requires a more in-depth examination of each organization.

The capital estimates are based on data provided by a professional construction cost estimator with substantial correctional experience. However, the disparity in costs commonly cited for new prison construction underscores the particular sensitivity of these estimates to underlying assumptions. Capital project costs commonly include site acquisition, project management, finance charges, architectural fees, contingencies and contractor charges. Given these elements, it is not surprising that one hears such variation in costs. A second source of variation is the point in the planning process where capital estimates are made. Pre-design estimates must be based on historical data and someone's judgment regarding appropriate types of construction. Once an architectural program is completed, the estimates can be refined by distinguishing between unit costs for various types of space (housing, gym, etc.).

Engineering drawings allow the estimator to make further adjustments for materials, sizes, etc.. Capital estimates presented in this report are at the pre-design level and include construction, architectural and engineering fees (7 percent) and a contingency (25 percent) commonly used with projects in an occupied facility to adjust for shorter workdays, materials handling, screening contractors' personnel and similar security-related factors. (Excluded are site acquisition, project management and finance charges which can add significantly to project costs.)

In some cases, it was necessary to choose a compliance alternative based on limited background information; in others, there may be solutions other than renovation or new construction. While actual may vary from estimated costs substantially when examining an individual standard, the more aggregated estimates, such as an institution's capital compliance costs, will vary less from the actual.

There are several technical assumptions:

- A work year is 2080 hours
- One 5-day post requires 1.3 correctional officer positions
- One 7-day post requires 1.8 correctional officer positions
- One 7-day post requires 1.8 correctional officer positions
- Fringe benefits are 19.53 percent of salaries ^{1/}
- Compliance data are from Plans of Action submitted in June, 1979
- Leesburg and Bordentown did not submit requested information.

SYSTEM OVERVIEW

The Department of Corrections manages institutions and field services for both adult, youth and juvenile offenders in New Jersey. Accreditation activities were limited to eight institutions and nine parole districts, but there are satellite operations under the perview

TABLE 1
 NEW JERSEY DEPARTMENT OF CORRECTIONS
 DISTRIBUTION OF OFFENDER POPULATION

<u>Organization Unit</u>	<u>Population (June 1979)</u>	<u>Admissions (FY 1979)</u>	<u>Releases (FY 1979)</u>
Prison Complex:	(3819)		
Avenel	192	1,728	1,611 ^a
Trenton Prison	1,080		
Rahway Prison	1,317		
Leesburg Prison	959		
Clinton	241		
Newark House	30		
Youth Correctional Complex:	(1884)	2,921 ^b	2,276
Yardville ^c	613		
Bordentown	645		
Annandale	626		
Parole Districts	7,240	3,458	3,471
TOTAL	<u>12,973</u>	<u>8,107</u>	<u>7,358</u>

Sources: "Admissions, Releases and Residents: September, 1979", New Jersey Department of Corrections, Division of Policy and Planning. Parole data were reported in a telephone interview by the Standards Management Team.

^aIncludes discharges from prison complex at maximum sentence.

^bIncludes admissions to adult and youth reception units at Yardville.

^cExcludes adult and youth reception units and Jamesburg.

of six institutions which increases the total number of organizations surveyed (see Appendix 4).

There were over 12,900 adult and youthful persons under Department authority in June, 1979, excluding those in the Reception units as Yardville. About 15 percent of these were classified as youthful offenders, 29 percent were in maximum, medium or minimum security adult institutions, and the balance of 56 percent under parole supervision. Table 1 shows the distribution for organization units included in the Accreditation Program.

There are 465 Commission standards for adult correctional institutions; one hundred sixty were not met at one or more New Jersey facilities. There were 421 cases of noncompliance with 160 standards. This occurred most frequently in the area of staff development and training (61 cases). Eighteen security and control standards were cited as deficient 41 times. The accompanying table shows the distribution of noncompliant standards at each facility. Newark House did not comply with 18 of the 195 standards for adult community residential services with the major deficiencies occurring in records and physical plant. In the nine parole districts, there were 41 cases of noncompliance, but only five of the 208 standards for adult probation and parole field services.

One hundred fourteen cases in institutions, 20 in parole and 9 in the pre-release center were designated as requiring additional resources to be corrected. The cases involved 59 institutions' standards, 3 parole standards and 9 pre-release standards. It is these 143 cases and 71 standards that are the subject of this report. Frequently used terms are defined in the glossary and technical materials appropriately relegated to appendices.

TABLE 2

NEW JERSEY DEPARTMENT OF CORRECTIONS
NUMBER OF NON-COMPLIANT STANDARDS BY STANDARDS CATEGORY

STANDARDS CATEGORY	ANNANDALE	BORDENTOWN	YARDVILLE	AVENEL	RAHWAY	TRENTON	LEESBURG	CLINTON	TOTAL CASES	NUMBER OF STANDARDS ^{a/}
Administration, Organization & Management	8	2	5	1	4	6	6		32	12
Fiscal Management	4	1			1		1		7	5
Personnel	3	2	3	2	2	1	2	2	17	4
Training & Staff Development	11	6	10		6	10	12	6	61	13
Management Information Systems	2						2		4	3
Research & Evaluation	3					2	3		8	3
Records	3						2		5	4
Physical Plant	3	2	1	1	5	6	1	2	21	6
Security & Control	4	5	6	1	4	12	8	1	41	18
Supervision of Inmates	1		1				2		4	2
Special Management Inmates	3	3	4	1	3	7	6	3	30	10
Food Services	1						2		3	2
Sanitation, Safety & Hygiene	1	1	1		1	2	2		8	4
Medical & Health Care Services	1		1		1	1	4		8	6
Inmate Rights	7	3	3		6	4	3	4	30	10
Inmate Rules & Discipline	4	4	4	4	5	5	4	5	35	5
Mail & Visiting				1			1	1	3	1
Reception & Orientation			1	1	2	2	4	1	11	6
Inmate Money & Property Control	1	1	1	1	1	1	1	1	8	1
Classification	5	3	1	1	5	4	5	4	28	9
Inmate Work Programs				1		3	1		5	4
Educational & Vocational Training	1		1	2		1	2		7	4
Library Services	1		3	1	8			1	14	8
Recreation & Inmate Activities				1	1	1			3	3
Social Services & Counseling			1						1	1
Release Preparation & Temporary Release	2	2	1	5		1	1	1	13	6
Citizen Involvement & Volunteers	2		1	1			10		14	10
Total Non-Compliance Standards	71	35	49	25	55	69	85	32	421	160

^{a/} Not equal to sum of rows because non-compliance occurs at more than one location.

TABLE 2 (CONT.).

<u>PAROLE DISTRICTS</u> <u>Standards Category</u>	<u>CLINTON</u>	<u>EAST</u> <u>ORANGE</u>	<u>RED</u> <u>BANK</u>	<u>JERSEY</u> <u>CITY</u>	<u>ELIZABETH</u>	<u>TRENTON</u>	<u>CAMDEN</u>	<u>ATLANTIC</u> <u>CITY</u>	<u>NEWARK</u>	<u>TOTAL</u> <u>CASES</u>	<u>NUMBER</u> <u>OF STANDARDS</u>
Administration, Organization & Management	1	1	1	1	1	1	1	1	1	9	1
Personnel	2	1	2	2	1	2	1	2	1	14	2
Supervision: Probation & Parole Agencies	<u>2</u>	<u>2</u>	<u>2</u>	<u>2</u>	<u>2</u>	<u>2</u>	<u>2</u>	<u>2</u>	<u>2</u>	<u>18</u>	<u>2</u>
Total Non-Compliance Standards	5	4	5	5	4	5	4	5	4	41	5

<u>HALFWAY HOUSE</u> <u>Standards Category</u>	<u>NEWARK</u> <u>HOUSE</u>	<u>TOTAL</u> <u>CASES</u>	<u>NUMBER</u> <u>OF STANDARDS</u>
Administration	1	1	1
Fiscal Management	2	2	2
Facility	4	4	4
Food Service	3	3	3
Special Procedures	1	1	1
Records	5	5	5
Evaluation	1	1	1
Additional Standards for Pre-Release Centers and Programs	<u>1</u>	<u>1</u>	<u>1</u>
Total Non-Compliance Standards	18	18	18

NOTES CHAPTER 1:

1. Telephone interview with Ronald Keats, November 7, 1979. Fringe rate was collected from "Circular Letter 79-30", dated June 27, 1979, and includes retirement (7.4), health (5.4), unemployment (.4), unused sick leave (.2) and FICA (6.13).

CHAPTER 2

TRAINING PROGRAM COSTS

INTRODUCTION

The most common divergence from standards at New Jersey's adult institutions was in the area of training and staff development. Commission standards require that all new employees receive forty hours pre-service training and an additional forty during their first year of employment. Persons having "direct and continuing contact" with inmates are to receive an additional eighty hours their first year for a total of 160 hours. Requirements for these two groups and managers are summarized below:

<u>Type of Employee</u>	<u>First Year</u>	<u>Annual</u>
Direct Contact	160 Hours	80 Hours
Management	120 Hours	80 Hours
Other	80 Hours	40 Hours

Content, class size, duration of courses, and other specifics of training are left to the state's discretion.

The Department has a Correctional Officer's Training Academy/Staff Development Center (COTA/SDC) that provided over 100,000 hours of training last fiscal year. A four week basic and one week advanced training programs are available to new recruits at the state level. Comparable courses are offered to county employees. A variety of specialized training for all employees covers firearms, Spanish language, hostage negotiations, first aid, suicide prevention, etc..

Programs are funded by state appropriations and grants from the State Law Enforcement Planning Agency. In fiscal 1979, appropriations totalled \$257,000, but the Academy reimbursed institutions over \$99,000 from this amount for salaries of officer trainees.^{1/} Another \$104,000 was granted to train officers working in county institutions. Expenditures totalled slightly under \$262,000, excluding salary reimbursements.

COMPLIANCE COSTS

The Department has requested technical assistance to develop a comprehensive plan for achieving compliance with all training standards, but it was necessary to approximate compliance costs without a detailed plan of action. Therefore, two approaches were used: one is based on budget data supplied by five institutions after they had reviewed training deficiencies; the other estimate is derived from cost per trainee hour using fiscal 1979 training activities and expenditures by COTA/SDC. Institutional estimates obviously suffer from the fact that each was prepared under a unique set of assumptions regarding how the training shortfall would be corrected. Using the Academy's experience, does not take into account the variety of ways (on-site training, programmed institution, purchase of services, etc.) in which training requirements might be met; but, it does give an approximation of costs, if training continued to be provided as in the past. Neither approach is able to account fully for whether the training will be conducted on or off site, by staff or consultants, the length of courses, class size, development needs and other factors that affect cost.

There are two components to training program costs. The first is the value of participants' time which may represent a financial burden if they must be relieved while in class; otherwise, this component can be considered an opportunity or economic cost, since services are not being delivered during these periods. The accompanying table displays this program cost element for five institutions.

TABLE 3

NEW JERSEY DEPARTMENT OF CORRECTIONS.
SUMMARY OF TRAINING PARTICIPANTS' COSTS

<u>Institution</u>	<u>Value of Hours</u>	
	<u>Reallocated</u>	<u>Substituted</u>
Annandale	\$ 53,100/57,170	\$ 83,500
Bordentown	No Information Submitted	
Yardville	174,030	100,100
Rahway	94,960/95,650	225,590
Trenton	104,070	220,240
Leesburg	No Information Submitted	
Clinton	40,970	67,220
Avenel	N/A	N/A
Newark House	N/A	N/A
	\$467,130 to \$471,890	\$ 696,650

The second component of training costs includes all elements required to operate a program -- staff, instructors, travel, equipment, tuition, etc. In some cases, trainers may be drawn from existing staff and this would represent an opportunity (but not financial) cost to the organization; in others, a training officer will be needed to plan, coordinate and conduct a program.

Each institution collected fiscal 1979 training data and hourly rates for the various groups of employees which were used to estimate participants' costs. Financial costs were derived by assuming that only correctional officers will be relieved during training periods. The total amount of additional staff hours (148,816) needed to achieve compliance at five locations is summarized in the accompanying table.

TABLE 4
NEW JERSEY DEPARTMENT OF CORRECTIONS
SUMMARY OF ADDITIONAL TRAINING HOURS
(Base = FY 1979)

<u>Institution</u>	<u>Hours</u>
Annandale	17,224
Bordentown	No Information Submitted
Yardville	32,448
Rahway	45,750
Trenton	38,384
Leesburg	No Information Submitted
Clinton	16,010
Avenel	-0-
Newark House	-0-
Total	148,816

Full Time Equivalent Positions 72

In fiscal 1979, the Academy delivered 34,870 hours of basic and advanced training to 300 line correctional officers in adult and juvenile facilities. ^{2/} Another 6,848 hours of specialized courses were provided to this same group from funds appropriated by the state. (Some 960 hours funded from other sources are excluded from this total.) Non-custodial participation in specialized classes was about 6,896 hours, assuming courses were the same duration as for officers. Supervisors, middle executive management, and other employees were involved in 4,968 class hours. Federal funds (\$104,125) ^{3/} covered the expenses for 37,568 hours of basic and advanced training for persons employed by adult and juvenile institutions at the county level.

Because there is some intermingling of state, country, line and non-custodial participants in specialized and core courses, it is not possible to draw a one-one relationship between funding sources and instructional hours. Therefore, several combinations of hours and expenditures were used to derive a range of costs per trainee hour. (Salary reimbursements to institutions were excluded from all calculations of program costs and are discussed below.) At the most general level -- using total expenditures and hours -- the hourly cost of instruction is approximately \$2.61. When only state funds and hours are compared, it is \$2.94. Relating appropriated funds to only line officers, who receive over 90 percent of the state-funded training, results in a cost of \$3.15 per hour. Basic and advanced county training alone cost an estimated \$2.77 hourly. The range of hourly program costs was between \$2.64 and \$3.15 with a mean of \$2.87.

If all additional training requirements in New Jersey are met in a way similar to prior experience and there are no scale economies, the estimated program costs for five institutions can range between \$388,400

and \$468,800, excluding participants' salaries. When only state monies and training hours in fiscal 1979 are used as the base, (i.e., \$2.94 per hour), projected costs are \$437,500. Variations in the number of new hires, type and level of participants, training methods and the addition of Bordentown and Leesburg will affect actual costs in the future. In addition, there are other standards related to staff development (e.g., 4101-E, Library Services) which institutions have identified as deficient and which will require additional financial resources. Some of the opportunity or non-financial costs of a training program include the creation of a training committee (4094-E) and preparation of an annual training plan (4094-E).

The second method for projecting program costs was to request estimates from each institution. As discussed above, each used a unique set of assumptions (since there is not yet a department-wide compliance plan) and, therefore, reflect the institutions' perspective on what is required. The results summarized in the accompanying table cover only standards on direct training and training staff and not related costs of libraries, committees, etc.. Five institutions estimated that approximately \$320,000 in additional funds would be required to supply over 112,600 hours of training. (Another 37,155 hours at Rahway were not included in their estimates.) The cost per training hour ranges from \$4.28 to \$2.35 with a weighted mean of \$3.31, as compared to an unweighted cost of \$2.61 for all COTA/SDC sponsored courses and a rate of \$2.94 for state-funded programs for only departmental employees.

A reasonable rate per instructional hour for estimating program costs is \$3.00 which would produce a total requirement of \$446,000 to expand capacity for the five institutions. It should be possible to accommodate central office training needs within this projection, but there probably will be a significant additional cost for equipment since this item was excluded from

TABLE 5

NEW JERSEY DEPARTMENT OF CORRECTIONS
SUMMARY OF PROJECTED TRAINING BUDGETS

<u>Institution</u>	<u>Projected Budget^a</u>	<u>Training Hours</u>	<u>Cost per Hour</u>
Annandale ^b	\$ 71,880	17,224	\$ 4.17
Bordentown	No Information Submitted		
Yardville ^b	76,350	32,448	2.35
Rahway ^b	36,770 ^c	8,595	4.28 ^c
Trenton ^b	135,030	38,384	3.52
Leesburg	No Information Submitted		
Clinton	N/A	16,010 ^d	N/A
Avenel	-0-	-0-	-0-
Newark House	-0-	-0-	-0-
TOTAL	\$320,030	112,661	N/A
MEAN COST	\$3.31		

Sources: Cost Analysis Worksheets prepared by each institution.

Footnotes:

^aExcludes equipment.

^bIncludes allowance for staff and, where required, specialized training for instructors.

^cProgram cost estimates were provided only for 8,595 hours of pre-service, first year, trainers and crisis unit activities and this is the basis for calculations. Annual training would be provided through "in-house and departmental" channels. Total hours required is 45,750.

^dExcluded from mean cost per hour calculation.

the computation of instructional rates.

It is necessary to add participants' salaries and fringe benefits to the above estimates to derive total compliance costs. A distinction was made between positions requiring and not requiring relief during training periods and, therefore, between financial (relief) and opportunity (non-relief) costs. Using new hires, staffing levels and hourly salary rates from fiscal 1979, this component of compliance cost at five institutions is estimated at \$1.26 million, about 60 percent of which (\$696,650), represents potential financial costs for correctional officer replacement and the balance a dollar value of services foregone while employees are attending courses. The amount contributed by each institution is displayed in the accompanying table.

SUMMARY

Two approaches were used to estimate program costs of complying with training standards. The aggregate method used the fiscal 1979 experience of COTA/SDC with various types of courses and extended various cost per hour figures to deficiencies reported by institutions. Estimates by this method ranged from \$388,400 to \$468,800 for 148,816 hours. The disaggregated approach summed budgets for staff development submitted by five institutions which totalled \$320,030 for 112,661 hours of training. Assuming only correctional officers will be relieved while attending courses, participants' salary costs of \$696,650 must be added to program costs. This total will be reduced to the extent there are slack officer resources, posts not requiring substitutes or possibilities for presenting courses in short segments. Compliance with Commission training standards will require additional resources valued at between \$1.02 million and \$1.17 million, plus allowances for equipment, Leesburg and Bordentown. Deviation of actual from these projected costs will be a function of hiring rates, staffing levels, occupational mix of employees, and training methods.

NOTES CHAPTER 2:

1. Telephone interview, Aixa Witkowaki, November 28, 1979.
2. "Fiscal Year 1980 Budget Request" supplied by Thomas Cooper.
All workload data are from this source.
3. Telephone interview, Ronald Keats, November 27, 1979.
4. Wherever possible, relief has not been allowed for correctional sergeants and lieutenants, even though coverage by a senior officer may, in turn, generate a need for relief at the line level.

CHAPTER 3

ANNANDALE

BACKGROUND

The Youth Correctional Institution in Annandale, New Jersey, is a minimum security institution housing approximately 530 male inmates between the ages of 17 and 35 years. Minimum security inmates serving state prison sentences account for about 20 percent of the population with the remainder serving indefinite sentences. Eighteen and a half years is the average age upon admission and 9.8 months is the average length of stay.

Annandale, located on approximately 740 acres, opened in 1929 and was operated as a reformatory for juveniles. Today, it consists of eight cottages and two satellite units, Stokes Forest and High Point. The Annandale average daily population was 574 with Stokes Forest and High Point having inmate capacities of 50 and 60, respectively.

The educational program provides instruction at all levels from basic remedial reading and writing through second year of college. Eligible students are prepared for the GED exam. Vocational programs operate for 17 weeks and include service station, welding, plumbing, carpentry and building maintenance under CETA program. An advanced course is offered in most of these areas.

Three off-grounds programs offered to eligible inmates are work release, college and nurse's aide training. Somerset County College sponsors the college study release program. The nurse's aide program includes two weeks of on-the-job training at Hunterdon Medical Center in Flemington, New Jersey.

TABLE 6
ANNANDALE
SUMMARY OF NON-COMPLIANT STANDARDS BY PROGRAM CATEGORY

<u>Standards Category</u>	<u>No Cost</u>	<u>State Designated Cost Factors</u>
Administration	8	0
Fiscal Management	4	0
Personnel	3	0
Training & Staff Development	6	5
Management Information Systems	2	0
Research & Evaluation	3	0
Records	3	0
Physical Plant	1	2
Security & Control	3	1
Inmate Supervision	1	0
Special Management Inmates	2	1
Food Services	1	0
Sanitation & Hygiene	1	0
Medical & Health	1	0
Inmate Rights	7	0
Inmate Rules	4	0
Inmate Money & Property	1	0
Classification	5	0
Educational & Vocational Training	1	0
Library Services	0	1
Release	2	0
Volunteer & Citizen Involvement	2	0
Total	61	10

Annandale's three main objectives are to train and motivate its staff, maximize and utilize its resources and to provide residents with meaningful programs and services.

Annandale reported that it did not comply with 71 standards established by the Commission on Accreditation for Corrections. Fifty-nine of these were essential, eleven important and one desirable as designated by the Commission. Fourteen percent (10) of the non-compliance standards were designated by Annandale as requiring additional resources in the following areas:

<u>Standards Category</u>	<u>Cost Standards</u>
Training and Staff Development	5
Physical Plant	2
Security and Control	1
Special Management Inmates	1
Library Services	1

TRAINING AND STAFF DEVELOPMENT

The five training standards designated by the institution as entailing costs included the requirement for instructors with specialized training (4089-E), forty hours of in-service training annually (4091-E), additional training for persons having direct contact with inmates (4092-E), encouraging continuing education (4099-I), and the availability of a staff library (4101-E). Although the institution did not report the need for additional resources, there are other non-compliance standards in the training area that may entail additional costs. These include the need for forty hours of pre-service training (4090-E) and management training annually (4093-E). The requirement for a "qualified" person at the supervisory level to manage

the training function (4088-E) was found non-compliant and will incur additional costs. Standards relating to establishment of a training committee (4094-E), preparation of a plan (4095-E) and evaluation (4100-E) can be accomplished within existing resource levels and as an adjunct to other management tasks. The discussion which follows will cover not only the five state-designated cost standards but also the three additional ones (4088, 4090, and 4093).

Standard 4088 recommends that the training function be carried out by "a qualified employee at the supervisory level." The institution estimated that this would require approximately 75 percent of a person's time at an annual cost, including fringes, of \$15,030. Other recurring office expenses (printing, supplies, postage, travel, etc.) are projected at \$1,900; and training and office equipment as \$3,100. Without historical data and departmental plan for meeting training needs in all institutions, it is difficult to estimate how much will be required to pay instructors, tuition, trainees' travel and similar direct training costs. However, assuming all training is funded by the institution, Annandale estimates that \$50,000 is needed for instructors' fees (about 500 days) and \$3,800 for tuition, travel and similar expenses. The estimated cost, excluding instructors, totals \$23,830. Fees can be expected to vary with the proportion of training conducted locally and the number of training days required to meet standards (see below).

Specialized training in instructional techniques is required by Standard 4089-E as one means of assuring quality teaching that effectively improves the employees' skills. Annandale assumed that a new employee would be hired without specialized skills and, therefore, would require 40 pre-service hours, 40 hours of first year training and specialized instruction

totalling 410 hours. It is likely that instructor training will be provided by the Department's Academy which conducts a 40-hour course for trainers. Therefore, the personnel costs may range from \$440 to \$4,510, depending on which courses a new training officer receives. Travel, tuition and other charges are estimated at \$1,150.

Commission standards require a substantial amount of orientation, in-service and management training. All new employees are to receive 40 hours of pre-service training and an additional 40 hours during the first year of employment. Staff who have direct contact with inmates are to participate in an additional 80 hours of first year training for a total of 160. The requirements for subsequent years are 80 hours for "direct contact" and "management and administration" personnel; all others are to receive 40 hours annually. Requirements are summarized below.

<u>Type of Employee</u>	<u>First Year</u>	<u>Annual</u>
Direct Contact	160 hours	80 hours
Management	120 hours	80 hours
Other	80 hours	40 hours

The two components of training costs are those associated with participants' salaries and those needed to conduct the program. Trainees' salaries typically represent the largest proportion of training costs and may be identifiable in the form of relief positions or hidden by the use of overtime. In many cases, participant costs are simply a reallocation of their time from other duties and will not generate additional outlays; in others, however, the operation of the institution require that relief be provided during training periods. Relief is especially important for

officer positions or for others whose services cannot be interrupted. Since positions requiring relief are dependent on local conditions and procedures, it is assumed in this analysis that only correctional officers will be replaced during training.

Another adjustment to participant costs is to account for the marginal change attributable to Commission standards. The preferred method for estimating this net change is to compile time series data on the training hours for various classes of employees (e.g., direct contact, management, etc.) and then deduct this from the total required. These data are not routinely kept for training at the institutional level, so fiscal year 1979 was used as the base.

Annandale reported that 28 persons hired during fiscal year 1979 received 49 percent of the 1120 pre-service training hours required. Since all twelve new correctional officers received the required 160 hours within the existing complement, it can be assumed that this hiring level will not require additional relief positions. The value of other employees' time which would need to be reallocated to fully comply with pre-service training standards is approximately \$4,015.

Standards 4091 (Annual Training) and 4092 (Direct Contact Training) specify 80 hours of training each year for persons having "direct and continuing contact with inmates." At Annandale only about 17 percent of the need was fulfilled in the last fiscal year. Slightly over 10,800 hours of the total deficiency (14,080 hours) were attributable to correctional officers, with the balance of 3,272 hours assigned to trade instructors, teachers and social workers. (By comparison, the correctional

officers Training Academy produced 26,040 basic training hours in fiscal 1979 for the entire Department.) The average amount of additional hours needed was largest for senior correctional officers (78.6 hours) and least for teachers (59.0 hours). Overall these 211 employees would need almost an additional 67 hours annually to comply with standards 4091 and 4092. Since only correctional officer positions are assumed to need training relief, an additional \$83,500 for salaries and fringes is needed to increase the complement with individuals at a skill level sufficient to substitute for officers. The balance of 4080 hours are valued at \$27,800, but it is assumed that this time will be made available through rescheduling of existing personnel.

Commission standards specify 80 hours of training each year for employees in administrative and managerial positions. Annandale identified 44 employees in these positions and calculated that over 67 percent of the requirement was met during fiscal year 1979. The balance of 1114 hours has an estimated dollar value of \$11,200 including fringes which will be funded within the existing budget by reallocating time from other tasks.

An additional 192 training hours are needed at Annandale for the nine persons in other than management, administrative or direct contact positions. Last fiscal year 168 hours were provided. Participants' salary and fringe costs of approximately \$840 will be necessary to overcome this deficiency.

The following table includes the dollar value of both reallocated hours and training time which will require substitutes to maintain institutional operations (correctional officers). The former are included because they do represent an opportunity cost (i.e., certain services are foregone during training periods), even though the effects are not reflected formally

or distinctly in the accounting records. There may be more subtle economic costs, such as deterioration in the quality of services (late reports) or the additional unpaid overtime donated by management personnel substituting for a training participant. The "additional hours" column uses fiscal 1979 as the base and, therefore, assumes that this was a typical level of training activity. Improved record keeping will permit accumulation of time series data which would substantially improve accuracy. Obviously, all dollar values will vary by the number and type of persons designated as new hires, direct contact or management.

TABLE 7

ANNANDALE YOUTH CORRECTIONAL INSTITUTION
SUMMARY OF MARGINAL TRAINING REQUIREMENTS

Type of Training	Additional Hours	Value of Hours	
		Reallocated	Substituted
Pre-Service:	\$(768)		
Direct Contact	448	\$ 2,260	\$ -0-
Other	320	1,760	N/A
First Year:	(1,040)		
Direct Contact	888	8,130	-0-
Other	152	670	N/A
Annual:	(15,224)		
Direct Contact	14,080	27,750	83,500
Management	1,144	11,250	N/A
Other	192	840	N/A
Specialized:	(410)		
Trainers	410	440/4,140	N/A
Total	\$17,442	\$53,100 to \$57,170	\$83,500

Based on hiring rates and staffing levels in fiscal year 1979, Annandale generates a demand for 24,700 training hours annually, 31 percent (7,696 hours) of which was supplied last year. The dollar value of participants' salaries and fringe benefits is estimated at \$136,600 to \$140,670 but between 39 to 40 percent of these costs can probably be absorbed within the existing budget, if substitutes (relief) are not required. Given the number of additional hours needed per employee, however, there may be non-pecuniary (but still economic) costs associated with this level of training activity. The equivalent of \$83,500 in additional full time equivalent positions will be needed to provide relief to correctional officers engaged in training. (Almost 67 additional training hours will be needed annually for each employee in direct contact with inmates.) If there are slack officer resources, posts not requiring relief or training can be presented in short segments, the total may be reduced. These possibilities, however, will require a thorough analysis of staff utilization and a detailed plan for meeting training standards.

Standard 4099 states that "written policy and procedure encourage employees to continue their education." Although there is no requirement (explicit or implied) for the agency to fund such training, it conceivably could become a future expense as staff development programs are upgraded and the work force generally becomes more educated. An estimated 40 persons were considered by Annandale to be eligible for continuing education. Tuition and fees for each person were estimated at \$720 (based on charges of \$60 per credit hour) and books at \$80 annually for a cost of \$32,000. Since the institution did not have a training budget in fiscal year 1979,

there would be additional costs. The total will be sensitive to variations in the number of participants and educational institution chosen, but it can be taken as an upper bound estimate at the end of some period of program phase-in.

Commission standard 4101 and accompanying commentary consider access to library services an essential adjunct to a staff development program. Compliance can be accomplished through an organized lending service, an in-house library or a combination of these approaches. Annandale chose to acquire a basic collection of titles and subscriptions to relevant periodicals. Start-up costs are estimated at \$1,500 for books, \$385 for subscriptions, and \$500 for shelving. Thereafter, ten new titles would be added each year (\$150) and subscriptions maintained. Projected costs for the first year total \$2,385.

STAFF DEVELOPMENT SUMMARY

The Youth Correctional Institution at Annandale did not comply with eleven training standards. Five of these were originally designated by the institution as requiring resources; an additional three were found during on-site visits that will probably need funds to comply. A summary of the additional financial and opportunity costs is presented below:

TABLE 8

ANNANDALE: SUMMARY OF TRAINING COSTS

<u>Standard</u>	<u>Financial Costs</u>	<u>Opportunity Costs</u>
Training Officer (4088)	\$ 15,030	\$ - 0 -
Training Trainers (4089)	1,150	440/4,510
Pre-Service (4090)	- 0 -	4,000
First Year (4090, 4092)	- 0 -	8,800
Annual (4091, 4092, 4093)	83,500	39,840
Continuing Education (4099)	32,000	- 0 -
Staff Library (4101)	2,390	- 0 -
SUBTOTAL	\$134,070	\$53,080/57,150
Program Costs	58,800	N/A
TOTAL	\$192,872	\$53,080/57,150

FOOD SERVICES

Standard 4234-E requires the food services be inspected weekly by administrative, medical or dietary personnel. Although the institution indicated that compliance would incur no additional financial costs, they were requested to estimate the opportunity costs of inspections as a way of illustrating how this and similar tasks might impact on staff time distributions. Annandale estimated that dietary, administrative and medical staff would devote 299 hours annually or 5 3/4 hours weekly to inspections. Using a weighted average hourly wage of about \$15.00 including fringes, the dollar value of these hours is \$4,485.

Without operational experience, it is difficult to estimate the impact of many standards or an institution's financial or economic costs. Requirements for a training committee (4095), annual formulation of organizational goals (4012), consultation with colleges (4021) and others separately may not impact to a significant degree; collectively, however, they may require that a substantial time allocation and, thereby, affect the economic (if not financial) costs of compliance. Food services inspections described above are an example of this impact.

PHYSICAL PLANT

Self-evaluations submitted by Annandale to the Commission on Accreditation for Corrections noted non-compliance with physical plant standards 4141-E (Design Capacity), 4144-I (Dormitories) and 4146-E (Preventative Maintenance). Site visits in August, 1979 and discussions with institutional staff also found that standards regarding cell size (4142-I) and conditions (4143-I) were not met in 30 detention cells which confined residents over ten hours daily. These non-compliant, cost standards are included in this analysis.

In August, 1979, Annandale held 532 in general population and 19 in the segregation unit. Forty-nine residents were assigned to a drug abuse unit. If segregation and drug abuse are considered decentralized units, the institution would meet standard 4140 which requires unit management in facilities over 500 beds. With the exception of segregation which has 61 square feet per bed, all single cells meet the space standard, but dormitories have less than the 60 square feet required. Standard 4144 also establishes a maximum dormitory capacity of 50 beds. The effect of these two standards on housing units is shown in the accompanying table:

TABLE 9

DORMITORY CAPACITIES

<u>Location</u>	<u>Dormitory Population</u>	<u>Square Footage Capacity</u>	<u>Over Capacity</u>	
			<u>Square Footage</u>	<u>Beds</u>
Cottage 1	56	45	11	6
Cottage 4	20	12	8	N/A
Cottage 7	13	12	1	N/A
Cottage 8	104	90	14	4
Cottage 9	16	12	4	N/A
Cottage 10	<u>118</u>	<u>90</u>	<u>28</u>	<u>18</u>
Total Over Capacity:			66	28

Segregation cells of approximately 61 square feet are located on the upper levels of cottages 1 (24 cells) and 2 (6 cells). Since residents are confined in excess of 10 hours daily, Standard 4142 requires a minimum of 80 square feet per person.

There are several alternative methods of complying with CAC housing standards. If day rooms are eliminated as housing units and dormitories in cottages 1, 8, and 10 are reduced to the 45 beds each can have to meet requirements of 60 square feet, then it will require reducing population of 102 or building a new unit (retaining dayroom housing at the required

square footage would reduce this need to 66 beds). These alternatives, however, must be related to the solution chosen for providing 80 square feet for persons in segregation.

Cells of approximately 61 square feet are used on the second floors of Cottage 1 (24 cells) and Cottage 2 (6 cells), but residents are locked in for over 10 hours daily and do not receive the required one hour of recreation five days per week. One alternative is to convert 24 cells in Cottage 1 to 16 cells, thereby meeting the minimum standard. (The segregation population on August 8, 1979 was 19.) Another option is to replace the existing segregation housing with a new 25 to 30-bed, maximum security unit and relocate 30 persons in dormitories to single cells formerly used for segregation. This would reduce the minimum security beds required to 36 (72 if dayroom housing is eliminated).

Housing requirements for dormitories (Standard 4144) and cells where residents are confined more than 10 hours daily (Standard 4142) can be met in three ways with the following results:

	<u>Estimated Construction Costs</u>
Least Cost Alternative:	
1. Convert 24 segregation cells into 16	\$117,100
2. Construct 66-bed, minimum security dormitory unit	453,800
	<u>\$570,900</u>
Intermediate Cost Alternative (A)	
1. Construct 30-bed maximum security unit	\$540,000
2. Construct 35-bed minimum security dormitory unit	247,500
3. Relocate 30 persons to single cells	N/A
	<u>\$787,500</u>

Altermediate Cost Alternative (B)	<u>Estimated Construction Costs</u>
1. Convert 24 segregation cells into 16	\$117,100
2. Construct 102-bed, minimum security dormitory unit (eliminates dayroom housing)	<u>701,300</u> \$818,400
 High Cost Alternative:	
1. Construct 30-bed maximum security unit	\$540,000
2. Construct 72-bed minimum security dormitory unit (eliminate dayroom housing)	495,000
3. Relocate 30 persons to single cells	<u>N/A</u> \$1,035,000

It is common practice to add a 25 percent contingency for construction projects that must be carried out in an occupied correctional facility. This is necessary to account for shorter work days, increased materials handling, tool and equipment security, screening of contractor's personnel and phasing of project work. Architectural and engineering fees will add approximately 6 - 7 percent. Including these fees in the above costs produces the following results:

Least Cost Alternative	\$ 753,600
Intermediate Alternative (A)	1,039,500
Intermediate Alternative (B)	1,080,300
High Cost Alternative	1,366,200

No allowance has been made in the above estimates for furnishings, furniture and equipment, since Annandale's capacity is not being expanded. Typically, these items can be expected to add 15-20 percent to the total cost of new construction.

If the choice is to construct new detention and minimum security dormitory units, more staff will be required. The existing 24-cell detention unit in Cottage 1 now uses 5.4 full-time equivalent positions, and it is assumed that a similar staffing level will be needed in a 30-bed unit. Dormitory alternatives discussed above range in size from 36 to 102 beds; however, those in excess of 50 will need to be subdivided to comply with Standard 4144. It was assumed that the basic staffing for a minimum security housing unit was three 7-day posts which remained constant up to 50 beds and that subunits staffed in similar fashion would be created in buildings housing in excess of 50. Therefore, the alternative using 66, 72 and 102 were assumed to require the same number of positions. (The 102-bed option is assumed to be equivalent to a capacity of 100.) Including an allowance for relief, 5.4 full time equivalent positions will be required for dormitories less than 50 beds and 10.8 positions for buildings housing over 50 but less than 100 persons in two dormitories. Using an average salary of \$14,089 and fringe benefits at 19.53 percent, the estimated personnel costs for the 36-bed unit are \$90,940 and for the 66, 72, and 102-bed units are \$181,880.

Summary of Capital-Related Costs

<u>Alternative</u>	<u>Total</u>	<u>Construction Plus Fees</u>	<u>Capital-Related Personnel Costs</u>
Least Cost	\$ 935,480	\$ 753,600	\$181,880
Intermediate (A)	1,221,380	1,039,500	181,880
Intermediate (B)	1,262,180	1,080,300	181,880
High Cost	1,639,020	1,366,200	272,820

The capital cost of complying with housing standards at Annandale can be expected to range from \$753,600 to \$1,366,200 depending on which compliance alternative is chosen. In addition, there are other areas of non-compliance which will entail costs, but there was not sufficient cost or compliance information to estimate a dollar value. These other costs include:

1. Creating a second means of egress for 8 housing units
2. Automatic fire alarm and suppression equipment for 8 housing units
3. Hot water for 24 segregation cells in Cottage 2
4. Repair blower motor in Cottage 7.

If new housing is created, the additional staffing will total between \$181,880 and \$272,820, which brings the total costs to comply with capital standards to between \$935,480 (lease cost construction alternative) and \$1,639,020 (high cost construction alternative).

SECURITY AND CONTROL

Facilities for the safe unloading and loading of firearms is an essential standard prescribed by the Commission. Compliance can take many forms, ranging from a sandfilled container to a separate, specially constructed room only for this purpose. In the absence of a specific plan for achieving compliance, it is not possible to estimate (even generally) a cost. However, it is assumed that an alternative of negligible cost (e.g., sandfilled container) will be preferred in most cases.

SPECIAL MANAGEMENT INMATES

Inmates in administrative detention and administrative segregation are to be afforded correspondence and visitation opportunities similar to those in general population and recreation periods outside their cells

of at least one hour, five days weekly. Current practice limits persons in detention to "special visits", requiring approval by the Superintendent, and no hours of recreation. The principal constraint to meeting these standards is the lack of personnel to escort and monitor inmates at non-contact visits and to supervise recreation.

Annandale estimates that about 940 staff hours would be required to include detention inmates in the 3-hour visiting provided on Saturday and Sunday. Using the median of the salary range for correctional officers and including fringe benefits produces an hourly rate of \$8.09 and a total compliance cost for Standard 4210-E of slightly over \$7,600.

There are no residents in administrative segregation in Annandale. Providing 5200 hours of recreation to the 20 in detention as recommended by Standard 4215-E would require two additional positions at an annual cost of \$33,680.

The total cost of complying standards governing special management inmates is projected at \$41,280. However, if a new maximum security unit is built (see Physical Plant section above), a good design may permit monitoring of recreation and visiting with fewer staff hours.

LIBRARY SERVICES

The Annandale self-evaluation indicated that resident library services were not provided daily (including evenings, weekends, and holidays) as required by Standard 4413-E. Compliance will require an additional 27.5 service hours during the week and 12-16 hours for weekends. This will require one additional library assistant whose salary may range from \$8,500 to \$11,500 annually. Based on a starting salary of \$8,500 and fringes of \$1,660, personnel costs will total \$10,160 annually.

TABLE 10
ANNANDALE
SUMMARY OF COMPLIANCE COSTS

Standard	Total ^{a/}	Salaries and Fringes	Other Operating	Capital	
				Equipment	Facilities
<u>Training and Staff Development</u>					
4088-E Training Supervision	73,830	15,030	55,700	3,100	N/A ^{b/}
4089-E Training of Trainers	(440/ 4,510) 1,150	(440) (4,510)	1,150		
<u>New Employee Training</u>					
• 4090-E Pre-Service	(4,000)	(4,000)			N/A
• 4092-E First Year	(8,800)	(8,800)	- 0 -	N/A	N/A
4091-E, 4092-E, 4093-E Annual	83,500	83,500	- 0 -	N/A	N/A
	(39,500)	(39,500)	- 0 -	N/A	N/A
4099-E Continuing Education	32,000	- 0 -	32,000	N/A	N/A
4101-E Staff Library	2,380	- 0 -	1,880	500	N/A
<u>Food Services</u>					
4234-E Weekly Inspections	(4,485)	(4,485)	- 0 -	N/A	N/A
<u>Physical Plant</u>					
4141-E Design Capacity	[154,600/]	- 0 -			[154,600/]
4142-I Cell Size	[803,740]	90,940	N/A		[712,800]
4143-I Cell Furnishings					
4144-I Dormitories	[835,280] [1,107,580]	181,880			[653,400/] [925,700]
<u>Special Management Inmates</u>					
4210-E Visits and Mail	7,600	7,600	- 0 -	- 0 -	- 0 -
4215-E Exercise	33,680	33,680	- 0 -	- 0 -	- 0 -
<u>Library Services</u>					
4413-E Available Daily	10,160	10,160	- 0 -	- 0 -	- 0 -
TOTAL	\$1,234,180 to \$2,155,620 (\$ 57,225)	\$331,850 to \$422,790 (\$ 57,225)	\$90,730	\$3,600	\$808,000 to \$1,638,500

a/ Numbers in parenthesis are opportunity costs.

b/ "N/A" refers to not applicable.

SUMMARY

The total cost of complying with standards is estimated to be between \$1.2 and \$2.2 million. Eighty percent of the lower bound estimate and 89 percent of the upper bound is comprised of capital and related staffing cost to eliminate dormitory overcrowding and meet minimum square footage requirements. By far the largest cost component unrelated to capital is attributable to staff development standards which represent 79 percent (\$192,860) of these costs. Twenty to 27 percent of the total is for salaries, four to seven percent for other operating expenses and 66 to 76 percent for capital.

NOTES CHAPTER 4:

1. Telephone interview with Ronald Keats, October 17, 1979.

CHAPTER 4

BORDENTOWN

INTRODUCTION

The Youth Correction Institution, Bordentown, New Jersey, is a medium security facility for male offenders between 18 and 30 years of age who are committed for indeterminate and state prison sentences. It also operates full minimum honor camps at Skillman, New Jersey, a rural area of 665 acres, and at New Lisbon, New Jersey, which houses only first offenders.

The facility, built in 1936, is located on 200 acres of farmland and has 4 wings, 3 tiers high. One wing is dormitory style and the other 3 are private cells. Farm buildings (including a dairy barn) and the State-use Industry Complex (with a soap factory and a metal shop) are located at the main facility. One honor camp is located 30 miles to the south and the other 30 miles to the north of the institution.

The institution has a rated capacity of 737 at the main institution, 70 at New Lisbon and 50 at Skillman. Five hundred seventy-eight inmates are presently housed at the main institution and about 100 at the honor camps. Top administrators, 211 security personnel and 128 professionals comprise the staff.

Bordentown's goals are "to combine the two major disciplines, custody and treatment, in order to provide offenders with the necessary skills for a successful reentry to society; and to provide accountability to every phase of the operations both internal and external, pertaining to the institution."

All inmates are offered an academic program which includes Adult

Basic Education, GED completion, and Associate of Arts program offered by Burlington County College and English as a Second Language. Currently, 280 inmates are exclusively academic. The vocational program offers welding, carpentry, building trades, plumbing/electrical and painting/decorating. Sixty-five men are enrolled in this program.

Furloughs and work/study release are offered as community release programs. Approximately 35 inmates participate in the furlough program each month. The work/study release program involves about 25 inmates each week and utilizes two colleges and ten private employers.

A volunteer, self-help drug program exists which serves about 150 residents. It is a 3-phase program involving group counseling, individual counseling, psychological consultation and follow-up after release. Social Services and Psychology Departments serve around 190 inmates and offer such services as Alcoholics Anonymous, Jaycees, Volunteer Services and group therapy.

Bordentown reported non-compliance with 25 no-cost and ten cost standards. The accompanying table displays the distribution across program categories, but information requested to estimate compliance costs were not provided by the institution.

TRAINING AND STAFF DEVELOPMENT

Pre-service training (4090-E) is now provided to new correctional officers but is not available to civilian staff. While some training does occur on an annual basis, (4091-E and 4092-E) and managers periodically attend courses (4093-E), there is no formal program that assures these standards are met systematically. If hiring rates, staffing levels and training activity in fiscal year 1979 had been provided, the total number of additional training

TABLE 11

BORDENTOWN
 SUMMARY OF NON-COMPLIANT STANDARDS BY PROGRAM CATEGORY

<u>Category</u>	<u>No Cost</u>	<u>State Designated Cost Factors</u>
Administration	2	0
Fiscal Management	1	0
Personnel	2	0
Training & Staff Development	2	4
Physical Plant	0	2
Security & Control	5	0
Special Management Inmates	1	2
Sanitation & Hygiene	1	0
Rights	3	0
Rules	4	0
Money & Property	1	0
Classification	3	0
Release	<u>0</u>	<u>2</u>
Total	25	10

hours needed at Bordentown could have been calculated.

A distinction is made in training costs between those for carrying out the program and those for participants' salaries. The latter is further categorized by positions which must be substituted with other staff and positions which can be left unattended during training periods. Even unattended posts, however, represent an opportunity cost to the institution in terms of services foregone while personnel are in training. These may become tangible in the form of late reports, less thorough interviews, fewer counseling sessions, etc..

PHYSICAL PLANT

The main institution at Bordentown is comprised of three, single cell housing units (375) and one dormitory unit (197); each unit is located off a main corridor and has three levels. In addition, G-wing contains the hospital, offices and a segregation unit. All general population cells comply with 4143-E, except for acoustics and lighting of at least 20 foot candles. (Standard 4142-I requiring 80 square feet for persons locked in over ten hours daily was found during on-site visits not to be in compliance.) Persons housed in three dormitories of Wing A (4144-I) are provided less than 60 square feet minimum; units exceed the 50-bed maximum; double bunking occurs on the first level; toilet and shower facilities are inadequate; and noise levels are excessive.

The alternative recommended by the maintenance engineer for reducing noise to "levels that do not interfere with normal human activities" was installation of accoustical ceiling tile in all housing and corridor areas. Approximately 55,000 square feet of tile at a cost for materials

and contractor installation of \$1.60 per foot^{1/} would require \$88,000. A contingency of about 25 percent is commonly used for projects in occupied correctional facilities to account for shorter workdays, increased materials handling, tool control and similar factors. The total estimated cost of reducing noise levels is \$110,000.

Bordentown's maintenance engineer proposes to improve lighting by installing 375 double tube fluorescent security lights in all cells and 75, four tube lights four feet long in dormitories. Based on list prices, the estimated cost of fixtures is \$23,250. Approximately 90 working days were projected for installation by institution staff and a two man resident work crew. The mean of the hourly wage range for an electrician foreman is \$8.93 (including fringes), so about \$6,430 in staff time would be expended (inmate wages would be negligible -- about \$200). The total estimated cost for improving lighting is approximately \$29,680 with about 78 percent being financed with additional funds.

Levels 1, 2 and 3 of A Wing now house 62, 66 and 69 persons, respectively; thereby exceeding maximum dormitory capacity specified in 4144-E by 47. If institutional population cannot be reduced to comply then additional housing will be necessary. Interviews with the maintenance engineer concluded that a location between units A and G was suitable for a new unit. The estimated cost of constructing a 50-bed dormitory of the same dimensions as existing ones is about \$565,500, including contingencies and fees; salaries and fringes for 5.4 positions to supervise the unit 24 hours, 7 days a week would require an additional \$90,940 for a total compliance cost of \$656,440. Excluded from these estimates are project management expenses, interest on debt financed

improvements, bidding expenses and similar charges which can add substantially to cost of improvements.

Standard 4142-I requires a minimum of 80 square feet for persons held in cells over ten hours daily (see also 4203). The cells in G-Wing holding disciplinary detention and administrative segregation inmates are 72 square feet. Since the discrepancy is so minor, the least cost, most expedient alternative is to increase periods out of the cell. If renovation is deemed preferable, it would be possible to expand the cell fronts at an estimated construction cost of approximately \$211,250.

SPECIAL MANAGEMENT INMATES

Persons held in administrative segregation receive two hours of recreation weekly, while those in detention receive none. Additional staff hours of supervision will be required to comply with this standard. Given present staffing in the unit, this coverage must either be provided by new positions or officers reassigned from other posts.

RELEASE PREPARATION

Standard 4448-D recommends that an institution encourage and support the use of parolees in its release preparation programs. Even though Bordentown designated this as a cost standard requiring additional personnel, the Plan of Action did not include any information that suggested compliance would entail more resources. Therefore, it was not included in the analysis.

The initial Plans of Action from Bordentown reported that inmates participating in release programs were not housed apart from other inmates (4454-E). However, a building outside the perimeter was being renovated for housing. Compliance action, therefore, was initiated prior to the accreditation process, but the costs are included here for illustrative

purposes. Using the mean of the salary schedule for each type of position, civilian labor costs are estimated at \$15,890 (2311 hours), resident labor at \$375 (3,000 hours), materials were \$17,290 and equipment, \$11,135. The capital costs of providing separate housing for inmates in release programs is approximately \$44,690.

Work and study releases were previously housed in the rear of a dormitory, with supervision provided by the unit officer. Therefore, the outside unit will require its own staff. A 7-day, 24-hour post (5.4 positions) will probably be sufficient for minimum security inmates. Dayshift coverage will depend on releases' schedules, but the unit may be left unsupervised for certain periods. Based on a mean of correctional officer's salary range, the personnel costs to staff the new unit will be \$90,940. The total cost of providing separate work and study release housing is slightly less than \$120,780.

SUMMARY

Bordentown Youth Correction did not comply with 10 cost and 25 no cost standards recommended by the Commission on Accreditation for Corrections. The most common deficiency is in the area of staff development, but information for estimating compliance costs was not provided by the institution. The largest compliance costs are associated with reducing dormitories to the 50-bed maximum specified in Standard 41-44-I. The financial costs of complying are estimated at \$656,440, about \$565,500 of which is for one time capital and equipment expenditures and the balance of \$90,940 for on-going personnel and other costs. Separating work release housing from the general population required about \$44,490 in renovations and an on-going staffing cost of \$90,940. Reducing noise levels will add another \$88,000 for a total capital-related compliance cost of \$1,237,110.

NOTES CHAPTER 4:

1. Building Construction Cost Data, ed., Robert Godfrey,
(Duxbury, MA: 1978) p. 154 ff.

CHAPTER 5

YARDVILLE

INTRODUCTION

Youth Reception and Correction Center (YRCC) in Yardville, New Jersey is a complex composed of the Youth Correction Center, the Youth Reception Center, and Prison Reception. The Youth Correction Center, which opened in 1968, has a rated capacity of 518 men. The Youth Reception Center, with a rated capacity of 296, is the receiving unit for the youth institutions, and, since 1975, has been responsible for receiving and processing all adult offenders. This analysis is limited to the Youth Correction Center.

Inmates assigned to the youth center are between 15 and 30 years of age and may be first commitments, recommitments, parole violators, adjustments cases, transfers from within the complex and transfers from the State Prison and State Home for Boys. Academic programs within the center include a learning center for students through grade 7.5 level, high school or General Educational Development (GED) level, college level courses offered by Mercer County Community College and various courses and group interest programs. Auto mechanics, auto body repair, welding, construction trades, dry cleaning, graphic arts, culinary arts, dental technician, barbering, landscaping and computer technology are among the programs offered by the Vocational Department. Apprenticeships in each of these areas are available through the State and Federal Bureau of Apprenticeship Training Office. The culinary arts program, construction trades and landscape program all take place within the community. Inmates meeting special criteria are eligible

for a drug treatment program operated by the main institution. Wharton Tract has a residential narcotic treatment program and North I and II have a special juvenile program for medium security juveniles. Other programs include work release, intensive education, supportive education teams operating in each housing unit and a teacher aide and paraprofessional program.

There were 49 deficient standards at Yardville, 20 of which (41 percent) were initially designated in Plans of Action as requiring additional resources. One cost standard (4266-E, Pharmacist) was subsequently considered as met, since a parttime pharmacist and a local vendor are used. Compliance actions described in the Plans for two other standards (originally considered no-cost) which specify the need for written policies and procedures (4005-E, Administrative Manual and 4009-E, Operations Manuals) also appeared to entail both additional financial costs for printing and a significant reallocation of staff time (opportunity costs). The former is included in summary tables, the latter presented only for illustrative purposes. The distribution of non-compliant standards by category is presented in the accompanying table.

ADMINISTRATION AND PERSONNEL

Standard 4005-E calls for an administrative manual that specifies policies and procedures for operating and maintaining the institution. Similar documents are required for all institutional departments (4009-E) and a more comprehensive one for personnel (4057-E) which covers recruitment, job qualifications, salary administration, employee relations,

TABLE 12

YARDVILLE

SUMMARY OF NON-COMPLIANCE BY COST CATEGORY

<u>Standards Category</u>	<u>No Cost</u>	<u>State Designated Cost Standards</u>
Administration	5	0
Personnel	3	0
Training	1	9
Physical Plant	0	1
Security	3	3
Supervision	1	0
Special Management	1	3
Sanitation	1	0
Medical	0	1
Rights	3	0
Rules	4	0
Reception	1	0
Money	1	0
Classification	1	0
Education and Vocational	1	0
Library	0	3
Social Services	1	0
Release	1	0
Volunteer	<u>1</u>	<u>0</u>
Total:	29	20

promotions, etc. While it is expected that these will be written with existing staff, an estimate of the salary costs are included to illustrate how standards such as these may not singularly consume many hours but collectively can represent a significant addition to staff duties. (Similar standards include 4006-E, Administrative Subunits, 4234-E, Weekly Inspections, and 4382-E, Administrative Segregation Review.) An estimated 430 hours will be allocated to writing and typing seven manuals; the dollar value of this time allocated from other duties is slightly over \$6,000 and printing costs are estimated at \$1,260.

TRAINING AND STAFF DEVELOPMENT

Nine staff development standards were rated as deficient and requiring resources: Trained Trainers (4089-E), New Employee (4090-E), Annual (4091-E), Direct Contact (4092-E), Administrative (4093-E), Training Committee (4094-E) and Library Services (4101-E).

Hiring rates, staffing levels and staff development activity for fiscal year 1979 were used as the base for computing additional (marginal) staff hours required to comply with training standards (see table). Ideally, time series data would have been preferred to more accurately determine the level of training need, but it is assumed that fiscal 1979 did not depart significantly from longer run trends. Training costs are subdivided into program and participant costs; the latter, in turn, is partitioned into those staff which during training periods will require relief (substitutes) and those whose training time will be reallocated from other duties. Providing relief represents a financial cost (overtime payments or more positions) and reallocation an opportunity

TABLE 13

SUMMARY OF MARGINAL TRAINING REQUIREMENTS

Type of Training	Net Hours Required	Value of Hours	
		Reallocated	Substituted
Pre-Service:	(2,528)		
Direct Contact	1,920	\$ 12,800	\$ 3,210
Other	608	4,130	N/A
First Year:	(6,680)		
Direct Contact	5,920	51,130	4,020
Other	760	5,180	N/A
Annual:	(26,240)		
Direct Contact	23,040	71,770	92,870
Other	2,080	11,300	N/A
Management	1,120	17,720	N/A
Total:	32,448	\$174,030	\$100,100

cost. The latter will never appear in formal accounting records, but, nevertheless, may impact on institutional operations by reducing the quality of services, increasing donated time from other employees, etc.. It is assumed for purposes of this report that only correctional posts will be staffed while persons are in training and that the factor for training included in the officer staffing formula was not sufficient with this number of positions to provide relief for the additional 15,300 hours needed by officers. Generally, participants' financial costs will vary with the type and number of new hires, annually and the number of positions which require substitutes during training periods.

The net hours required to comply with training standards at Yardville are 32,448 or the equivalent of 15.6 positions. This represents 87 percent of total requirement (37,360) based on fiscal 1979 training activities. The estimated dollar value of these hours is \$274,130, thirty-seven percent (\$100,100) of which is for positions requiring relief. Therefore, if all officer posts must be relieved, approximately eight additional positions would be needed.

Standard 4089-E specifies that a "training and staff development program is conducted by individuals who have received specialized training as trainers." The Youth Center indicated in its Plan of Action that a request had been made to hire training consultants for two days each week, but they did not respond to requests of information. This is one alternative to hiring permanent staff which provides greater flexibility in responding to yearly variations in the amount and type of training needed.

In the absence of a comprehensive plan for complying with training standards throughout the department, Yardville was requested to estimate

the program costs for meeting the need locally. Three positions and \$77,650 were projected as necessary for overcoming the shortfall of 32,448 hours. Almost 36 percent of this amount was for first year and annual training for persons having direct contact with residents; 25 percent for non-custodial, pre- and in-service training; and the balance of 39 percent for annual training of management and other personnel. (It was assumed that compliance with 4096-E, which requires specialized training for persons working in detention and segregation, would be accomplished with resources allotted to these categories.)

Yardville reported that a committee comprised of department heads did not exist to advise the superintendent on training policies and needs (Standard 4094-E) and indicated that additional resources would be needed to comply. A seven-person group has been established which will meet monthly for approximately one hour. At an average salary of \$15 per hour, the estimated annual costs are \$1,260. Given the few hours (12) required of each member, compliance can be accomplished by reallocating time from other duties. Nevertheless, this again illustrates how the staff hours to comply with seemingly no-cost standards may accumulate to the point of requiring either more positions or a restructuring of duties.

There are no library or reference services available to Yardville's staff as required by Standard 4101-E. An initial cost of \$2,140 is projected for acquisitions, subscriptions and equipment. This will provide 50 titles, 3 reference sets and 8 periodicals. Thereafter, annual costs are estimated at \$1,310.

It was not possible to estimate the dollar value or amount of resources needed to conduct "an annual, formal evaluation of all in-

service training programs (and) those conducted in academic and community settings" (4100-E). These costs can vary substantially depending on the scope of the studies, their type, and who conducts them.

PHYSICAL PLANT

The segregation unit is the only area which does not comply with minimum square footage requirements (4142-I) and where cells do not include the necessary furnishings (4143-E, Cell Furnishings and 4203-I, Segregation Conditions). The 20 segregation cells measure 63 square feet (or 17 less than the 80 square feet required) and do not have desks, chairs and shelves. If cell fronts were extended to achieve the square footage needed, the cost would be approximately \$211,100, including contingencies and fees. The necessary furnishings would add another \$9,600 for a total compliance cost of about \$220,700.

SECURITY AND CONTROL

Standards 4166-E, Condition of Security Equipment, 4173-I, Firearms Unloading, and 4181-E, Emergency Plan, were designated initially non-compliant cost-standards. However, a security equipment inventory was completed at no financial cost prior to on-site visits. It is assumed that training all employees to carry out emergency plans can be accomplished with the hours and funds estimated above for pre-service and annual training. A facility for the "safe unloading and reloading of firearms" (4173-E) require additional resources, but the variation in possible compliance actions makes it difficult to estimate costs accurately without a specific plan.

SPECIAL MANAGEMENT INMATES

Residents in segregation are not provided visiting opportunities similar to those for the general population (4210-E) or recreation periods

of one hour daily, five days per week (4125-E).

Visiting hours for the general population (other than persons in the receiving unit) are 11:00 - 3:30 on Saturday. Since each visit by a resident in segregation is individually supervised, an estimated 312 staff hours would be needed for monitoring visits, conducting shakedown, and escorting. Using the mean of the correctional officer salary range, the estimated value of these hours is \$2,520, including fringes.

Persons in administrative segregation now have exercise three hours weekly on a roof top adjacent to the wing, but those in disciplinary detention receive none. Inmates recreate individually with an officer stationed in the yard. Yardville estimates that one fulltime position(\$14,300) would be needed to provide the hours of recreation weekly. However, the unit is now staffed with two officers on the day shift and one on the evening shift with a second officer available during feeding and evening recreation. Therefore, it is probably feasibly to comply with recreation standards with less than a full time position.

LIBRARY SERVICES

The Yardville library is open daily and four evenings but is closed on holidays and weekends. Approximately 24 staff hours on weekdays and 16 hours on weekends (i.e., one position) would be needed to achieve compliance. The institution proposes hiring a teacher II for \$15,050 to provide the necessary services. This new position also will bring Yardville into compliance with Standard 4414-E which calls a "systematic approach to determining library service needs."

Standard 4417-E describes the acceptable level of library services: planned acquisition of materials, readers' advisory service, circulation

practices to meet user needs, etc.. Although reported as a non-compliance cost standard, it is unclear how Yardville plans to comply or that resources will be required beyond those provided by the Garden State School District.

SUMMARY

Projected compliance costs at the Yardville Youth Center are \$435,020. Fifty-one percent of this total is for equipment and facilities and the balance for personnel, supplies, travel and other operating expenses. The major salary costs (\$163,000) are attributable to initiating and operating a program to comply with training standards. In addition, some compliance actions will require a reallocation of employees' time valued at over \$181,000. These opportunity costs may never appear in formal accounting records but, nevertheless, represent a change in existing priorities.

TABLE 14
YARDVILLE
SUMMARY OF COMPLIANCE COSTS

Standard	Total	Salaries and Fringes	Other Operating	Capital	
				Equipment	Facilities
Administration					
Administrative Manual (4005-E)	\$ 1,260	(\$ 6,000)	\$ 1,260	\$ - 0 -	\$ N/A
Training & Staff Development					
Training Supervision (4088-E)	63,000	63,000 ^{c/}	- 0 -	- 0 -	- 0 -
Training of Trainers (4089-E)	NO INFORMATION PROVIDED				
New Employee Training					
• Pre-service (4090-E)	6,910	3,210	3,400	300	N/A
	(16,930)	(16,930)			
• First Year (4090-E, 4092-E)	4,020	4,020		- 0 -	N/A
	(56,310)	(56,310)			
Annual (4091-E, 4092-E, 4093-E)	103,820	92,870	9,950	1,000	N/A
	(100,790)	(100,790)			
Training Committee (4094-E)	(1,260)	(1,260)	- 0 -	- 0 -	N/A
Staff Library (4101-E)	3,440	- 0 -	2,950	500	N/A
Training Evaluation (4100-E)	+	+	+	N/A	N/A
Physical Plant					
Cell Size (4142-I)	211,100	- 0 -	- 0 -		211,100
Cell Furnishings (4148-I)	9,600	- 0 -	- 0 -	9,600	N/A
Special Management Inmates					
Visits and Mail (4210-E)	5,520	2,520	- 0 -	- 0 -	N/A
Exercise (4215-E)	14,300 ^{d/}	14,300	- 0 -	- 0 -	N/A
Library Services					
Available Daily (4413)	[15,050	15,050]	- 0 -	- 0 -	N/A
Library Personnel (4414-E)	[]	- 0 -	- 0 -	N/A
Total	\$435,020 (\$181,290)	\$194,970 (\$181,290)	\$ 17,560	11,400	\$211,100

a/ Numbers in parenthesis are opportunity costs.

b/ "N/A" refers to not applicable.

c/ Distributed to pre-service (\$15,000) and annual (\$48,000); other program costs assigned to type of training.

d/ Standard may be met with existing staff.

CHAPTER 6

RAHWAY

INTRODUCTION

Rahway State Prison is a maximum security prison for male offenders located in Rahway, New Jersey. In addition to the main institution, it operates 3 minimum security camps: Rahway Camp and Rahway Trailer Park, located on the perimeter of the main institution and one on the grounds of Marlboro State Hospital, 25 miles away. Rahway was opened in 1901 as the New Jersey State Reformatory for Men and its status changed from reformatory to prison in 1948.

The staff of nearly 500 individuals is composed of approximately 330 line officers, 40 supervisory officers and 115 civilians. The total institution population is about 1300 men, with 1060 being housed at the main institution. Most residents are substance abusers with limited vocational and academic histories. The average inmate age is about 25 years.

Educational classes are offered through the college level. The College Program involved 60 students, either full or part-time. The vocational training program is extended to include the Trailer Park and Rahway Camp areas and offers automechanics, electrical classes, welding, carpentry, masonry and auto body. The Office of Inmate Affairs coordinates inmate employment and positions are obtained by a bid process. Regional laundry, manufacturing, plant repairs and food service are among the main employment areas.

The State Prison at Rahway reported in its Plans of Action that it did not comply with 55 standards and designated 19 (35 percent) of these

as requiring additional resources to achieve compliance. Non-compliant standards were distributed across program categories as follows:

<u>Standards Category</u>	<u>State</u>	
	<u>Designated Costs</u>	<u>No Cost</u>
Administration	4	0
Fiscal Management	1	0
Personnel	2	0
Training & Staff Development	6	0
Physical Plant	0	5
Security & Control	3	1
Special Management Inmates	2	1
Sanitation & Hygiene	1	0
Medical & Health	1	0
Inmate Rights	4	2
Rules	5	0
Reception	2	0
Money	1	0
Classification	4	1
Library	0	1
Recreation	0	1
Total	36	19

The analysis which follows will be restricted to standards requiring additional resources.

TRAINING AND STAFF DEVELOPMENT

Six standards in this area were indicated as non-compliant but initially were not designated as requiring resources because a department-wide plan was to be prepared. However, given the substantial training deficiencies

found during on-site visits, they have been included in the analysis.

The relevant standards are the requirements for trained instructors (4089-E), new employee (4090-E), annual (4091-E and 4092-E) and management training (4093-E) and standards requiring a training committee (4094) and evaluation of training programs (4100-E).

The institution now has a full-time training officer but without the requisite specialized training on how to prepare and conduct classes. A projected 120 hours of course work will be needed by the staff trainer at a cost of \$3,487, about \$2,450 of which is for travel, subsistence, tuition expenses and the balance for participant salaries (including fringes). (Trainee costs would be \$346, if the 40-hour COTA course is utilized, but program costs are unknown.)

Based on fiscal 1979 hiring and staffing levels, Rahway generated a demand for 48,880 hours of training and supplied approximately 3130 hours (6.4 percent). Eighteen percent of the 45,750 hour shortfall was in the area of new employee training (4090-E and 4092-E) and the balance in annual training, a distinction is made between those positions not requiring relief during training periods and correctional officers whose posts must be filled at these times. Of course, some posts can be left vacant, but this is dependent on local operating requirements and preferences so these hours have not been netted out of the estimates. (Since all staff development requirements for officers were not met last year, it is assumed that the factor for training relief used in the staffing formula is insufficient and that more positions and/or overtime will be needed.) The accompanying table

TABLE 15

RAHWAY STATE PRISON
SUMMARY OF MARGINAL TRAINING REQUIREMENTS

Type of Training	Additional Hours	Value of Hours	
		Reallocated	Substituted
Pre-Service:	(2,585)		
Direct Contact	2,425	\$ 4,720	\$ 11,750
Other	160	690	N/A
First Year:	(5,730)		
Direct Contact	5,570	14,780	23,490
Other	160	690	N/A
Annual:	(37,155)		
Direct Contact	32,075	24,560	187,960
Management	4,080	43,790	N/A
Other	1,000	5,380	N/A
Specialized:	(280)		
Trainers	120	350/1,040	N/A
Crisis Unit	160	N/A	2,390
Total:	45,750	\$94,960 to \$95,650	\$225,590

summarizes the projected salary and fringe benefit costs of supplying the requisite training. The "additional hours" column uses fiscal 1979 as a base; consequently, actual hours in the future will vary to the extent that hiring rates, staffing levels and training activities in that year are not representative of historical trends. The equivalent of an additional \$225,590 in positions is needed to provide relief to correctional officers undergoing training. For other positions, the projected dollar value (opportunity cost) of time allocated from other duties to training is between \$94,960 and \$95,650. Total salary and fringe benefits for complying with Commission standards is about \$321,000.

The fiscal 1979 training budget at Rahway was \$4,920. The institution estimates that an additional \$33,210 (2 positions plus travel) will be needed to provide the over 8300 hours for new employees. (Excluded from their figures are materials, tuition, equipment and instructional fees.) It is anticipated that annual training will be conducted in-house.

Special courses for trainers are estimated at \$2,450 which includes \$1,200 for tuition and materials and \$1,250 for travel expenses. Standard 4182-I calls for a unit specially trained in negotiation techniques to assist when there is a disturbance. Initially designated as a no-cost standard because there was no Department policy, this standard was included after on-site visits found that compliance would require additional resources. Travel, materials, tuition and equipment are estimated at \$1,110 to train a four-person crisis unit. New costs associated with meeting all

training standards at Rahway are projected at about \$36,770.

STAFF DEVELOPMENT SUMMARY

The Rahway State Prison did not comply with eight standards (including 4812-I, crisis unit) related to staff development. Training activity, staffing levels and new hires in fiscal 1979 were used as the basis for estimating the training requirements and to derive the marginal financial or opportunity costs of compliance. The results are summarized below by standard. Program costs are listed separately, pending development of a Department-wide plan. Reallocated participants' time is classified as an opportunity cost.

TABLE 16
RAHWAY: SUMMARY OF TRAINING COSTS

<u>Standard</u>	<u>Financial Costs</u>	<u>Opportunity Costs</u>
Trained Trainers (4089)	\$ 2,450	\$350/1,040
Pre-Service (4090)	11,750	5,410
First Year (4090, 4092)	23,490	15,470
Annual (4091, 4092, 4093)	187,960	73,730
Crisis Unit (4182)	<u>2,390</u>	<u>-0-</u>
Subtotal:	\$228,040	\$94,960/95,650
Program Costs:	<u>34,320</u>	<u>N/A</u>
Total	\$262,360	\$94,960/95,650

It should be emphasized that program costs do not include funds for providing annual training which will be needed for over 32,000 hours by direct contact personnel, 4,000 by persons in management positions and 1,000 by others. Information supplied by Rahway stated that their requirements would be met through "in-house and departmental" channels, but

even these alternatives will probably require expansion of the Department's Academy, payment of course fees or tuition and other expenses. For these reasons, the estimated financial costs of training programs should be considered a lower bound estimate.

PHYSICAL PLANT

There were five physical plant standards which Rahway reported it did not meet. Since the population is between 1,000 and 1,100, decentralized units of no more than 500 each are prescribed (4140-E) to reduce the scale of activities such as counseling, discipline, classification and casework. The top floor of two wing and the Honor Dorm now exceed design capacity (4141-E). Minimum square footages (4142-I, 4144-I), cell furnishings (4143-E) and dormitory conditions (4144-I) are less than allowed by Commission standards.

Rahway staff proposed establishing decentralized units in wings, one (256 inmates), two (200), three (165), four-up (184), four-down (184), Honor Dorm (126) and Rahway Camp (130). This organizational configuration would require an additional seven instructor/counselors, two staff psychologists (II) and two clerk typists. There are now four counselors for over 1,000 inmates, 14 instructors and 3 psychologists. Salary and fringe benefits for the new positions are estimated to be approximately \$151,250, supplies at \$1,400, and equipment \$150. Physical plant alterations estimated at \$10,000 will create the necessary office and counseling space to provide services.

The main institution at Rahway is a radial design comprised of four wings attached to a central rotunda and a separate honor dorm

located in the industries and vocational shops area. Housing for the 130 inmates at Rahway Camp, which is adjacent to the walls, is on a single story cinder block unit and trailers.

Wing 1 of the main institution was completed in the early 1900's. Internal partitioning into 256 internal single cells is of brick supported by concrete walls in the basement. One side of the first floor contains administrative segregation and disciplinary detention; one side of the fourth tier houses protective custody inmates. Standards not met in this unit include 4142, specifying minimum square footages, 4143, requiring desks, chairs, shelves and lighting of 20 footcandles, and 4215 which sets forth recreation criteria.

Wing 1 contains between 40,000 and 41,000 gross square feet with 64 inside cells on each of four levels. Cell size is 47 square feet throughout. The protective custody (32 cells) and disciplinary detention (32 cells) areas probably require 80 square feet to meet the requirement of standard 4142 for persons locked in over 10 hours each day. Under current institutional schedules, the remaining 192 cells can comply by adding 13 to the existing 47 square feet. Two alternatives for meeting these requirements within the existing physical plant are to extend cell fronts or convert two cells into one, with the latter obviously reducing capacity. Since Rahway now exceeds design capacity, the most feasible of these alternatives is to extend the fronts of 64 cells to 80 square feet and 192 cells to 60 square feet at an estimated cost of \$1,757,200. This estimate includes contingencies of 25 percent commonly used with projects in occupied facilities to account for

shorter workdays, increased materials handling, screening of contractors' personnel and other security-related factors. Seven percent has been allowed for architectural and engineering fees. The cost of desks, chairs and shelves for these renovated cells would add \$188,000. Replacing existing stairs at each end of the cell block with fire resistant, smoke-proof materials would increase costs by approximately \$130,000.

Wing 2 is comprised of three levels, two of which were converted to 54 outside cells and a third is still used as a dormitory. There are over 100 square feet each for the 92 inhabitants, but the unit does not meet prohibitions of standard 4144 against double bunking and capacity of no more than 50. This could be corrected by renovation similar to those on levels one and two that added a floor and 108 cells of 68 square feet. The estimated cost of these renovations for a maximum security facility is \$1,686,700 (including contingencies) plus furnishings (bunks, desks, chairs, shelves) at \$79,400. Capacity would increase from 92 dormitory beds to 108 individualized cells.

Four, two tier cell blocks are included in Wing 4. It was constructed in 1903 using steel cells with integral commodes and cold water. Funds are available to add separate toilets and hot water to the 368 cells but their size would remain unaltered at 48 square feet. Given the use of steel cells and current bed space requirements, the most feasible planning alternative is to raze the interior and construct new, single cell housing. The gross square footage of approximately 59,000 square feet would accommodate the 368 persons in cells of 60 square feet. Demolition and construction costs would total about

\$6,503,000 or \$17,671 per bed. New furnishings would add another \$270,500, bringing the estimate to \$6,773,500.

An Honor Dorm housing 126 inmates is located in the southern-most portion of the compound behind vocational shops and industries. The first and second floors (56 and 70 beds, respectively) exceed the 50-bed allowance dormitory capacity by 26 but contain enough space (approximately 6900 net square feet) for 115 beds. The construction costs of creating an additional dormitory unit of 26 beds is approximately \$272,300. Improved lighting and electrical distribution within the existing building will cost an estimated \$9,600. Ventilation is needed on the first floor, but there were insufficient data to estimate costs.

Outside the walls on the grounds of the Rahway Prison is a minimum security camp including one cinder block dormitory, several residential trailers, a dining/day room combination, and miscellaneous trailers for programs. Eighty inmates are double bunked in approximately 2700 square feet of dormitory space (34 square feet per inmate) that needs improved lighting, ventilation and fire safety provisions. Fifty-five persons are housed in temporary trailers. If population remains at its present level, meeting the square footage and single bunking requirements of Standard 4144 would require replacement of 35 beds; however, the condition of the dormitories, residential trailers and program space (trailers) suggests a new facility. (This assumes alternative placements are not available either within or outside the Department.) The estimated cost of building new housing, program space, dayrooms and visiting is \$1,225,100.

Marlboro Camp is located away from the main institution on the grounds of a state mental hospital. The 118 inmates operate a dairy

and staff the hospital's food service. Two, interconnected dormitories allow 13 square feet less than the sixty required in Standard 4144, exceed maximum size by 13, and use double bunking. The building includes a dayroom/dining area, and kitchen. Counseling and programs are conducted in converted trailers.

Allowing 60 square feet per inmate would reduce capacity to 92, thereby necessitating a new minimum security dormitory for 25-30 persons. The estimated cost of this unit is \$272,300.

The estimated construction costs, including contingencies and fees, to comply with five physical plant standards in the Rahway Prison complex are \$12.4 million. Additional items that should be included in capital cost estimates are project management, interest charges on debt financed improvements, and bidding costs, which collectively can increase project costs substantially over the expected life of the improvement.

Physical plant changes described above will generate a demand for additional correctional officers to staff housing units. Converting the Wing 2 dorm to single cells will require three additional 7-day posts or the equivalent of 5.4 full time positions. Renovations in Wing 4 will create a need for twelve 7-day posts (21.6 FTE positions). One 7-day post for 24 hours (5.4 FTE position) will be needed in a new dormitory to house the excess population in Honor Dorm. Expansion of housing at Marlboro camp may or may not require additional staff, depending on how the space is configured. The maximum, however, would not exceed one 7-day post covering 24 hours (5.4 FTE positions), and it is likely that a 7-day post would only be required on the evening shift (1.8 FTE positions). In total, between 34.2 and 37.8 full time

equivalent correctional officer positions will be required to supervise renovated housing units as described above. Using the mean of officers' salary range (\$14,089) and a fringe benefit rate of 19.53, the estimated personnel costs will range between \$575,950 and \$636,580 for housing unit changes and almost \$163,000 for decentralized units.

SECURITY AND CONTROL

Standards relating to firearms unloading (4173-E), and crisis unit training (4182-I) were not complied with at Rahway. The costs of training a crisis unit was discussed above in the Staff Development section. Compliance with Standard 4173-E, which requires an area for the safe unloading and loading of firearms, can take many forms. Perhaps the simplest is a sandfilled container in an isolated location and the most elaborate a room specially constructed for only this purpose. Without a specific compliance plan, it is impossible to estimate a cost, but it is assumed the preferred alternative will be of negligible cost in most instances.

SPECIAL MANAGEMENT INMATES

Inmates in Administrative segregation currently receive indoor and outdoor recreation on a regular basis; however, those in disciplinary detention do not receive the minimum one hour daily, five days per week. (4215-E). This standard was not designated initially as a cost-standard, because it is contrary to Departmental policy. Discussions with Rahway staff made it clear that compliance would require additional resources and physical plant alterations.

One alternative for providing recreation for those in disciplinary detention is to create an exit from the left side of the first tier into

an adjacent yard. A cinder block wall now encloses an area for protective custody recreation, but a separate yard is considered necessary to maintain separation between different types of inmates. An area of 1600 square feet could be enclosed with a 200 linear feet of single, non-climbable chainlink fence at a cost of approximately \$12,500; paving the area would add \$1 per square foot or \$1,600. Given the present staffing in the detention unit, an additional 520 hours of correctional officer time will be needed to supervise recreation at an annual cost (including fringe benefits) of \$3,390. The total costs of compliance are \$17,490.

INMATE RIGHTS

There were two standards in the Inmate Rights category which Rahway reported as non-compliant and designated as needing additional resources. However, one making program participation by inmates optional (4295-I) is counter to Departmental policy. Voluntary program participation could create a short-run need for additional staff to supervise housing units with daytime populations or more work crews, but one can assume that adjustments in the distribution of positions (e.g., from education to maintenance) will occur in the longer run.

An element of a "healthful environment" described by Standard 4287-E is "compliance with all state and federal fire and safety regulations." Renovations and new construction described above include a component for fire safety regulations. However, the complexity of federal and state requirements and the ambiguities regarding their applicability to corrections facilities make it impossible to estimate

compliance costs within the existing physical plant.

CLASSIFICATION

Rahway initially designated one non-compliant item in the Classification category as a cost standard. In subsequent interviews, however, staff indicated that inmate appearances at classification hearings (4378-E) did occur, but formal advance notification was at the prior appearance, not 48 hours before the next one. Since a list of upcoming cases is published and disseminated to all housing unit officers, only minor procedural changes will be necessary to comply.

There will be an increase in cases before the committee to comply with Standard 4382-E which calls for a review of segregation cases every seven days during the first two months of confinement. This item was not designated as a cost-standard by Rahway; as in other selected cases such as Annandale's estimation of food service inspection costs, it has been included to illustrate how standards may separately appear to be no-cost, but cumulatively can increase work sufficiently to require additional staff. (Cost estimates of this type are excluded from summary tables.) Since initial and 30-day reviews are now performed, five additional ones will be required within a two month period. During the last fiscal year, twenty-five inmates were held one to thirty days in administrative segregation; another 25, thirty-one to sixty days. A total of 175 additional reviews of ten minutes each would have required 29 additional hours from each committee member. Assuming a similar volume of cases and committee membership (three), projected annual Personnel costs will be approximately \$960.

This amount of time can probably be reallocated from other committee members' duties, but larger amounts for this and other new tasks may eventually require additional resources.

LIBRARY SERVICES

Eight standards were reported as deficient in the Rahway library and requiring additional resources for compliance. However, seven standards can be grouped because a qualified librarian will create the necessary procedures and programs to comply. This group includes standards regarding: comprehensive library services (4409-E); a qualified staff supervisor (4412-E); library services daily, holidays and weekends (4413-E); systematic approaches to determining staffing (4414-E) and service needs (4415-E); minimum service requirements (4417-I); and, interlibrary loan programs (4418-E).

The library occupies approximately 450 square feet in the former school, operates five days per week but is not supervised by a qualified staff person. Additional space, equipment, books and staff are needed to improve the level and quality of service recommended by the standards. Salary and fringe benefits for a Librarian II are \$17,330; supplies are estimated at \$750 annually; and new acquisitions at \$5,000. Equipment (desks, tables, bookcases, files, chairs) will cost \$4,480 and expansion into an adjacent area, \$10,000. Total costs are estimated at \$37,560.

RECREATION AND ACTIVITIES

Rahway now employs one recreation director for over 1300 inmates. This is insufficient to "allow inmates participation in a wide variety

of recreational activities" as discussed in the commentary to Standard 4425-E. The Standard itself calls for "a systematic approach to determine personnel requirements . . . to ensure inmates access to staff and services." Two recreation aides at an annual cost of \$18,408 would enable the institution to develop a program consistent with Commission standards.

SUMMARY

Compliance costs at Rahway State Prison will range between \$13.53 and \$13.47 million with facility renovation and construction comprising approximately 88 percent of these totals and creating about 58-60 percent of all personnel expenses. Meeting training requirements will generate the second largest salary cost at \$225,590. In addition, the value of time reallocated from other duties to comply with standards is almost \$97,000.

CONTINUED

1 OF 3

TABLE 17

RAILWAY
SUMMARY OF COMPLIANCE COSTS

Standard	Total	Salaries and Fringes	Other Operating	Capital	
				Equipment	Facilities
Training & Staff Development					
Training Supervision (4088-E) ^{c/}	\$ 34,320	- 0 -	\$ 34,320	- 0 -	N/A
Trained Trainers (4089-E)	2,450	\$(1,037)	2,450	\$ - 0 -	\$ N/A
	(1,037)				
New Employee Training					
• Pre-Service (4090-E)	11,750	11,750	- 0 -	- 0 -	N/A
	(5,410)	(5,410)			
• First Year (4090-E, 4092-E)	23,490	23,490	- 0 -	- 0 -	N/A
	(15,470)	(15,470)			
• Annual (4091-E, 4092-E, 4093-E)	187,960	187,960	- 0 -	- 0 -	N/A
	(73,760)	(73,730)			
• Specially Trained Unit (4182-E)	3,500	2,390	1,060	50	N/A
Physical Plant					
Decentralized Units (4140-E)	162,800	151,250	1,550	- 0 -	10,000
Cell Size (4142-I)	8,753,960	363,760	- 0 -		8,390,200
Cell Furnishings (4143-I)	458,500	N/A	- 0 -	458,500	N/A
Dormitory Requirements (4144-I)	3,757,590	212,190	- 0 -	79,400	3,466,000
	to	to			
	3,818,220	272,820			
Special Management Inmates					
Exercise (4215-E)	17,490	3,390	- 0 -	N/A	14,100
Classification					
Administrative Segregation Review (4382-E)	(960)	(960)	- 0 -	N/A	N/A
Library Services					
Library Services Provided (4409-E)	[]
Supervising Staff (4412-E)	[]
Available Daily (4413-E)	[]
Library Personnel (4414-E)	[]
Determine Needs (4415-E)	[37,560	17,330	5,750	4,490	10,000
Minimum Provisions (4417-I)	[]
Interlibrary Loan (4418-E)	[]
Recreation					
Recreation Personnel (4425-E)	18,410	18,410	- 0 -	- 0 -	N/A
TOTAL	\$13,469,780	\$ 991,920	\$45,130	\$542,430	\$11,890,300
	to	to			
	\$13,530,410	\$1,052,550			
	(\$96,637)	(\$96,637)			

a/ Numbers in parenthesis are opportunity costs.

b/ "N/A" refers to not applicable.

c/ Includes the non-personnel costs for pre-service and first year training only. No estimates provided for annual, in-service training.

NOTES CHAPTER 6:

1. Telephone interview with Ronald Keats, October 17, 1979.

CHAPTER 7

TRENTON

INTRODUCTION

The State Prison in Trenton houses maximum security, adult male offenders. Offenders with sentences exceeding 20 years and offenders presenting management problems are classified for this institution. It is not unusual to have 300 inmates restricted to cells at Trenton. Trenton provides the Department's central medical and dental facility as well as being responsible for the administration of a 13 bed community hospital ward located at the St. Francis Medical Center.

Three special units operated apart from the general population are Administrative Segregation, Management Control and Vroom Readjustment. The Administrative Segregation Unit is used to confine inmates following a major disciplinary code violation. A Special Classification Committee assigns inmates considered a potential threat to the operation of the institution to a Management Control Unit. The Vroom Readjustment Unit, located on the grounds of the Trenton Psychiatric Hospital, provides intensive-maximum security supervision and handling for 85 offenders who have not adjusted to institutional confinement.

The institution did not comply with 69 standards and 29 were designated as needing additional resources. The most common deficiency was in the training and staff development area, followed by physical plant. (Since construction of new institution has been approved, physical plant standards have been excluded from the cost estimates.) Trenton did not supply the information requested to estimate costs for five standards, but the estimation methods will be discussed. The distribution of non-compliant standards is presented in the accompanying table.

TABLE 18

TRENTON

SUMMARY OF NON-COMPLIANT STANDARDS BY PROGRAM CATEGORY

<u>Category</u>	<u>No Cost</u>	<u>State Designated Cost Factors</u>
Administration	6	0
Personnel	1	0
Training and Staff Development	4	6
Research	1	1
Physical Plant	1	5
Security	8	4
Special Management Inmates	1	6
Food Services	0	0
Sanitation & Hygiene	1	1
Medical & Health	0	1
Inmate Rights	4	0
Inmate Rules	5	0
Reception	2	0
Inmate Money & Property	1	0
Classification	1	3
Work	1	2
Educational & Vocational Training	1	0
Recreation	1	0
Release	1	0
	<hr/>	<hr/>
Total	40	29

TRAINING AND STAFF DEVELOPMENT

Trenton State Prison reported non-compliance with standards requiring new employee (4090-E), annual (4091-E), management (4093-E); direct contact (4092-E) and detention employee (4096-E) training and indicated that additional resources would be required. Under the Security and Control category of standards, a specially trained crisis intervention unit (4182-I) is required and has been included in this standards' category. It was felt that creating an advisory committee (4094-E) and developing a training plan (4095-E) could be accomplished within existing funding levels. A summary of the additional staff hours to achieve compliance and their dollar value is presented in the accompanying table.

The unmet training need at Trenton (38,384 hours) is 73 percent of the total required (52,920 hours), based on fiscal 1979 hiring rates and staffing levels. Over 83 percent of the deficiency is accounted for by annual training, principally for employees in direct and continuing contact with inmates. Hours needing relief (28,529) are the equivalent of 13.7 full time positions. Training totalling 1,830 hours was provided in excess of that recommended by standards for some classes employees.

Participant costs of meeting all staff development needs is \$324,310 but about 32 percent is attributable to positions which probably will not require relief while in classes. The balance of \$220,240 is for line and senior correctional officers whose posts in all likelihood will be relieved for training. (It is assumed that the factor for training currently used in the formula for planning staffing levels is insufficient, since the required hours were not provided in fiscal 1979.) Even this estimate,

TABLE 19

TRENTON
SUMMARY OF MARGINAL TRAINING REQUIREMENTS

Type of Training	Net Hours Required	Value of Hours	
		Reallocated	Substituted
Pre-Service:	(1,117)		
Direct Contact	677 ^a	\$ 4,750	\$ 640
Other	440	2,360	N/A
First Year:	(3,770)		
Direct Contact	3,726	16,110	15,240
Other	440	2,360	N/A
Annual:	(32,047)		
Direct Contact	30,187	60,770	189,450
Management	540	9,420	N/A
Other	1,320	8,300	N/A
Specialized:	(1,450)		
Crisis Unit	1,450	N/A	14,940
Total	38,384	\$104,070	\$220,240

^aPre-service and First Year Training were not separated for line correctional officers. Entry assumes the 1,080 hours of training received met pre-service requirements and balance (360) was applied to first year.

however, may be reduced, if there are slack resources, posts not requiring substitutes or if classes are presented in short segments.

The second element of training costs is comprised of salaries, supplies, equipment, tuition and similar expenses of operating a program. Trenton projects that a training officer at the Lieutenant level and a secretary can manage the training activities. Using the midpoint of both salary ranges, salaries and fringe benefits will total \$33,030 other office expenses, \$3,050 and equipment purchase and rental, \$6,950 for a total of approximately \$43,030.

Materials, travel, tuition and instructional fees directly related to conducting classes were identified separately for each type of training and valued at \$98,950. Another \$18,980 was included for equipment, but all except \$5,220 for the unit specially trained to handle crises was excluded here because of the estimation procedure used by Trenton.

Total projected costs (excluding equipment) to manage and operate a program are \$135,000. If crisis unit equipment is included, it is almost \$140,250. An additional \$220,240 can be attributed to salary and fringe benefits to provide relief for line and senior correctional officers while attending classes. Combining both participants' and program costs produces an estimate of between \$355,270 and \$360,490 that will be needed to overcome the 38,384 hours of training deficiency.

PHYSICAL PLANT

Since the Trenton facility will be replaced, the following deficient standards have been excluded from the analysis:

4140, Decentralized Units

4141, Design Capacity

4142, Cell Size

4143, Cell Furnishings

4144, Dormitory Requirements

However, compliance costs for 4144-I at Jones Farm are presented later in this chapter.

Trenton does not comply with standards requiring decentralized units in institutions with over 500 inmates (4140-E), a population limited to design capacity (4141-E), single occupancy and minimum square footage (4142-I), cell furnishings (4143-E) and dormitory allowances (4144-I). The Department has requested and received monies to construct on the existing site an 850-bed maximum security facility which will overcome all physical plant deficiencies. The initial costs were estimated at \$43 million by an architect; therefore, separate compliance cost estimates have not been prepared for these standards.

The one dormitory, located at Jones Farms, has a capacity of 144 under existing conditions but held a population of 105 on August 14, 1979. Residents are housed in two wings which contain about 3,300 square feet each, have the recommended furnishings and access to showers, water and toilets. With 105 inmates, the facility meets square footage allowances (60 square feet), but exceeds the 50-bed maximum dormitory capacity by five. At operating "capacity" of 144, space per inmate is almost 46 square feet (34 beds over the allowance) and the dormitory can house 44 persons more than recommended by 4144-I.

There are several actions possible for bringing Jones Farm into compliance. Reducing population to 100 or converting a dayroom/classroom area to house five to ten persons are possible with little or no additional resources. If, however, the Department needs the 34-44 minimum security beds, a new unit

will be needed. Estimated construction costs are \$181,500 for a 3300 square foot, 44-bed dormitory without ancillary spaces. Correctional contingencies and professional fees can add another \$58,100 for a total of \$239,600. These estimates do not include other project-related components such as management oversight or financing costs, and it is assumed that existing furnishings will be used. Depending on how this unit is sited relative to the existing one staffing costs may range from no new positions to a maximum of 5.4 (7-day, 24 hour post) which would cost approximately \$90,940.

SECURITY & CONTROL

Twelve standards were found in non-compliance in the area of institutional security and control; eight were designated as no-cost and four as cost items by Trenton.

Standard 4173-E describes the requirement for the safe unloading and reloading of firearms. Compliance alternatives could range from a sand-filled container to a specially constructed room for only these purposes. Given these extremes (and, consequently, the range in costs), it was not possible to estimate compliance costs for this item. However, the firing range, located directly across the street, is one feasible place where officers and others could safely unload, reload and temporarily store firearms.

Standards 4182-I and 4183-E relate to the selection, evaluation and training of a special unit to be used in the event of a disturbance. As discussed in the Training and Staff Development section, Trenton estimates the cost of compliance at \$9,220 which includes \$5,220 for riot equipment.

Standby lighting, firefighting equipment, alarms, communications systems and other emergency equipment should be tested at least semi-annually according to standard 4186-E. The institution indicated that this practice was followed irregularly, except for monthly testing of fire extinguishers. Without

such testing there is no historical information on the frequency of repair and/or replacement, so it was impossible to estimate compliance costs. It can be anticipated, however, that more frequent checks will reveal more inoperative equipment and, therefore, will generate additional costs.

SPECIAL MANAGEMENT INMATES

Several standards in this category depend directly on the physical plant. For example, living conditions for persons in segregation approximating those of the general population (4203-I) cannot be attained in the existing facility. These include 80 square feet per inmate, desks, adequate lighting, acceptable noise levels, etc. Other examples relate to visiting and program opportunities for this same group of inmates (4210-E, Visits and Mail and 4218-E, Programs and Services). Three, state-designated cost standards can be met in the existing buildings by redistributing the population and/or adding employees.

Because Trenton's mission includes responsibility for longer term inmates requiring special supervision, there is a relatively large group of persons classified as "close custody." Therefore, standard 4213-E, which requires showers thrice weekly for persons in administrative segregation and disciplinary detention, would probably apply to this larger than usual number of inmates. The institution estimates that 8,700 hours or the equivalent of 4.2 full time positions and about \$70,400 (including fringes) are used to provide showers twice weekly. If current procedures and other activities are maintained, the additional cost of meeting this standard may go as high as \$35,200 for the additional 14,350 hours of showering. Actual costs may be lower, if there are slack resources available in these or other units.

Close custody inmates at Trenton now have recreation periods of 2½ hours every two days which meets the weekly requirement (five hours) but does not provide the daily minimum (one hour) as specified in standard 4215-E. It is possible to comply with both criteria by relocating the Management Control and Protective Custody Units to one-right and one-left, respectively, and moving administrative segregation to the satellite facility (Vroom Building) on the grounds of Trenton Psychiatric Hospital. These movements would provide a recreation area for each group and could be accomplished without additional personnel.

Standard 4222-E, requiring psychological assessments of persons held in administrative segregation and disciplinary detention beyond 30 days, is related to the classification committee review of segregation cases weekly during the first two months and every thirty days thereafter (4382-E). While close custody inmates at Trenton do receive psychological assessments, they are not accomplished within the prescribed time period. Information to calculate compliance costs was not supplied by Trenton. It included number of assessments in fiscal 1979, psychologist and clerical time per case, and number of assessments needed based on persons held 30 days or longer.

Reasons for placing persons in administrative segregation are to be examined by the classification committee every seven days for two months and then at monthly intervals (4382-E). Trenton ~~now~~ reviews every thirty days; therefore, two additional ones will be needed in the first and three in the second months of confinement. The cost of additional reviews would have been estimated, if Trenton had provided information on time per case and

hourly cost of committee operations.

SANITATION, SAFETY & HYGIENE

Standard 4244-E specifies that wastes "be collected, stored and disposed of in a manner that will avoid nuisance, and hazards and protect the health and safety of inmates." Storage space is not sufficient to hold wet garbage from Trenton's kitchen between daily morning pickups. Twenty, 33-gallon containers can be purchased from State-use industries at a total cost of \$570.

MEDICAL AND HEALTH CARE FACILITIES

Psychiatric services are recommended "to assist the trained mental health personnel who are responsible for the day-to-day management of inmates with special needs" (4279-E). Staff or consultants -- available 24 hours a day -- can be used to comply with this standard. Trenton did not supply the baseline information necessary to estimate compliance costs.

CLASSIFICATION

Deficiencies found in this category relate to the procedural aspects of the institution's classification process. Forty-eight hours notice and a personal appearance are required for all hearings by Standard 4378-E. An inmate is present during annual case reviews, but work assignment, custody status and other actions can be taken by the committee without a personal appearance. Trenton did not provide data on minutes per case or the average hourly rate of the committee so compliance costs could be estimated. Whether or not compliance would require more senior and/or clerical staff will depend on such factors as the increase in hearing length and the extent to which members' time can be reallocated from other

duties. The one day docket in fiscal year 1978 contained an average of over 44 cases and the total volume was over 2500. Therefore, this may represent either an opportunity cost or financial cost to the institution.

The final deficiency in this area (4381-E) is the requirement that a hearing be conducted before placing someone in administrative segregation or within three working days if there is "substantial" reason for immediate restriction. (Standard 4382, Administrative Segregation Review, was discussed under the section titled "Special Management Inmates.") Under current procedures, five working days can elapse before a hearing, but it was impossible to estimate how the more stringent requirement would affect staffing. It will probably require a redistribution of the committee's time but not an increase in the total.

INMATE WORK PROGRAMS

Sufficient inside employment opportunities (4386-I) and work experiences relevant to the current job market (4387-I) were identified as lacking at Trenton State Prison. Plans of Action indicated that the new facility would alleviate this problem, and the institution did not provide information on the type of jobs, where they would be created (maintenance, state-use industries) or other factors necessary to estimate compliance costs.

SUMMARY

Estimated compliance costs at Trenton range from \$403,240 to \$733,700 with the upper bound including construction and staffing of a 44-bed dormitory at Jones Farm. Seventy-two percent of the lower projection is allocated to salaries and compliance with staff development standards comprise 88 percent of total salary costs. The value of trainee's time

reallocated from other duties to participate in programs is slightly over \$104,000 which represents an opportunity cost to the institution. Standards on psychiatric care, work programs and case processing will add to these costs but requested data were not provided so a dollar value could be assigned.

TABLE 20
TRENTON
SUMMARY OF COMPLIANCE COSTS

Standard	Total	Salaries and Fringes	Other Operating	Capital	
				Equipment	Facilities
Training & Staff Development					
Training Supervision (4088-E)	\$ 43,030	\$ 32,030	\$ 3,050	\$ 6,950	\$ N/A
New Employee Training					
• Pre-service (4090-E)	,160	640	5,520	- 0 - ^e	N/A
	(7,110)	(7,110)			N/A
• First Year (4090-E, 4092-E)	25,040	15,240	9,800	- 0 -	N/A
	(18,470)	(18,470)			
Annual (4091-E, 4092-E, 4093-E)	269,080	189,450	79,630	- 0 -	N/A
	(78,490)	(78,490)			
Crisis Unit (4182-I)	24,160	14,940	4,000	5,220	N/A
Physical Plant					
Dormitories (4144-I)	0/330,540	0/90,940	- 0 -	- 0 -	0/239,600
Special Management Inmates					
Showers (4213-E)	35,200	35,200	- 0 -	N/A	N/A
Psychological Assessment (4222-E)	NO INFORMATION PROVIDED				
Administrative Segregation Review (4382-E)	NO INFORMATION PROVIDED				
Sanitation, Safety & Hygiene					
Waste Disposal (4244-E)	570	- 0 -	- 0 -	570	
Medical Health Services					
Psychiatric Consultation (4279-E)	NO INFORMATION PROVIDED				
Inmate Work Programs					
Employment Opportunities (4386-I)	NO INFORMATION PROVIDED				
Job Market Relevance (4387-I)	NO INFORMATION PROVIDED				
Total	\$403,240	\$288,500	\$102,000	\$12,740	- 0 -
	to	to			to
	\$733,780	\$379,440			\$239,600

a/ Numbers in parenthesis are opportunity costs.

b/ "N/A" refers to not applicable.

c/ A total of \$18,980 in Training equipment was excluded because it appeared was based on cost per trainee rather an itemized list.

NOTES CHAPTER 7:

1. Cost Analysis Worksheet (4215-E) prepared by Al Koenigsfert, Trenton State Prison.

CHAPTER 8

LEESBURG

INTRODUCTION

Leesburg State Prison, located in Leesburg, New Jersey, consists of three operational units: the Medium Unit, the Minimum (or Farm Unit) and the Ancora Satellite Unit. The total rated capacity for the institution is 1025 and in 1978 the total population for all units was 965.

The Medium Unit, one of the latest in design, houses inmates with sentences of 15 years or less. Inmates in this unit may eventually attain full minimum status, providing they meet existing standards. Adult basic education, English as a Second Language, high school equivalency, enrichment and a 2-year Cumberland County College program are included in the education program. Other services include vocational, medical, dental, food service, clothing tag shops, regional bakery, maintenance, treatment units and inmate groups.

The Minimum Unit is located 1½ miles from the Medium Unit. It is considered as a separate facility to provide proper program and operational support for its medical, dental, psychological, social service, vocational and educational services. Three hundred sixty-three full minimum residents are housed in this unit (including those housed in mobile trainers). Some residents can qualify for community release programs such as 3-day furloughs, escort furloughs and work and study release. Vocational and academic programs, horticulture training and inmate group activities are offered on the grounds.

The Satellite Unit at Ancora State Psychiatric Hospital houses 96 residents and offers the opportunity for private rooms and community involvement. Special criteria for selection includes prior assignment

TABLE 21

LEESBURG

SUMMARY OF NON-COMPLIANT STANDARDS BY PROGRAM CATEGORY

<u>Standards Category</u>	<u>No Cost</u>	<u>State Designated Cost Factors</u>
Administration	5	1
Fiscal Management	1	0
Personnel	2	0
Training & Staff Development	10	2
Management Information Systems	2	0
Research	3	0
Records	1	1
Physical Plant	0	1
Security	7	1
Supervision	2	0
Special Management Inmates	5	1
Food	2	0
Sanitation & Hygiene	2	0
Medical & Health	2	2
Inmates Rights	3	0
Rules	4	0
Mail	1	0
Reception	4	0
Money	1	0
Classification	5	0
Work	1	0
Educational & Vocational Training	2	0
Release	1	0
Volunteer	<u>10</u>	<u>0</u>
Total	76	9

to the Minimum Unit. Social service, education and recreation programs, and operation of the regional laundry at the facility are among the programs offered. Qualified inmates are eligible for work release and various types of furloughs.

Plans of Action submitted by Leesburg indicated 85 non-compliant standards with nine being designated as cost standards. Deficiencies were most frequently cited in the training and staff development program. Cost standards occurred in the areas of administration, training, records, physical plant, security, special inmates and medical services. Other deficiencies are summarized in the table which follows.

The institution did not provide the information which was requested to derive a dollar estimate of compliance costs; therefore only a description of deficiencies and their hypothetical resource implications will be presented.

ADMINISTRATION AND MANAGEMENT

The Plan of Action for standard 4005-E, which requires an administrative manual, indicated that there was "no employee available" to prepare this and other manuals (personnel, social services, education, etc.). Even if existing staff are reallocated to these tasks, there will be an opportunity cost.

TRAINING AND STAFF DEVELOPMENT

Leesburg indicated that a supervisory level training officer (4088-E) and staff library (4101-E) would require additional funds. Although referred to the Department for resolution; other standards on new employee, annual, administrative and direct contact training probably will entail additional costs for trainees' salaries and program operations.

RECORDS

Standard 4136-E prescribes a mechanism for "insuring that master (offender) files are current and accurate." The institution attributed its non-compliance to insufficient staff.

PHYSICAL PLANT

Leesburg identified only the excess population as deficient (4141-E) in this standards category, but on-site inspection also revealed that persons are confined over ten hours daily in cells of less than 80 square feet (4142-I), segregation cells lack the necessary furnishings (4143-I and 4203-I), and less than 60 square feet per person in dormitories (4144-I). Dormitory overcrowding could be remedied by converting another classroom to house ten persons. Rectifying conditions in the segregation unit, however, will require capital renovation and/or new construction as well as purchasing desks, chairs and shelves.

SECURITY AND CONTROL

There are no written post orders (4177-E) at Leesburg which list job duties and describe procedures. Plans of Action identified the lack of personnel as the reason for non-compliance.

MEDICAL SERVICES

Periodic health examinations for inmates are required by standard 4263-E. The institution indicated that compliance with biennial checkups would necessitate one additional full time physician. Personnel were the suggested means of initiating a program for infirm and disabled inmates (4274-E).

CHAPTER 9

CLINTON

INTRODUCTION

The Correctional Institution for Women at Clinton, New Jersey, houses adult females and males with indeterminate and state prison sentences. Males must be over age 50, full minimum status and undergo a thorough screening process prior to admission to Clinton. Originally known as "Clinton Farms," the institution opened in 1913 on a 226 acre site just outside Clinton. At that time, it housed females over age 16 who were committed for misdemeanors and high misdemeanors. In 1974, Clinton became coeducational due to increasing prison populations and inadequate facilities.

The facility presently has 8 housing units and a rated capacity of 284 (excluding detention and reception areas). The total population of 232 includes 193 females and 39 males. The staff consists of administrators, 28 professionals and 127 custody staff members plus other institutional support personnel. Inmate custody is divided into 3 levels: maximum, gang minimum and full minimum.

Clinton's objective is to combine custody and treatment to enable inmates to successfully return to society.

Academic programs offered on the grounds include basic reading, pre-secondary, GED and college courses. Clerical skills, appliance repairs, food careers, upholstery and beauty culture are offered in the vocational education program. Furlough and work release programs offer an opportunity to enhance community ties and continue employment after release. Recreational and cultural programs and programs involving mother/child interaction are also offered.

TABLE 22

CLINTON
SUMMARY OF NON-COMPLIANT STANDARDS BY PROGRAM CATEGORY

<u>Standards Category</u>	<u>No Cost</u>	<u>State Designated Cost Factors</u>
Personnel	2	0
Educational & Vocational Training	3	3
Physical Plant	0	2
Security	1	0
Special Inmates	2	1
Inmates Rights	4	0
Rules	5	0
Mail	1	0
Reception	1	0
Money	1	0
Classification	4	0
Library	0	1
Release	0	1
Total	24	8

Twenty-four no-cost and eight cost standards were reported by Clinton as non-compliant. Inmate rules and discipline was the program area most frequently cited as deficient, but training and physical plant were the principal areas requiring additional resources to achieve compliance. Other unmet standards are presented in the accompanying table.

Plans of action initially submitted by Clinton indicated non-compliance with standards 4091-E, Annual Training, 4092-E, Direct Contact Training, and 4096-E, Detention Personnel Training. During on-site visits, it was found that new employees and management personnel were not receiving the amount of training specified by standards 4090-E and 4093-E, respectively.

In fiscal 1979, Clinton provided one third of total training hours (23,960 hours) necessary to meet Commission standards, but the most noticeable deficiency (14,960 hours) was programs for the on-going, annual training of employees having direct contact with inmates. All new correctional officers participated in pre-service (4090-E) and first year (4092-E) training sufficiently to meet standards and, in fact, exceeded requirements by over 3,100 hours. The dollar value of additional trainees' time is estimated at \$108,190 based on fiscal 1979 hiring rates, staffing levels and training activities. It is assumed that only persons in custodial positions will be relieved during periods of training; however, a more detailed examination of employee utilization may reveal possibilities for reallocating some officers' time to training without using substitutes. The accompanying table summarizes unmet staff development needs.

The amount formally budgeted for training at Clinton was \$1942 in fiscal 1979.^{1/} A variety of staff development activities occurred, however, for which

TABLE 23

CLINTON CORRECTIONAL INSTITUTION
SUMMARY OF MARGINAL TRAINING REQUIREMENTS

Type of Training	Additional Hours	Dollar Value of Hours	
		Reallocated	Substituted
Pre-Service:	(1,203)		
Direct Contact	107	\$ 690	\$ -0-
Other	1,096	4,650	N/A
First Year:	(1,386)		
Direct Contact	296	2,000	-0-
Other	1,090	4,800	N/A
Annual:	(13,451)		
Direct Contact	11,588	12,400	67,220
Management	480	7,330	N/A
Other	1,383	9,110	N/A
Total	16,010	\$40,970	\$67,220

no tuition was charged, travel was funded from another account, staff served as instructors, etc. Consequently, it was impossible to determine the amount actually expended on training-related functions. The institution indicated the need for a full time training officer and certain equipment items but did not specify a salary level or provide unit prices. Training budgets prepared by other institutions designated different types of positions as "training officers" (e.g., lieutenants, teacher, etc.) so the median of the salary range for such a position might lie between \$17,890 (Teacher II) and \$22,570 (Lieutenant), including fringe benefits. Equipment deemed necessary to initiate a program included slide and overhead projectors, screens, and video recorder-playback, and funds for renting movies. Other potential costs not identified by the institution include tuition charges, instructional fees, travel and office supplies.

Filling unmet staff development needs at Clinton will require approximately \$67,220 to provide relief for correctional officers while attending classes; between \$17,890 and \$22,570 for a full time training position; and, an unspecified amount for equipment, travel, fees and other training-related expenses.

PHYSICAL PLANT

Persons placed in administrative segregation or disciplinary detention are confined for more than ten hours daily in cells of 70 (rather than 80) square feet as recommended by Standard 4142-I (see Standard 4203-I for similar requirements). These 12 detention and 6 segregation cells also lack desks, chairs or stools and shelves described in 4143-E. One alternative compliance action without changing procedures is to convert two cells into one, thereby producing 6 segregation and 4 detention cells of 140 square feet. This would still allow a sufficient number of cells to house the typical

average daily population of four.^{2/} The estimated construction cost of such a solution is \$53,900 including architectural fees. It is common practice to add up to 25 percent to projects in an occupied facility to account for shorter work days, increased materials and tools handling, screening of contractor's personnel and similar security-related factors. However, Clinton has a campus style layout and the segregation unit is located in a separate wing, so this contingency may overstate costs. If added, the projected cost of converting two cells into one and complying with Standard 4142-I would be almost \$67,400.

The 18 segregation cells (ten under the alternative described above) do not contain a desk, chair and shelf. Using catalog prices for these items suitable for correctional facility will cost approximately \$4,800.

SPECIAL MANAGEMENT INMATES

Clinton initially designated only Standard 4203-I, Segregation Unit Conditions, as needing additional resources, because segregation cells were less than 80 square feet (see preceding section). During on-site visits, it was found that recreation (4215-E) and visiting (4210-E) for persons in administrative segregation and disciplinary detention may not comply and require additional resources.

Detention inmates are denied recreation privileges and persons in segregation are only assured the daily minimum of one hour when staff are available. In part, this staffing problem is created by the absence of a direct access to the recreation yard and layout of the segregation wing. Movement to the yard is through the detention unit, outside and into a fenced yard; therefore, a 2-person escort is required. It is feasible, however, to construct a yard between the south and west wings for only persons in detention

and segregation which would be accessible directly from the unit. Enclosing an area with a double, non-climbable fence would cost approximately \$125 per linear foot and the total area might range from 400 to 600 square feet for an estimated cost of between \$50,00 and \$75,000. Surfacing would add \$400 to \$600, respectively.

Since current practice is to provide one-one supervision during recreation, approximately 1,066 personnel hours will be needed to monitor the additional 260 hours of segregation and 780 hours of detention recreation annually. Estimated staffing costs, salary and fringe costs, using the median of the salary range, are slightly over \$8,620, including fringe benefits. It may be possible to reallocate time from other units for the four hours needed daily, but meeting recreation standards will represent at least an opportunity cost to the institution.

Visiting periods for the general population are 1-4 p.m., four days weekly. By Department policy, persons in disciplinary detention are limited to "special" visits requiring superintendent approval, but those in administrative segregation can receive visitors in the unit in two, double-doored cells designated for this purpose. If the policy is changed to provide opportunities comparable to the general population, it is possible to renovate and equip an area immediately behind the officer's desk which would improve monitoring and security during visiting. This space of about 80 square feet is now partitioned into a room for keys and one for interviews with an observation window. The estimated renovation and equipment cost without contingencies to accommodate one inmate and one visitor is approximately \$2,100.

LIBRARY SERVICES

Standard 4413-E requires that library services be available seven days, including evenings. The present schedule staffed by a part-time librarian limits access by housing units to designated days and only accommodates a

total of 18 hours weekly. Compliance will necessitate the addition of a full time librarian which will cost a projected \$24,880 (including fringes) at the midpoint of the salary range.

RELEASE PREPARATION AND TEMPORARY RELEASE

Using parolees in the institution's release preparation program is recommended by Standard 4448-D as a way of providing "first-hand information for coping with reintegration." While initially designated a cost standard, it was determined during site visits that this could be accomplished without additional funds, since it only requires "support" and "encouragement" from the chief executive officer.

SUMMARY

Clinton identified eight standards in its Plan of Action that would require additional resources. On-site interviews resulted in the addition of two training standards (4090-E, New Employee Training, and 4093-E, Administrative Training) and two items covering visiting (4210-E) and recreation (4215-E) for special management inmates. One standard on release planning (4448-D) was eliminated from consideration.

An estimated \$67,220 in salaries for training relief and \$17,890 to \$22,570 for staff will be needed to supply the additional 16,010 training hours at Clinton. Equipment, travel, fees and other staff development expenses will increase this figure. Expanding recreation opportunities for persons in detention and segregation will require between \$50,400 and \$75,600 in capital expenditures, depending on the size of the area and \$8,620 to supervise these activities. Improved and expanded (for detention inmates) visiting will cost about \$2,100. Construction and equipment costs to provide the minimum of 80 square feet for persons restricted to cells more than ten hours daily total \$72,200.

The library is now open five days each week for a total of 18 hours. A full time librarian at \$24,880 would enable Clinton to increase hours of service and open on weekends and holidays, as prescribed by Standard 4413-E.

Total compliance costs, summarized in the following table, are estimated between \$233,000 and \$279,000. This is based on two critical assumptions: All officers will be relieved during training periods (\$67,220); and, recreation privileges will be extended to persons in detention and assured for those in segregation (\$62,620/\$89,620).

TABLE 24

CLINTON
SUMMARY OF COMPLIANCE COSTS

Standard	Total	Salaries and Fringes	Capital	
			Equipments	Facilities
Training Supervision (4088)	\$ 17,890/ 22,570 ^{a/}	\$ 17,890/	\$ +	\$ -0-
Annual Training (4091,4092)	67,220	67,220	-0-	-0-
Cell Size (4142-I)	53,900/ 67,400	-0-		53,900/ 67,400
Cell Furnishings (4143-E)	4,800	-0-	4,800	
Visits & Mail (4210-E)	2,100	-0-	-0-	2,100
Exercise (4215-E)	62,620/ 89,620	8,620	-0-	54,000/ 81,000
Library Services (4413-E)	24,880	24,880		
TOTAL	\$233,410 to \$278,590	\$118,610 to \$123,290	\$4,800⁺	\$110,000 to \$150,500

^{a/} Related operating expenses (Travel, fees, office supplies, etc.) are not included in this estimate.

FOOTNOTES: Chapter 9

1. Telephone interview with Ronald Keats, October 17, 1979.
2. Cost Analysis Worksheet (4215-E) prepared by LuEva Lewis, Clinton Correctional Institution.

CHAPTER 10

AVENEL

INTRODUCTION

The Adult Diagnostic and Treatment Center (ADTC) in Avenel, New Jersey, is a treatment-oriented institution housing 190 minimum, medium and maximum security male, sex offenders. Specifically designed for treatment, the ADTC was opened in February, 1976, at a construction cost of \$7.2 million.

ADTC is designed to prepare residents for release to the community by utilizing voluntary treatment programs, which require approval of residents' assigned therapist. These programs include reeducation of attitudes and repressed emotions (ROARE) for individuals inflicted with early childhood trauma, para-professional groups tailored to meet inmate needs, therapy for the resident and his spouse/partner, sex education and therapy courses and drama. Vocational training is offered in video studio and electronics. Adult basic education and general education development are offered on a 12-month basis. Mercer County Community College provides 4 courses and the supplemental education program provides evening instruction. A pre-release group meets weekly to prepare the individual for release to society while he is still in a supportive environment.

Avenel's Plans of Action included 25 standards which were not met with five requiring additional resources for compliance. The most significant deficiencies were the lack of vocational programs (4406-E) and a qualified librarian (4412-E). The distribution of non-compliant standards is shown in the accompanying table.

TABLE 25

AVENEL
SUMMARY OF NON-COMPLIANT STANDARDS BY PROGRAM CATEGORY

<u>Standards Category</u>	<u>No Cost</u>	<u>State Designated Cost Factor</u>
Administration	1	0
Personnel	2	0
Physical Plant	1	0
Security	1	0
Special Management Inmates	1	0
Rules	4	0
Mail	1	0
Reception	1	0
Money	1	0
Classification	0	1
Work	1	0
Educational and Vocational Training	0	2
Library	0	1
Recreation	1	0
Release	4	1
Volunteer	1	0
	<hr/>	<hr/>
Total	20	5

Two of the state-designated cost standards, however, do not apply to Avenel. Standard 4380-I specifies that inmates must have the choice to refuse participation in programs, but Avenel is designated by statute as a treatment facility and persons are committed there for that purpose. Standard 4454-I requiring separate work release housing, while listed as a cost standard, is not applicable at Avenel because residents are not eligible for such programs.

Two of the deficiencies relate to vocational training and are interdependent. Standards 4406-E and 4408-E call for programs integrated with academic education, relevant to offenders needs and using community resources. To comply with these, Avenel has expanded vocational training by establishing a carpentry shop. Converting a position from carpenter to Trade Instructor (carpenter) will add slightly over \$2,500 to the salary and fringe benefit budget. Another \$17,750 was expended for tools, supplies and preparing the shop area.^{1/}

The library is now open at the times specified in standard 4413-E but it is not supervised by a qualified staff member (4412-E). Avenel proposes the addition of a full time librarian which will add slightly over \$24,880 to the budget for salaries and fringe benefits.

The total personnel costs to comply with standards in Avenel is \$27,380. Tools and supplies for a new carpentry shop are \$17,750, bringing overall compliance cost to \$45,130.

FOOTNOTE: Chapter 10

1. Purchase orders provided by William Plantier, Adult Diagnostic and Treatment Center.

CHAPTER 11

NEWARK HOUSE

INTRODUCTION

Newark House in Newark, New Jersey, is a minimum security, pre-release center for adult offenders. It has a rated capacity of 40 residents and an average daily population of 30. The goal of Newark House is to provide an opportunity for residents to live in their community with access to community services and resources.

Nine of the non-compliant items (see accompanying table) were designated as cost standards. Located in a converted nursing home, the house does not conform to building codes (2065-E), health codes (2066-E), local fire regulations (2067-E) and is not in good repair (2068-I). Non-compliance with food service standards covering health codes (2108-E) and conditions in the dining room (2111-E) are, also, a consequence of the physical plant.

The architectural firm of Kruger, Kruger, Allenberg completed an analysis ^{1/} in June, 1979, that estimated the cost of complying with state Fire Marshall and Health Department standards at \$170,000. This plan would improve conditions in the kitchen, add necessary fire detection and suppression equipment, and partially repair plumbing, electrical, heating and ventilating systems. Complete rehabilitation of the facility to accomplish the above as well as accommodate handicapped, replace window screens, redesign the entrance, waterproof brickwork, repair ceilings, replace plumbing, replace heating systems, etc., was estimated at \$425,000. Finally, the house is located in a residential area but does not have window shades in residents' rooms to assure privacy. The cost of 55 shades is approximately \$930 ^{2/}.

Case records at Newark House do not contain all the information required by 2154-E and are not stored in a way to minimize the possibility

TABLE 26

NEWARK HOUSE
 SUMMARY OF NON-COMPLIANT STANDARDS BY PROGRAM CATEGORY

<u>Standards Category</u>	<u>No Cost</u>	<u>State Designated Cost Factor</u>
Administration	1	0
Fiscal Management	2	0
Facility	0	4
Food Service	1	2
Special Procedures	1	0
Records	2	3
Evaluation	1	0
Additional Standards	<u>1</u>	<u>0</u>
Total	9	9

of theft, loss, or destruction (2156-E). They propose purchasing three locked file cabinets (\$360) and 300, five part folders (\$465) to better organize case records.^{3/} Compliance with both standards will cost an estimated \$825.

Cost related deficiencies at Newark House are principally in the facilities and records area. Estimated compliance costs range from \$171,755 to \$426,755, depending on the extent of physical plant renovation.

FOOTNOTES: Chapter 11

1. Kruger, Kruger and Allenberg, "A Survey and Analysis for The Renovation of the Community Service Center, Newark House," June, 1979.
2. Invoices provided by Robert Stephens, Superintendent, Newark House.
3. Interview with Robert Stephens, Superintendent; Newark House.

CHAPTER 12

BUREAU OF PAROLE

INTRODUCTION

The Bureau of Parole is comprised of a headquarters, nine district offices, a community residential facility in Jersey City and a parole office within each institution. It has 317 staff members.

Responsibilities of the Bureau include conducting parole and clemency investigations, providing orientation and planning for release of persons committed to training schools and penal and correctional institutions and supervising and reporting on paroled persons in New Jersey facilities and who reside in New Jersey. The Bureau performs periodic investigations of work release and furlough programs and conducts the "probable cause" section of the revocation process.

Its primary goal is to improve the quality of service provided to its clients and to the community. Various programs have been initiated in order to achieve this goal. The National Alliance of Business/ Department of Corrections program acquaints business leaders in the New Jersey community with the problems, skills and capabilities of the ex-offender. The Parole Resource Office and Orientation Facility (PROOF) is a community-based facility which assists residents with re-entry into the community and job market. Volunteers in Parole utilize citizens in supervisory, service and support capacities. In 1978, an average of 310 volunteers provided support to 401 parolees. The Community Resource Specialist Project endeavors to provide 2,000 of the 8,000 clients with emergency support, employment and educational assistance, and vocational counseling and placement.

The Bureau of Parole reported five deficient standards in the nine

districts for a total of 41 cases of non-compliance. The most significant cost standards included those specifying supervisors' span of control (3027-E), reporting to full-time supervisors (3114-E), a grievance procedure (3152-E), and clerical support (3060-E).

Limiting staff supervision to six field officers and, in turn, their reporting to a full time supervisor are interrelated in New Jersey's parole districts. The nine offices are now staffed with ten assistant district supervisors but will require an additional eight to meet recommended staffing ratios of 1 to 6.^{1/} Using the median of the salary range, the estimated cost is \$176,700, including fringe benefits.

Adequate clerical support to accomplish an agency's goals is prescribed by standard 3060-E. The Atlantic, Trenton and Clifton districts have a total of 14 positions which, if funded, would enable them to comply. An estimated \$121,100 will be necessary to bring these units up to approved staffing levels.

The overall costs of improving staff supervision and clerical support in the field offices is \$297,800.

FOOTNOTE: Chapter 12

1. Telephone interview with Ronald Groomes, December 6, 1979.

CHAPTER 13

SUMMARY AND CONCLUSION

The purpose of this report was to present results from a year long study whose objective was to estimate the cost of complying with standards promulgated by the Commission on Accreditation for Corrections in eight facilities and nine parole districts. This required an analysis of self-evaluations submitted by these Departmental subunits, identification of needed compliance resources and estimation of resource values. Excluded from the estimates which follow are Leesburg and Bordentown (which did not respond to data requests), rebuilding of Trenton State Prison, and certain standards for which data were unavailable.

Projected compliance costs range between \$17.5 and \$19.1 million (Table 27). The largest proportion of this (\$14.2 to \$15.6 million) is attributable to plant and equipment necessary to provide adequate cell space, furnishings, dormitory housing and halfway house facilities. The second major contributor to compliance costs is the slightly over \$1 million to expand the training program and fund participants' salaries. As might be expected, secure facilities account for over 95 percent with Rahway being the most significant institution followed by Annandale, Bordentown, Yardville, Trenton, Clinton and Avenel (Table 28).

When compared to the Department's fiscal 1979 adjusted appropriation, upgrading facilities and programs to meet standards would add 23 to 25 percent overall (Table 29). However, the projections for non-capital items such as salaries and other operating expenses are about four percent of their counterparts in the adjusted 1979 appropriation. Among subunits, non-capital compliance costs range between less than one percent at Avenel to 15 percent at Rahway.

TABLE 27

SUMMARY OF COMPLIANCE COSTS BY ORGANIZATIONAL UNIT

<u>Organizational Unit</u>	<u>Total</u>	<u>Personnel</u>	<u>Operating</u>	<u>Capital</u>	
				<u>Equipment</u>	<u>Facilities</u>
Annandale	\$ 1,234,180 to 2,155,620	\$ 331,850 to 422,790	\$ 90,730	\$ 3,600	\$ 808,000 to 1,638,500
Bordentown	1,237,110 ^{a/}	181,880	- 0 -	9,600	1,045,630
Yardville	435,030	194,970	17,560	11,400	211,100
Rahway	13,469,780 to 13,530,410	991,920 to 1,052,550	45,130	542,430	11,890,300
Trenton	403,240 to 733,780	288,500 to 379,440	102,000		- 0 - to 239,600
Leesburg	No Information Submitted				
Clinton	233,410 to 278,590	118,610 to 123,290	- 0 -	4,800+	110,000 to 150,500
Avenel	45,130	27,380	610	17,140	- 0 -
Newark House	171,755 to 426,755		465	1,290	170,000 to 425,000
Parole	297,800 <u>\$17,527,435</u> to <u>\$19,140,225</u>	297,800 <u>\$ 2,432,910</u> to <u>\$ 2,680,100</u>	- 0 - <u>\$256,495</u>	- 0 - <u>\$603,000</u>	- 0 - <u>\$14,235,030</u> to <u>\$15,600,630</u>
Training Program ^{b/}	\$ 1,016,953 to \$ 1,165,450	N/A	N/A	N/A	

a/ Bordentown did not submit information to estimate costs for other than capital items. Total includes \$44,690 for work initiated before accreditation.

b/ This estimate supplements those prepared by five units and should not be added to the total. See Chapter 2, Training Program, for an explanation of how it was derived.

TABLE 28

SUMMARY OF COSTS BY STANDARD

ADULT INSTITUTION STANDARD	Total	Salaries and Fringes	Other Operating	Capital	
				Equipment	Facilities
<u>Administration</u>					
4005-E Administrative Manual	\$ 1,260	\$ - 0 -	\$ 1,260	\$ - 0 -	\$ - 0 -
Subtotal	\$ 1,260	\$ - 0 -	\$ 1,260	\$ - 0 -	\$ - 0 -
<u>Training and Staff Development</u>					
4088-E Training Supervision	\$ 232,070/ 236,750	\$ 128,950/ 133,630	\$ 93,070	\$ 10,050	\$ - 0 -
4089-E Trained Trainers	3,600	- 0 -	3,600	- 0 -	- 0 -
4090-E New Employee Training	77,370	58,350	18,720	300	- 0 -
4092-E Direct Contact Training					
4091-E Annual Training					
4092-E Direct Contact (Annual)	711,580	621,000	89,580	1,000	- 0 -
4093-E Administrative Training					
4099-E Continuing Education	32,000		32,000	- 0 -	
4101-E Staff Library	5,830	- 0 -	4,830	1,000	
4182-I Specially Trained Unit	27,660	17,330	5,060	5,270	- 0 -
Subtotal	\$ 1,090,110 to \$ 1,094,790	\$ 825,630 to \$ 830,310	\$ 246,860	\$ 17,620	\$ - 0 -
<u>Physical Plant</u>					
4140-E Decentralized Units	\$ 162,800	\$ 151,250	\$ 1,550	\$ - 0 -	\$ 10,000
4142-I Cell Size	9,384,810	363,760	- 0 -	- 0 -	9,021,050
	to	to			to
	10,047,450	454,700			9,592,750
4143-E Furnishings	615,750	N/A	N/A	482,500	133,250
4144-I Dormitory Requirements	5,340,250	485,010		79,400	4,775,840
	to	to			to
	6,003,720	636,580			5,287,740
Subtotal	\$15,503,610 to \$16,829,720	\$ 1,000,020 to \$ 1,242,530	\$ 1,550	\$ 561,900	\$13,940,140 to \$15,023,740

TABLE 28 (CONT.)

<u>Adult Institution Standard</u>	<u>Total</u>	<u>Salaries and Fringes</u>	<u>Other Operating</u>	<u>Capital</u>	
				<u>Equipment</u>	<u>Facilities</u>
<u>Special Management Inmates</u>					
4210-E Visits and Mail	\$ 12,220	\$ 10,120	\$ - 0 -	\$ - 0 -	\$ 2,100
4213-E Showers	35,200	35,200	- 0 -	- 0 -	- 0 -
4215 Exercise	128,090/	59,990	- 0 -	- 0 -	68,100/
	155,090				95,100
Subtotal	\$ 175,510 to 202,510	\$ 105,310	\$ - 0 -	\$ - 0 -	\$ 70,200 to 97,200
<u>Sanitation, Safety and Hygiene</u>					
4244-E Waste Disposal	\$ 570	\$ - 0 -	\$ - 0 -	\$ 570	\$ - 0 -
Subtotal	\$ 570	\$ - 0 -	\$ - 0 -	\$ 570	\$ - 0 -
<u>Educational and Vocational Training</u>					
4406-E Relevant Vocational Programs	\$ 20,250	\$ 2,500	\$ 610	\$ 17,140	\$ - 0 -
4408-E Community Vocational Resources					
Subtotal	\$ 20,250	\$ 2,500	\$ 610	\$ 17,140	\$ - 0 -
<u>Library Services</u>					
4413-E Available Daily	98,050	92,300	5,750	- 0 -	- 0 -
4414-E Library Personnel					
4416-E Design and Appearance	\$ 14,480	\$ - 0 -	\$ - 0 -	\$ 4,480	\$ 10,000
Subtotal	\$ 112,530	\$ 92,300	\$ 5,750	\$ 4,480	\$ 10,000
<u>Recreation</u>					
4425-E Recreation Personnel	\$ 18,410	\$ 18,410	\$ - 0 -	\$ - 0 -	\$ - 0 -
Subtotal	\$ 18,410	\$ 18,410	\$ - 0 -	\$ - 0 -	\$ - 0 -
<u>Release Preparation</u>					
4454-E Workrelease Housing	\$ 135,630	\$ 90,940	\$ - 0 -	\$ - 0 -	\$ 44,690
Subtotal	\$ 135,630	\$ 90,940	\$ - 0 -	\$ - 0 -	\$ 44,690
Subtotal Adult Institutions	\$17,057,880 to \$18,415,670	\$ 2,135,110 to \$ 2,382,300	\$ 256,030	\$ 601,710	\$14,065,030 to \$15,175,630

TABLE 28 (CONT.)

COMMUNITY RESIDENTIAL STANDARDS		<u>Total</u>	<u>Salaries and Fringes</u>	<u>Other Operating</u>	<u>Capital</u>	
<u>Facility</u>					<u>Equipment</u>	<u>Facilities</u>
2065-E	Building Codes					
2066-E	Facility Health Codes	\$ 170,930	\$ - 0 -	\$ - 0 -	\$ 930	\$ 170,000
2067-E	Fire Safety					
2068-E	Facility Cleanliness & Repair	to				to
<u>Food Service</u>						
2108-E	Food Sanitation Codes	\$ 425,930				\$ 425,000
2111-E	Dining Area Suitability					
Subtotal		\$ 170,930	\$ - 0 -	\$ - 0 -	\$ 930	\$ 170,000
		to				to
		\$ 425,930				\$ 425,000
<u>Records</u>						
2154-E	Case Record Requirements	\$ 825	\$ - 0 -	\$ 465	\$ 360	\$ - 0 -
2156-E	Case Record Safeguards					
Subtotal		\$ 825	\$ - 0 -	\$ 465	\$ 360	\$ - 0 -
Subtotal, Community Residential		\$ 171,755	\$ - 0 -	\$ 465	\$ 1,290	\$ 170,000
		to				to
		\$ 426,755				\$ 425,000
<u>FIELD SERVICES STANDARDS</u>						
<u>Administration, Organization and Management</u>						
3027-E	Supervisory Ratio	\$ 176,700	\$ 176,700	\$ - 0 -	\$ - 0 -	\$ - 0 -
Subtotal		\$ 176,700	\$ 176,700	\$ - 0 -	\$ - 0 -	\$ - 0 -
<u>Personnel</u>						
3060-E	Clerical Support	\$ 121,100	\$ 121,100	\$ - 0 -	\$ - 0 -	\$ - 0 -
Subtotal		121,100	121,100	- 0 -	- 0 -	- 0 -
Subtotal Field Services		297,800	297,800	- 0 -	- 0 -	- 0 -
GRAND TOTAL		\$17,527,435	\$ 2,432,910	\$ 256,495	\$ 603,000	\$14,235,030
		to	to			to
		\$19,140,225	\$ 2,680,100			\$15,600,630
<u>Training Program</u>		\$ 1,016,953				
		to				
		\$ 1,165,450				

TABLE 29

COMPARISON OF FISCAL 1979 ADJUSTED APPROPRIATION
AND STANDARD COMPLIANCE COSTS

<u>Organizational Units</u>	<u>Comparison of Non-Capital to</u>		<u>Comparison of Capital to Total Budget</u>
	<u>Total Budget</u>	<u>Personnel and Operating Budget ^{a/}</u>	
Annandale	6.7/8.1%	6.8/8.2%	12.8/26.0%
Bordentown	2.7 ^{b/}	2.8	15.1
Yardville	2.0	2.3	2.1
Rahway	14.9	15.0	117.2
Trenton	3.2/3.9	3.2/3.9	.1/2.0
Leesburg	No Information		
Clinton	2.2	2.4	2.0/2.8
Avenel	.1	.1	.1
Newark House	.1	N/A	66.0/164.1
Parole	<u>6.7</u>	<u>6.7</u>	<u>N/A</u>
Total ^{c/}	3.6/3.9%	4.0/4.3%	19.7/21.5%
Training Program ^{d/}	N/A	2.2/2.5%	

a/ Includes Federal Funds

b/ Includes only personnel costs related to physical plant changes.

c/ Excludes training program costs other than those estimated by five institutions.

d/ Calculated by IEPS/CEC (see Chapter 2).

The above projections were based on a subset of the 71 cost standards and 143 cases of non-compliance originally reported by New Jersey in its Plans of Action submitted June 1, 1979. The original set was added to and subtracted from for purposes of this report. Standards were reinterpreted, compliance actions incorporated more than one standard, and data were unavailable or not provided. Actual compliance costs in the future will vary from these projections for a host of reasons, including price increases, changes in compliance plans, reduced compliance ratings, and inclusion of other standards for which data were unavailable. For departmental planning, however, the \$17.5 to \$19.1 million represent a reasonable approximation of the value of resources needed to meet standards at the subunits included in the analysis.

Appendix 1: Tables

APPENDIX 1
TABLE A-1
FINANCIAL SUMMARY OF NEW JERSEY CORRECTIONAL SYSTEM
FISCAL YEAR 1979 ADJUSTED APPROPRIATION
(rounded to nearest hundreds)

Organization Unit ^a	Grand Total	Total Excluding Capital	Personal Services ^b	OPERATING			OTHER		Total Capital	CAPITAL		
				Materials & Supplies	Other Services ^c	Extra-ordinary	Federal Funds ^d	Other Funds ^d		Adds. and Imps. ^e	Maint. of Property	Construction
Youth Institutions												
Annandale	6,318,000	6,246,600	4,619,100	956,600	271,300	20,800	365,300	13,500	71,400	5,800	65,600	-0-
Bordentown	6,965,850	6,797,600	4,936,600	1,068,900	328,300	49,000	114,800	309,000	168,250	34,500	133,750	-0-
Yardville	10,588,150	9,074,600	6,246,300	1,301,100	440,700	42,000	944,500	100,000	1,513,550	17,400	84,950	1,411,200
Diagnostic Center												
Avenel	3,161,100	3,051,600	2,447,600	397,100	137,500	-0-	17,400	52,000	109,500	46,200	63,300	-0-
Prisons												
Trenton	12,370,300	12,263,200	9,701,100	1,826,600	520,000	107,700	27,600	80,200	107,100	18,500	88,600	-0-
Rahway	10,610,200	10,522,100	6,778,700	1,860,700	714,400	70,000	33,000	1,065,300	88,100	2,500	85,600	-0-
Leesburg	9,045,100	8,923,500	5,339,100	1,506,500	540,700	9,000	890,800	637,400	121,600	31,700	89,900	-0-
Women												
Clinton	5,482,100	5,006,000	3,760,200	638,500	357,400	88,500	153,900	7,500	476,100	-0-	106,700	369,400
Community Center												
Newark House	260,000	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
Parole												
	4,437,100	N/A	N/A	N/A	N/A	N/A	1,193,800	8,500	N/A	N/A	N/A	N/A
Central Office ^a	5,975,600	5,938,400	2,383,300	219,500	200,200	3,135,400	-0-	-0-	37,200	4,500	32,700	-0-
TOTAL	\$75,213,500	\$67,823,600^B	\$46,212,000	\$9,775,500	\$3,510,500	\$3,513,400	\$3,741,100	\$2,273,400	\$2,692,800	\$161,100	\$751,100	\$1,780,600

TABLE A-1 (CONT.)

^aSee Appendix 4 for listing of satellite units.

^bIncludes fringe benefits and food in lieu of cash.

^cRental charges included.

^dSee Appendix 4 for list of account titles.

^eLimited to \$50,000 or less.

^fThis item includes over \$2.7 million for purchase of services for offenders, transportation for families, other direct program services, and oversight of juvenile programs.

^gBudget subcategories do not include funds appropriated for Parole or Newark House.

Source: Fiscal Year 1980 Budget Request.

TABLE A-2

NEW JERSEY DEPARTMENT OF CORRECTIONS
NON-COMPLIANT COST STANDARDS BY SUBUNIT AND PRIORITY

	<u>Essential</u>	<u>Important</u>	<u>Desirable</u>	<u>Total</u>
Annandale	3	2	0	10
Bordentown	6	3	1	10
Yardville	17	3	0	20
Avenel	3	2	0	15
Rahway	15	4	0	19
Trenton	23	6	0	29
Leesburg	8	1	0	9
Clinton	<u>5</u>	<u>2</u>	<u>1</u>	<u>8</u>
Total Cases	85	23	2	114
Number of Stds.	47	11	1	59

<u>Parole Districts</u>	<u>Essential</u>	<u>Important</u>	<u>Desirable</u>	<u>Total</u>
Clifton	2	0	0	2
East Orange	2	0	0	2
Red Bank	2	0	0	2
Jersey City	2	0	0	2
Elizabeth	2	0	0	2
Trenton	3	0	0	3
Camden	2	0	0	2
Atlantic City	3	0	0	3
Newark	<u>2</u>	<u>0</u>	<u>0</u>	<u>2</u>
Total Cases	20	0	0	20
Number of Stds.	3	0	0	3

Halfway House

Newark House	8	1	0	9
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TABLE A-3

NEW JERSEY DEPARTMENT OF CORRECTIONS
NON-COMPLIANT NO COST STANDARDS BY SUBUNIT AND PRIORITY

	<u>Essential</u>	<u>Important</u>	<u>Desirable</u>	<u>Total</u>
Annandale	51	9	1	61
Bordentown	21	4	0	25
Yardville	22	6	1	29
Avenel	18	2	0	20
Rahway	31	5	0	36
Trenton	33	6	1	40
Leesburg	58	16	2	76
Clinton	<u>22</u>	<u>2</u>	<u>0</u>	<u>24</u>
Total Cases	256	50	5	311
Number of Stds.	111	20	2	133

<u>Parole Districts</u>	<u>Essential</u>	<u>Important</u>	<u>Desirable</u>	<u>Total</u>
Clinton	2	1	0	3
East Orange	1	1	0	2
Red Bank	2	1	0	3
Jersey City	2	1	0	3
Elizabeth	1	1	0	2
Trenton	0	1	0	1
Camden	1	1	0	2
Atlantic City	2	1	0	3
Newark	<u>1</u>	<u>1</u>	<u>0</u>	<u>2</u>
Total Cases	12	9	0	21
Number of Stds.	4	1	0	5

Halfway House

Newark House	8	2	0	10
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TABLE A-4

NEW JERSEY DEPARTMENT OF CORRECTIONS
STATE DESIGNATED COST FACTORS BY STANDARDS CATEGORY (INSTITUTIONS)

<u>Standards Category</u>	<u>State Cost Factors</u>					<u>Total</u>
	<u>Add'l</u>	<u>Facilities</u>				
	<u>Personnel</u>	<u>Equip.</u>	<u>New</u>	<u>Renov.</u>	<u>Other</u>	
Administration	1	1	0	0	0	2
Fiscal	0	0	0	0	0	0
Personnel	0	0	0	0	0	0
Training	9	4	0	4	10	27
Planning	0	0	0	0	0	0
Management	0	0	0	0	0	0
Research	1	0	0	0	0	1
Records	0	0	0	0	1	1
Physical Plant	3	0	5	5	5	18
Security	4	5	1	1	3	14
Supervision	0	0	0	0	0	0
Special Mgmt. Inmates	3	2	6	1	1	13
Food Services	0	0	0	0	0	0
Sanitation	0	1	0	0	0	1
Medical	4	0	0	1	2	7
Rights	1	0	0	1	1	3
Rules	0	0	0	0	0	0
Mail	0	0	0	0	0	0
Reception	0	0	0	0	0	0
Money & Property Control	0	0	0	0	0	0
Classification	3	0	1	0	0	4
Work Programs	0	0	2	0	2	4
Ed. & Voc. Training	2	1	0	1	1	5
Library	8	2	6	6	4	26
Recreation	1	0	0	0	0	1
Religious	0	0	0	0	0	0
Social Services	0	0	0	0	0	0
Release	1	0	1	1	1	4
Citizen Involvement	0	0	0	0	0	0
Total:	41	16	22	21	31	131

TABLE A-4 (CONT.)

NEW JERSEY DEPARTMENT OF CORRECTIONS
STATE DESIGNATED COST FACTORS BY STANDARDS CATEGORY (HALFWAY HOUSES)

<u>Standards Category</u>	<u>State Cost Factors</u>					<u>Total</u>
	<u>Add'l Personnel</u>	<u>Equip.</u>	<u>Facilities</u>		<u>Other</u>	
			<u>New</u>	<u>Renov.</u>		
Administration	0	0	0	0	0	0
Fiscal Management	0	0	0	0	0	0
Personnel	0	0	0	0	0	0
Facility	0	1	0	4	0	5
Intake	0	0	0	0	0	0
Program	0	0	0	0	0	0
Food Service	0	2	0	2	0	4
Medical Care & Health Services	0	0	0	0	0	0
Special Procedures	0	0	0	0	0	0
Citizen & Volunteer Involvement	0	0	0	0	0	0
Out-Client Services	0	0	0	0	0	0
Records	0	3	0	0	0	3
Communication & Coordi- nation	0	0	0	0	0	0
Evaluation	0	0	0	0	0	0
Additional Standards for Pre-Release Centers & Programs	<u>0</u>	<u>0</u>	<u>0</u>	<u>0</u>	<u>0</u>	<u>0</u>
Total:	0	6	0	6	0	12

TABLE A-4 (CONT.)

NEW JERSEY DEPARTMENT OF CORRECTIONS
STATE DESIGNATED COST FACTORS BY STANDARDS CATEGORY (PAROLE)

<u>Standards Category</u>	<u>State Cost Factors</u>					<u>Total</u>
	<u>Add'l Personnel</u>	<u>Equip.</u>	<u>Facilities</u>		<u>Other</u>	
			<u>New</u>	<u>Renov.</u>		
Administration, Organization, & Management	1	0	0	0	0	1
Personnel	1	0	0	0	0	1
Fiscal Management	0	0	0	0	0	0
Case Records	0	0	0	0	0	0
Management Information Systems	0	0	0	0	0	0
Planning & Coordination	0	0	0	0	0	0
Research	0	0	0	0	0	0
Supervision: Probation & Parole Agencies	1	0	0	0	0	1
Presentence Investigation & Report	<u>0</u>	<u>0</u>	<u>0</u>	<u>0</u>	<u>0</u>	<u>0</u>
Total:	3	0	0	0	0	3

Appendix 2: Standards Descriptions

APPENDIX 2-A

STANDARDS DESCRIPTIONS -- ADULT INSTITUTIONS

Administration, Organization and Management

4001 Establishment
4002 Philosophy & Goals
4003 One Executive Officer
4004 Policy Formulation
4005 Administrative Manual
4006 Administrative Subunits
4007 Channels of Communication
4008 Mission Description
4009 Operations Manual
4010 Monitor Operations
4011 Program Analysis
4012 Annual Goal Formulation
4013 Legal Assistance
4014 Quarterly Report
4015 Monthly Meetings
4016 System of Communication
4017 Constructive Programs
4018 Community Agencies
4019 Courts and Parole
4020 Legislative Cooperation
4021 Internship Program
4022 College Consultation
4023 Public Information
4024 Media Access
4025 Comprehensive Report
4026 Association Membership
4027 Employee-Management

Fiscal Management

4028 One Fiscal Officer
4029 Fiscal Authority
4030 Fiscal Officer
4031 Bonded Employees
4032 Inmate Welfare Fund
4033 Community Services
4034 Budget Request
4035 Budget Responsibility
4036 Justifying Budget Request
4037 Monitor Expenditures
4038 Budget Revisions
4039 Budget Hearings
4040 Space Requirements
4041 Accounting System
4042 Annual Review
4043 Accounting Procedures
4044 Secure Monies

APPENDIX 2-A (CONT.)

Fiscal Management (cont'd)

4045 Reports of Monies
4046 Checks and Vouchers
4047 Property Inventory
4048 Stores Inventory Control
4049 Personnel Records & Payroll
4050 Purchase of Supplies
4051 Audits
4052 Insurance Coverage
4053 Commissary
4054 Commissary Controls

Personnel

4055 Employment and Promotion
4056 Annual Policy Review
4057 Manual Requirements
4058 Manual Availability
4059 Education Substitutes
4060 Affirmative Action Program
4061 Affirmative Action Implementation
4062 Equal Employment Opportunities
4063 Direct Contact Personnel Requirements
4064 Reexamine Assigned Positions
4065 Personnel Record
4066 Confidentiality of Records
4067 Challenge File Information
4068 Staff Grievance Procedure
4069 Executive Officer Appointment
4070 Executive Officer Specifications
4071 Executive Officer Qualifications
4072 Executive Officer Term
4073 Probationary Term
4074 Permanent Status
4075 Performance Review
4076 Department Head Qualifications
4077 Paraprofessionals
4078 Employment of Ex-offenders
4079 Equal Treatment
4080 Competitive Salary Levels
4081 Employment From Outside
4082 Merit Pay Increases
4083 Solicitation of Suggestions
4084 Reimbursement of Expenses
4085 Administrative Leave
4086 Code of Ethics
4087 Confidentiality of Information

Training and Staff Development

4088 Training Supervision
4089 Training of Trainers
4090 New Employee Training

APPENDIX 2-A (CONT.)

Training and Staff Development cont'd

4091 Annual Training
4092 Direct Contact Training
4093 Administrative Training
4094 Advisory Training Committee
4095 Committee Responsibilities
4096 Detention Personnel Training
4097 Weaponry Training
4098 Physical Force Techniques
4099 Continuing Education
4100 Annual Evaluation
4101 Library Services
4102 Space and Equipment
4103 Reimbursement of Staff
4104 Public and Private Agencies

Planning and Coordination

4105 Range of Plans
4106 Long Range Plans
4107 Executive Officer Responsibility
4108 Monitor Progress
4109 Interrelated Functions
4110 Personnel, Space and Equipment
4111 Manpower, Planning
4112 Federal, State and Regional

Management Information Systems

4113 Information Retrieval
4114 Review All Aspects
4115 Thorough Procedure
4116 Regular Reports
4117 Identify Needs
4118 Security of System
4119 Other Agencies
4120 Evaluation Criteria
4121 Inmate Classifications
4122 Population Summaries

Research and Evaluation

4123 Research Activities
4124 Operational Personnel
4125 Outside Professionals
4126 Design Review
4127 Medical Experiments
4128 Private Agency Support
4129 Use of Findings

APPENDIX 2-A (CONT.)

Records

4130 Case Records Management
4131 Case History
4132 One Master File
4133 Daily Report
4134 Case Record Requirements
4135 Identify Contents
4136 Master File Kept Current
4137 Safeguard Case Records
4138 Information Release
4139 Information Release Form

Physical Plant

4140 Decentralized Units
4141 Design Capacity
4142 Cell Size
4143 Cell Furnishings
4144 Dormitory Requirements
4145 Staff Accessibility
4146 Preventive Maintenance
4147 Proximity of Population Center
4148 Dormitory Usage
4149 Number in Facility

Security and Control

4150 Security Manual
4151 Secure Perimeter
4152 Surveillance Outside
4153 Watch Towers
4154 Armed Employee Assignments
4155 Outside Armed Supervision
4156 Sally Ports
4157 Designated Points for Traffic
4158 Control Center
4159 Inmate Count
4160 Temporary Absences
4161 Regulation of Movement
4162 Security Device Maintenance
4163 Searches for Contraband
4164 Policy for Searches
4165 Control of Firearms
4166 Condition of Security Equipment
4167 Issued Weapons
4168 Firearms Depository
4169 Equipment Distribution
4170 Report Firearms Discharge
4171 Injuries by Weapons
4172 Areas for Weapons
4173 Unloading Firearms
4174 Control of Keys
4175 Control of Tools

APPENDIX 2-A (CONT.)

Security and Control

4176 Toxic Materials
4177 Post Orders
4178 Read Post Order
4179 Escape Procedures
4180 Emergency Plans
4181 Emergency Plan Execution
4182 Specially Trained Unit
4183 Evaluation of Special Unit
4184 Job Action Plan
4185 Emergency Power
4186 Emergency Equipment Testing
4187 Inmate Control
4188 Physical Force
4189 Instruments of Restraint
4190 Institution Vehicles
4191 Personal Vehicles
4192 Inmate Transportation

Supervision of Inmates

4193 Classification System
4194 Movement of Inmates
4195 Staff Member Assignment
4196 Counseling by Staff
4197 Daily Inspection
4198 Visit Living Areas
4199 Shift Reports

Special Management Inmates

4200 Disciplinary Detention
4201 Administrative Segregation
4202 Protective Custody
4203 Segregation Unit Conditions
4204 Non-Isolated Segregation
4205 Clothing
4206 Basic Personal Items
4207 Usual Items and Activities
4208 Meals
4209 Staff Visits
4210 Visits and Mail
4211 Detention Telephone Privileges
4212 Seg Telephone Privileges
4213 Shave and Shower Frequency
4214 Hygienic Living Conditions
4215 Exercise
4216 Legal Materials
4217 Reading Materials
4218 Programs and Services
4219 Permanent Log

APPENDIX 2-A (CONT.)

Special Management Inmates (cont'd)

4220 Supervision of Staff
4221 Staff Selection Criteria
4222 Psychological Assessment

Food Services

4223 Full-Time Supervisor
4224 Dietary Standards
4225 Institution-Produced Products
4226 Advance Menu Preparation
4227 Special Diets
4228 Meal Records
4229 Budgeting Practices
4230 Time Between Meals
4231 Food as Reward
4232 Appeal of Food
4233 Non-Regimented Conditions
4234 Weekly Inspections
4235 Equipment Meets Standards
4236 Personnel Health Regulations

Sanitation, Safety and Hygiene

4237 Fire and Safety Officer
4238 Annual Inspection
4239 Water Supply
4240 Fire Prevention
4241 Fire Drills
4242 Housekeeping
4243 Control of Vermin
4244 Waste Disposal
4245 Issue of Clothing
4246 Special Clothing
4247 Issue of Bedding
4248 Clothing Records
4249 Daily Clothing Exchange
4250 Personal Laundry Usage
4251 Shower Frequency
4252 Hair Care Services

Medical and Health Care Services

4253 Medical and Dental Services
4254 Licensed Physicians
4255 Licensure of Personnel
4256 Equipped Facility
4257 Emergency Services
4258 Advance Arrangements
4259 Preliminary Health Evaluation
4260 Performance of Evaluation

APPENDIX 2-A (CONT.)

Medical and Health Care Services (cont'd)

4261 Comprehensive Health Evaluation
4262 Sick Call
4263 Periodic Examinations
4264 Medical and Dental Records
4265 Record Confidentiality
4266 Pharmacist
4267 Dispensing of Drugs
4268 Inmates Receive Medication
4269 Illness or Surgery
4270 Death
4271 First Aid Training
4272 Emergency Medical Care
4273 Women's Health Care Needs
4274 Disabled and Infirm
4275 Treating Emotional Disturbances
4276 Team for Emotionally Disturbed
4277 Psychotic Inmate Facilities
4278 Services for Retarded
4279 Psychiatric Consultation

Inmate Rights

4280 Access to Courts
4281 Access to Attorneys
4282 Confidential Contacts
4283 Inmate Legal Assistance
4284 Supplies for Legal Matters
4285 Personal Abuse
4286 Use of Name
4287 Healthful Environment
4288 Medical and Dental Care
4289 Recreational Opportunities
4290 Medical Testing
4291 Non-Medical Testing
4292 Regular Searches
4293 New Crime Searches
4294 Discrimination
4295 Voluntary Participation
4296 Rules of Conduct
4297 Institution Rules
4298 Rule Interpretation
4299 Handling Minor Violations
4301 Grievance Procedures
4302 Classification Policy
4303 Freedom in Grooming
4304 Religious Practice

APPENDIX 2-A (CONT.)

Inmate Rights (cont'd)

4305 Visits
4306 Communication and Correspondence
4307 Access to Public
4308 Co-educational Institutions
4309 Sex Discrimination

Inmate Rules and Disciplines

4310 Prohibited Acts
4311 Rulebook
4312 Positive Wording
4313 Personnel Training
4314 Disciplinary Procedures
4315 Minor Misbehavior
4316 Disciplinary Reports
4317 Disciplinary Report Requirements
4318 Investigating Rule Violations
4319 Prehearing Detention
4320 Statutory Detention
4321 Copies of Disciplinary Decision
4322 Review of Hearings
4323 Appeal Decisions
4324 Waive Hearings
4325 Major Violation Discipline
4326 Hearings of Major Violations
4327 Notice of Major Violations
4328 Major Violation Hearing Time Span
4329 Presence at Major Violation Hearing
4330 Staff Member Representation
4331 Witnesses & Evidence
4332 Major Violation Detention
4333 Not Guilty of Major Violation
4334 Minor Violation Discipline
4335 Minor Violation Hearing
4336 Copy of Minor Violation
4337 Minor Violation Hearing Timespan
4338 Presence at Minor Violating Hearing
4339 Not Guilty of Minor Violation

Mail and Visiting

4340 Inmate Correspondence
4341 Volume of Mail
4342 Holding of Mail
4343 Mail Censorship
4344 Inspection of Mail
4345 Disposition of Contraband
4346 Sealed Letters
4347 Postage Allowance
4348 Forwarding of Mail
4349 Access to Telephone

Mail and Visiting (cont'd)

4350 Visiting Policy
 4351 Number of Visitors
 4352 Informal Communication
 4353 Extended Visits
 4354 Special Visits
 4355 Visitor Transportation

Reception and Orientation

4356 Reception Policy
 4357 Adequate Facilities
 4358 Admitting Procedures
 4359 Admission Reports
 4360 Medical Quarantine
 4361 List of Personal Property
 4362 Reception Unit Program
 4363 Orientation Language
 4364 Classification Time Frame

Inmate Money and Property Control

4365 Specify Property
 4366 Control Property
 4367 Property Control Policy
 4368 Personal Funds
 4369 Interest-Bearing Accounts
 4370 Interest Accrual
 4371 Audit Inmate Accounts

Classification

4372 Classification Plan
 4373 Manual
 4374 Inmate Involvement
 4375 Special Needs Inmates
 4376 Program and Status Review
 4377 Determining Status
 4378 Inmates at Hearings
 4379 Inmates Initiate Reviews
 4380 Refusal to Participate
 4381 Administrative Segregation Hearing
 4382 Administrative Segregation Review
 4383 Administrative Segregation Release
 4384 Pre-Parole Report
 4385 Pre-Institutional Assessment

APPENDIX 2-A (CONT.)

Inmate Work Programs

4386 Employment Opportunities
4387 Job Market Relevance
4388 Work Day Structure
4389 Labor Organizations
4390 Inmates Paid
4391 Incentives
4392 Compensation Rate

Education and Vocational Training

4393 Education Through High School
4394 Population Needs
4395 Education and Vocational Training
4396 Counseling for Placement
4397 Educational Personnel
4398 Measure Effectiveness
4399 Program Assessment
4400 Licensed Teachers
4401 Inmates Working as Teachers
4402 Specialized Equipment
4403 Flexible Scheduling
4404 Community Educational Programs
4405 Functional Social Skills
4406 Relevant Vocational Programs
4407 Licensed Vocational Instructors
4408 Community Vocational Resources

Library Services

4409 Library Services Provided
4410 Policy for Selection
4411 Full-Time Staff Member
4412 Supervising Staff Member
4413 Available Daily
4414 Library Personnel
4415 Determine Needs
4416 Design and Appearance
4417 Minimum Provisions
4418 Interlibrary Loan

Recreation and Inmate Activities

4419 Comprehensive Program
4420 Athletic and Cultural
4421 Full-Time Director
4422 Inmates as Program Assistants
4423 Interact with Community
4424 Facilities and Equipment
4425 Recreation Personnel

Recreation and Inmate Activities (cont'd)

4426 Assess Needs
 4427 Specific Program
 4428 Resources for Activities
 4429 Community Activities

Religious Services

4430 Access to Programs
 4431 Staff Member Supervision
 4432 Religious Personnel
 4433 Publications and Diet
 4434 Facilities Provided
 4435 Personnel Access
 4436 Contact Representatives

Social Services and Counseling

4437 Appropriate Program
 4438 Trained Supervisor
 4439 Coordinated Counseling
 4440 Qualified Counselors
 4441 Involves All Personnel
 4442 Caseload Determination
 4443 Case Conferences
 4444 Substance Abuse Programs

Release Preparation and Temporary Release

4445 Preparation Program
 4446 Graduated Release
 4447 Transitional Assistance
 4448 Use of Parolees
 4449 Temporary Release
 4450 Escorted Leaves
 4451 Unescorted Leaves
 4452 Work Release
 4453 Temporary Release Requirements
 4454 Work Housing

Citizen Involvement and Volunteers

4456 Staff Member Responsible
 4457 Program Director
 4458 Cross Section of Volunteers
 4459 Volunteer Orientation
 4460 Inmate Orientation
 4461 Volunteer Identification
 4462 Written Agreement
 4463 Volunteer Qualifications

APPENDIX 2-A (CONT.)

Citizen Involvement and Volunteers (cont'd)

4464 Policy Development
4465 Discontinuing Services

APPENDIX 2-B

STANDARD DESCRIPTIONS -- HALFWAY HOURSE

Administration

- 2001 Legal Entity
- 2002 Annual Meetings
- 2003 Implement Policies
- 2004 Single Administrative Officer
- 2005 Policy Manual
- 2006 Manual Review
- 2007 Operations Manual
- 2008 Monitor Programs
- 2009 Staff Supervision
- 2010 Conflicts of Interest
- 2011 Political Practices
- 2012 Organizational Chart
- 2013 Funding & Regulatory Agencies
- 2014 Goals & Policies
- 2015 Activities Report
- 2016 Legal Assistance
- 2017 Constitution
- 2018 Local Governing Authority
- 2019 Tax Status
- 2020 By-laws
- 2021 By-law Requirements
- 2022 Governing Authority Meetings
- 2023 Record of Meetings
- 2024 Licensing Requirements
- 2025 Authority to Operate
- 2026 Community Involvement

Fiscal Management

- 2027 Annual Budget
- 2028 Budget Reviews
- 2029 Budget Request
- 2030 Budget Revisions
- 2031 Fiscal System
- 2032 Program Function Budget
- 2033 Annual Audit
- 2034 Document Distribution
- 2035 Fiscal Policies
- 2036 Insurance Coverage
- 2037 Inventory Control
- 2038 Purchasing Policy
- 2039 Wage Documentation

Personnel

- 2040 Personnel Policies
- 2041 Policy Requirements
- 2042 Policy Availability
- 2043 Job Descriptions
- 2044 Affirmative Action

Personnel (cont'd)

- 2045 Implement Affirmative Action
- 2046 Ex-Offender Employment
- 2047 Grievance Procedures
- 2048 Personnel Record
- 2049 Confidentiality of Records
- 2050 Challenge File Information
- 2051 Performance Evaluation
- 2052 Employment & Promotion
- 2053 Initial Orientation
- 2054 Annual Training
- 2055 Continuing Education
- 2056 Uses Community Resources
- 2057 Competitive Salary Levels
- 2058 Employee Benefits
- 2059 Sexually Integrated Staff
- 2060 Government Requirements
- 2061 Administration Education
- 2062 Experience & Education Substitutes
- 2063 Paraprofessionals

Facility

- 2064 Zoning Ordinances
- 2065 Building Codes
- 2066 Facility Health Codes
- 2067 Fire Safety
- 2068 Facility Cleanliness & Repair
- 2069 Public Transportation
- 2070 Light & Ventilation
- 2071 Floor Space
- 2072 Privacy
- 2073 Resident Provisions
- 2074 Decoration of Quarters
- 2075 Counseling Space
- 2076 Group Meeting Space
- 2077 Visiting Area
- 2078 Toilet Facilities
- 2079 Wash Basin Facilities
- 2080 Shower/Bathing Facilities
- 2081 Washer & Dryer

Intake

- 2082 Intake Policies
- 2083 Information Form Requirements
- 2084 Intake Policy Distribution
- 2085 Agency Reasons for Referral Agency
- 2086 Agency Reasons for Individual
- 2087 Discussion of Program

APPENDIX 2-B (CONT.)

Program

- 2088 Services Provided
- 2089 Identifies Needs
- 2090 Fosters Community Resources
- 2091 Evaluate Community Agencies
- 2092 Services for Self-Sufficiency
- 2093 Finding Employment
- 2094 Financial Assistance
- 2095 Education & Vocational Training
- 2096 Rule Interpretation
- 2097 Rules & Discipline
- 2098 Rules Posted
- 2099 Personalized Program
- 2100 Personalized Program Changes
- 2101 Progress Review
- 2102 Staffing Pattern
- 2103 Available Staff Person
- 2104 Resident Grievances
- 2105 Increasing Family/Community Involvement
- 2106 Community Group Activities

Food Service

- 2107 Nutritional Standards
- 2108 Food Sanitation Codes
- 2109 Advanced Planned Menus
- 2110 Plan Reviewed
- 2111 Dining Area Suitability
- 2112 Food Handler Hygiene
- 2114 Food Storage
- 2115 Special Diets

Medical Care & Health Services

- 2116 First Aid Equipment
- 2117 Inventory of Supplies
- 2118 First Aid Training
- 2119 Medical Services Provided
- 2120 Medical Back-up Plans
- 2121 Community Health Care Agencies
- 2122 Communicable Disease
- 2123 Special Medical Problems
- 2124 Urine Surveillance
- 2125 Controlled Substances

Special Procedures

- 2126 Written Emergency Plan
- 2127 Posted Emergency Plan
- 2128 Quarterly Emergency Drills

APPENDIX 2-B (CONT.)

Special Procedures (cont'd)

- 2129 Job Action Plan
- 2130 Resident Authority
- 2131 Physical Force
- 2132 Searches
- 2133 Absconders

Citizen & Volunteer Involvement

- 2134 Securing Citizen Involvement
- 2135 Citizen Involvement Program
- 2136 Cross-Section of Volunteers
- 2137 Volunteer Orientation & Training
- 2138 Volunteer Services Supervisor
- 2139 Professional Services
- 2140 Liability Claims

Out-Client Services

- 2141 Intake for Out-Clients
- 2142 Out-Client Information Form
- 2143 Policy Distribution
- 2144 Program Reasons for Referral Agency
- 2145 Program Reasons for Individual
- 2146 Orientation
- 2147 Services Defined
- 2148 Responsible Personnel
- 2149 Hours Policy
- 2150 Out-Client Grievances
- 2151 Out-Client Records
- 2152 Information Collection Includes Out-Clients

Records

- 2153 Case Record
- 2154 Case Record Requirements
- 2155 Case Record Entries
- 2156 Case Record Safeguards
- 2157 Case Record Auditing
- 2158 Records Marked Confidential
- 2159 Policy on Confidentiality
- 2160 Maintenance Time
- 2161 Information Release
- 2162 Policy on Information Release
- 2163 Information Release Form
- 2164 Performance Report

Communication & Coordination

- 2165 Public Information
- 2166 Non-Criminal Justice System
- 2168 Consultation Documentation
- 2169 Legislator Cooperation
- 2170 University Collaboration
- 2171 Professional Association Membership

APPENDIX 2-B (CONT.)

Evaluation

- 2172 Information Collection
- 2173 Evaluation Study Usage
- 2174 Collaboration on Information Gathering
- 2175 Independent Evaluation

Additional Standards

- 2176 Recreation & Leisure
- 2177 Control Movement
- 2178 Account for Whereabouts
- 2179 Case Assignment
- 2180 Prevention of Absconding
- 2181 Transportation
- 2182 Continual Staffing
- 2183 Temporary Release
- 2184 Temporary Leave Authorization
- 2185 Temporary Leave Operation
- 2186 Work/Study Authorization
- 2187 Work/Study Operation
- 2188 Work/Study Manual
- 2189 Job Placement
- 2190 Program Reimbursement
- 2191 Transportation Assistance
- 2192 Work/Study Housing
- 2193 Release Program Availability
- 2194 Work/Study Rules
- 2195 Poor Adjustment Sanctions

APPENDIX 2-C

STANDARDS DESCRIPTIONS -- PAROLE

Administration, Organization and Management

3001	Improper Influence
3002	Political Practices
3003	Organizational Responsibility
3004	Agency Responsibilities
3005	Pretrial Service
3006	Agency Administrator Function
3007	One Administrative Officer
3008	Organizational Chart
3009	Administrative Subunits
3010	Channels of Communication
3011	Staff Meetings
3012	Specialized Units
3013	ROR Program
3014	Agency Administrator Responsibilities
3015	Goals and Objectives
3016	Goals Training
3017	Goal Development Participation
3018	Criminal Justice Agency Consultation
3019	Policy Review
3020	Policy Communication to Staff
3021	Monitor Field Operations
3022	Administrative Manual
3023	Administrative Manual Review
3024	Cost-Effectiveness Analysis
3025	Written Duties
3026	Monitor Exercise of Authority
3027	Supervisory Ratio
3028	Written Supervisory Responsibilities
3029	Legal Assistance
3030	Comprehensive Report
3031	Field Facility Location
3032	Space Management Program
3033	Equipment Needs
3034	Legislative Cooperation
3035	Criminal Justice Agency Collaboration
3036	College Collaboration
3037	Public Information Program
3038	Dissemination of Information
3039	Securing Citizen Involvement
3040	Volunteer Program

APPENDIX 2-C (CONT.)

Personnel

3041 Agency Administrator Appointment
3042 Administrator Qualifications
3043 Agency Administrator Qualifications
3044 Agency Administrator Term
3145 Employment and Promotion
3046 Affirmative Action Program
3047 Affirmative Active Implementation
3048 Probation/Parole Officer Qualifications
3049 Experience and Education Substitutes
3050 Paraprofessionals
3051 Ex-Offender Employment
3052 Employee Probationary Term
3053 Permanent Status
3054 Personnel Policies
3055 Personnel Records
3056 Personnel Record Confidentiality
3057 Challenge Information
3058 Performance Review
3059 Probation/Parole Officer Function
3060 Clerical Support
3061 Competitive Salary Levels
3062 Employee Benefits
3063 Lateral Entry
3064 Merit Pay Increases
3065 Initial Orientation
3066 Training and Education
3067 In-service Education Programs
3068 Continue Education
3069 Administrative Leave
3070 Acceptance of Gifts
3071 Probation/Parole Officer Weapons
3072 Staff Grievance Procedures

Fiscal Management

3073 Budget Policy
3074 Agency Administrator Responsibility
3075 Linking Function and Cost
3076 Budget Hearings
3077 Monitor Expenditure
3078 Solicitation of Suggestions
3079 Collection and Disbursement
3080 Offender Funds
3081 Bonded Employees

Case Records

3082 Case Record Management
3083 Master File
3084 Significant Events
3085 Content Identification

Case Records (cont'd)

3086 Case Record Accessibility
 3087 Safeguard Case Records
 3088 Performance Summary

Management Information Systems

3089 Information Retrieval
 3090 Review All Aspects
 3091 Regular Reports
 3092 Identify Needs
 3093 Information System Security
 3094 Agency Collaboration
 3095 Definition of Recidivism
 3096 Overall and Immediate Performance

Planning and Coordination

3097 Long-Range Goals
 3098 Agency Administrator Responsibility
 3099 Planning, Budgeting and Program Management
 3100 Criminal Justice Planning
 3101 Noncriminal Justice Agencies
 3102 Assess Personnel Needs
 3103 Pretrial Intervention

Research

3104 Relevant Research Activities
 3105 Research Direction
 3106 Internal Research
 3107 Public Safety
 3108 Supplemental Fiscal Supprt
 3109 Privacy of Offenders
 3110 Disseminate Research Findings
 3111 Pretrial Service Evaluation

Supervision - Probation and Parole Agencies

3112 Supervision Program Purpose
 3113 Workload Formula
 3114 Field Officer Supervision
 3115 Regular Case Conferences
 3116 Field Supervision Review
 3117 Probationer/Parolee Classification
 3118 Development of Objectives
 3119 Review Supervision Plan
 3120 Personal Contact
 3121 Contact Offender Acquaintances

APPENDIX 2-C (CONT.)

Supervision - Probation and Parole Agencies (cont'd)

3122 Availability of Services
3123 Number of Offender Contacts
3124 Review Classification Levels
3125 Reassess Value of Reports
3126 Special Case Services
3127 Collective Service Needs
3128 Community Resources
3129 Public and Private Agencies
3130 Inventory Community Agencies
3131 Employment Assistance
3132 Financial Assistance
3133 Educational and Vocational Support
3134 Leisure Time Activities
3135 Confidentiality of Status
3136 Financial Obligations
3137 Apprehension of Criminals
3138 Conditions of Probation/Parole
3139 Written Conditions
3140 Acknowledge Receipt of Conditions
3141 Review Criminal Violations
3142 Justification of Resolution
3143 Resolve Minor Violations
3144 Investigate Arrests & Violations
3145 Special Probation/Parole Conditions
3146 Alternative Intervention Measures
3147 Location of Absconders
3148 Recovered Absconders
3149 Arrest by Probation/Parole Officer
3150 Physical Force
3151 Searches by Field Officers
3152 Grievance Procedure
3153 Offenders as Informers
3154 Transfer of Offender Policy
3155 Out-of-State Transfer
3156 Guidelines for Transfer
3157 Transfer Liaison

Supervision - Parole Agencies Only

3158 Verification of Program
3159 Advance Information for Agency
3160 Advancement of Parole Dates
3161 Delays Enroute to Programs
3162 Community Residential Centers
3163 Initial Contact
3164 Termination of Parole
3165 Change Parole Conditions
3166 Arrest for Serious Violation
3167 Local Detention
3168 Parole Violation Reports
3169 Differing Recommendations

APPENDIX 2-C (CONT.)

Supervision - Parole Agencies Only (cont'd)

3170 Local Institution Parolees
3171 Supervision of Mandatory Releases
3172 Assist Discharges
3173 Release Preparation
3174 Means of Support
3175 Graduated Release
3176 Furlough Requests
3177 Pre-Parole Assistance by Parolees

Supervision - Probation Agencies Only

3178 Investigation Function
3179 Priority of Supervision
3180 Misdemeanant Offenders
3181 Initial Supervision Interview
3182 Early Termination Criteria
3183 Early Termination Policy
3184 Annual Review of Probation Period
3185 Special Supervision Reports
3186 Major Violations Reported
3187 Types of Reported Violations
3188 Arrest Warrants
3189 Violation of a Condition
3190 Revoking Authority
3191 Payment Schedules
3192 Costs of Probation

Presentence Investigation and Report

3193 Purpose of Presentence Report
3194 Resource Assignment
3195 Investigations, Reports and Sentencing Alternatives
3196 Agency Administrator Supervision
3197 Circumstances for Presentence Investigation
3198 Staff for Information Collection
3199 Supervision Plan
3200 Alternative Sentencing Dispositions
3201 Process Presentence Reports
3202 Different Presentence Report Formats
3203 Special Conditions of Probation
3204 Confinement
3205 Court Reviews Presentence Report
3206 Supervisory Review of Presentence Report
3207 Confidentiality of Presentence Reports
3208 Institution Receives Presentence

APPENDIX 2-D

ADULT CORRECTIONAL INSTITUTION STANDARDS CATEGORIES

<u>Abbreviation</u>	<u>Title</u>
Administration	Administration, Organization and Management
Fiscal	Fiscal Management
Personnel	Personnel
Training	Training and Staff Development
Planning	Planning and Coordination
Management & Information	Management Information Systems
Research	Research and Evaluation
Records	Records
Physical Plant	Physical Plant
Security	Security and Control
Supervision	Supervision of Inmates
Special Management Inmates	Special Management Inmates
Food Services	Food Services
Sanitation	Sanitation, Safety and Hygiene
Medical	Medical and Health Care Services
Rights	Inmate Rights
Rules	Inmate Rules and Discipline
Mail & Visiting	Mail and Visiting
Reception	Reception and Orientation
Money and Property Control	Inmate Money and Property Control
Classification	Classification
Work Programs	Inmate Work Programs
Ed. and Voc. Training	Educational and Vocational Training

APPENDIX 2-D (CONT.)

<u>Abbreviation</u>	<u>Title</u>
Library	Library Services
Recreation	Recreation and Inmate Activities
Religious	Religious Services
Social Services	Social Services and Counseling
Release	Release Preparation and Temporary Release
Citizen Involvement	Citizen Involvement and Volunteers

Appendix 3: Data Forms

APPENDIX 3

SAMPLE DATA COLLECTION FORMS
COMMISSION ON ACCREDITATION FOR CORRECTIONS
PLAN OF ACTION

1. Standard number _____
2. Extent of noncompliance: _____partial _____total
3. Statement of deficiencies:

4. Resources required to achieve compliance:

- _____ written policy
- _____ new procedures
- _____ documentation preparation
- _____ additional personnel
- _____ equipment
- _____ programmatic changes/innovations
- _____ new facilities
- _____ renovated facilities
- _____ additional funds, other than above

5. Activities required to achieve compliance:

Tasks	Designated Staff	Person Hours	Completion Date
a.			
b.			
c.			

APPENDIX 3 (CONT.)

STANDARDS' DATA-SOURCE WORKSHEET

<u>STANDARD</u>	<u>COST ELEMENT</u>	<u>DATA/INFORMATION NEED(S)</u>	<u>DATA SOURCES</u>	<u>COMMENTS</u>

APPENDIX 3 (CONT.)

INSTITUTE FOR ECONOMIC & POLICY STUDIES, INC.

Cost Analysis Worksheet

Date: _____
Page _____ of _____
Initials: _____

Organization: _____
(state/subunit)

Standard: _____

Resources:

State

CEC

____ Personnel
____ Equipment
____ New Facilities
____ Renovation

____ Personnel
____ Supplies
____ Equipment
____ Facilities

Computation (Indicate personnel, supplies, equipment, facilities)

CONTINUED

2 OF 3

Appendix 4: Miscellaneous

APPENDIX 4

NEW JERSEY DEPARTMENT OF CORRECTIONS

LIST OF SUB-UNITS LOCATIONS

Annandale

Main Facility
Stokes
High Points

Newark House

Main Facility

Parole Districts

Bordentown

Main Facility
Skillman
New Lisbon

Clifton
East Orange
Red Bank
Jersey City
Elizabeth
Trenton
Camden
Atlantic City
Newark

Yardsville

Main Facility
Warton Tract

Rahway

Main Facility
Rahway Camp
Marlboro Camp

Trenton

Main Facility
Jones Farm
Vroom Readjustment Unit
St. Francis Medical Center

Leesburg

Main Facility
Leesburg Farm
Ancora Unit

Clinton

Main Facility

Avenel

Main Facility

APPENDIX 4 (CONT.)

COST ANALYSIS WORKSHEETS NOT RETURNED BY
NEW JERSEY DEPARTMENT OF CORRECTIONS

Bordentown

4090	New Employee Training
4090	New Employee Training (First Year)
4090/92	First Year Training (Direct Contact)
4091/92	Annual Training (Direct Contact)
4091/93	Annual Training (Administrative)
4091	Annual Training (Other)
4166	Condition of Security Equipment
4182	Specially Trained Unit
4215	Segregation Recreation
4351	Number of Visitors
4382/4222	Administrative Segregation Review and Psychological Assessment
4454	Special Visits

Trenton

4222	Psychological Assessment
4382	Administrative Segregation Review
4378	Inmates at Hearings
4279	Inmates Initiate Reviews
4386/87	Employment Opportunities and Job Market Relevance

Leesburg

4005	Administrative Manual
4090	New Employee Training
4090	New Employee Training (First Year)
4090/92	First Year Training (Direct Contact)
4091/93	Annual Training (Administrative)
4091	Annual Training (Other)
4210	Visits and Mail
4215	Segregation Recreation

APPENDIX 4 (CONT.)

NEW JERSEY DEPARTMENT OF CORRECTIONS

CHART OF ACCOUNTS

Salaries - 100

- 120 - Officers and Employees
- 128 - Food in Lieu of Cash (Inst.)

Materials & Supplies - 200

- 201 - Food
- 207 - Fuel & Utilities
- 210 - Printing & Office
- 220 - Vehicular
- 225 - Household/Security?H&S
- 228 - Clothing
- 230 - Medical
- 240 - Educ./Rehab./E & R
- 244 - State Use Mfg.
- 245 - All Other

Services Other Than Personal - 300

- 301 - Travel
- 302 - Telephone
- 305 - Insurance
- 306 - Household/Security/H & S
- 307 - Advertising
- 308 - Subscriptions & Memberships
- 309 - Legal and Investigative
- 321 - Postage
- 324 - Entertainment/Official Reception
- 325 - Microfilming
- 326 - Data Processing
- 339 Suggestion Awards
- 340 - Rent - Bldgs. & Grounds
- 341 - Rent - Central Motor Pool
- 344 - Rent - Equip., Data Processing
- 345 - Rent - Other
- 346 - Rent - Aircraft
- 350 - Medical
- 360 - Educ./Rehab./E & R
- 365 - Staff Training
- 370 - Food Service
- 388 - Relocation Assistance
- 389 - Other Professional
- 390 - Other

Maintenance of Property - 400

R Non-R

- 405 455 Bldg. & Grounds
- 409 459 State Roads
- 410 460 Office Equipment
- 420 470 Vehicular Equipment
- 425 475 Household Equip./Security Equip./H & S Equip.
- 430 490 Educ. Equip.
- 445 495 All Other Equipment

Extraordinary - 500

500-509 Specific Titles
(Dept. Designation)

- 510 - Investments
- 511 - Premiums & Discounts on Investments
- 512 - Accrued Interest
- 513 - Compensation Awards
- 514 - Promotional Expenses
- 515-529 Employee Benefit Accounts
- 530 - Fire Loss
- 531 - Other Casualty Loss
- 560 - Claims
- 570 - Family Care
- 571 - Day Care
- 580-590 Grants-in-Aid

Debt Service - 600

- 600-609 Transportation Bonds
- 610-619 Institution Bonds
- 620-659 Higher Education Bonds
- 630-639 Environmental Improvements - Bonds
- 640-649 All Other Bonds

650-659 Transportation Bonds

- 660-669 Institution Bonds
- 670-679 Higher Education Bonds
- 680-689 Environmental Improvements Bonds
- 690-699 All Other Bonds

Additions and Improvements - 700

- 705 - Bldgs. & Grounds
- 710 - Office Equipment
- 720 - Vehicular Equipment
- 725 - Household Equip./Security Equip./H & S Equip.
- 730 - Medical Equipment
- 740 - Educ. Equip./Rehab. Equip./E & R Equip.
- 745 All Other Equipment

Capital - 750

- 750 - Capital - Control
- 751 - Buildings and Land
- 752 - Roads and Approaches
- 755-789 Highway Construction (Including ROW Purchase)

Interest

Redemption

Appendix 5: Glossary of Terms

APPENDIX 5

GLOSSARY OF TERMS

Administrative Segregation - Used as close supervision when it is necessary to segregate certain inmates from the general population, for relatively extensive periods of time, to assure the safety and security of the institution and for the protection of the inmates or others.

Adult Correctional Institution - A confinement facility, usually under state or federal auspices, which has custodial authority over adults sentenced to confinement for more than one year.

Agency - The unit of a governing authority which has direct responsibility for the execution of a corrections program, including the implementation of policy as set by the governing authority.

Appropriation/Appropriated Funds - Enacted by Congress which sets up a federal program or agency either indefinitely or for a given period of time.

Authorization/Authorized Position - Basic substantive legislation/Full time equivalent position for which funding is approved by the legislature.

Average Daily Population - Refers to the population of inmates at a particular facility or within an entire correctional system. This figure takes into account both new admissions and releases, and, therefore, is generally higher than the inmate population at a given point in time. It is best derived by summing the population over some time period (month, year) then dividing by the appropriate number of days.

Camp/Ranch/Farm - Any of several types of similar confinement facilities, usually in a rural location, which contains adults convicted of a felony or a misdemeanor.

Capital Costs - Refers to costs for alterations to physical plant required for standards' compliance; may be renovation or construction of new facilities.

Correctional Facility - A building, or part thereof, set of buildings, or area enclosing a set of buildings or structures, operated by a government agency for the custody and/or treatment of adjudicated, and committed persons, or persons subject to criminal proceedings.

CEC Cost Factors, including:

Personnel Time - (minor) The new activities mandated by this standard will require additional staff time of less than one-half person year. (major) The new activities mandated by this standard will require additional staff time of one-half person year or more.

Supplies - (minor) Less than \$100 per year. (major) \$100 per year or more.

Equipment - Office, security, communications, or other equipment is required to comply with the standard.

APPENDIX 5 (CONT.)

CEC Cost Factors, including: (cont'd)

Space/Facilities - Will require either new construction or the renovation of existing facilities.

Purchase of Services - Contracting for services rendered.

Chief Executive Officer - The person in charge of the institution or agency, usually called the Warden, Superintendent, or Director.

Classification - A process for determining the needs and requirements of those for whom confinement has been ordered, and for assigning them to housing units and programs according to their needs and existing resources.

Compliance - When an organizational unit meets a particular standard or set of standards.

Cost Allocation - Derivation of compliance costs associated with a particular standard, especially when a single resource is distributed among several standards.

Cost Analysis - The process whereby standards' compliance costs are derived; includes cost allocation, assessment of resource requirements and inclusion of all associated costs.

Criminal Justice Agency - Any government agency or subunit of which the principal activities consist of the prevention, detection, and investigation of crime; the apprehension, detention, and prosecution of alleged offenders; the confinement or official correctional supervision of accused or convicted persons, or the administrative or technical support of the above functions.

Criminal Justice System Costs - Direct outlays for, or the imputed value of goods and services provided by agencies, organizations or by individuals.

Deficiency - Exists when a facility, organizational unit, program, or procedure does not meet a particular standard. In this case, a change must be made in the current level of operations in order to comply with the standard.

Disciplinary Detention - Confinement of an inmate to an individual cell, separated from the general population, as a result of a hearing before impartial hearing officer(s), in which the inmate has been found to have committed a rule(s) violation(s).

Discounting - Expressing the dollar value of future costs or benefits in today's terms. Permits, e.g., comparisons when benefits occur in the future but costs are incurred now.

Documentation Preparation - The agency complies with the standard, but lacks documentation to support compliance.

Extent of Non-Compliance - The degree to which a facility does not meet the minimum requirements of a standard ranging from meeting some of the requirements (partial non-compliance) to meeting none of the prescribed conditions (total non-compliance).

APPENDIX 5 (CONT.)

External Costs - Direct outlays for, or the imputed value of, goods and services provided by all agencies, organizations, or individuals external to the criminal justice system.

Facility - The actual physical setting in which a program or agency functions.

Field Services - See Parole Agency.

Fringe Benefit Costs - Allowances and services provided to employees as compensation in addition to regular wages and salaries. For the purposes of this study, the definition includes retirement (state), FICA, health insurance, life insurance, disability insurance, unemployment insurance, workmen's compensation, vacation days allowance, holiday allowance, clothing and food.

Full Time Equivalent (FTE) - The number of personnel or employees that are required to carry out a particular function, or 'cover' a particular post. For example, two half-time employees are equivalent to one full-time staff; or 4.5 FTE's are required to cover a particular post (based on three shifts times seven days a week).

Governing Authority - For public/government agencies, this is the administrative department or division to whom the agency reports; it is the policy-setting body. For private agencies, this is the board of directors or board of trustees which sets policy.

Halfway House - A residential facility located in the community which provides early release opportunities for inmates and similar services to pre-trial and pre-sentence clients, probationers, parolees, ex-offenders and out-clients.

Hearing - A proceeding in which arguments, witnesses or evidence are heard by a judicial officer or administrative body.

Hidden Costs - Costs that are not easily identifiable, since they are not listed in the obvious category, e.g., indirect costs or costs incurred by another state agency for accounting.

Indirect Costs - Generally costs associated with but not directly attributable to a particular activity. Manufacturing or administrative overhead, or accounting services occur in addition to direct costs such as labor, capital and raw materials.

Information System - The concepts, personnel, and supporting technology for the collection, organization, and delivery of information for administrative use.

Major Rule Violation - Punishable by sanctions such as confinement to quarters, placement in more secure housing, transfer to another institution, loss of job, loss of "good time", or any change that would affect time of release or discharge.

Marginal Cost - Refers to the increment or change in total costs occasioned by a change in output. The marginal cost of increasing the inmate population is only the food, clothing and other additional services those individuals require; generally less than average cost but may be equal or more.

Minor Rule Violation - Punishable by sanctions such as reprimand, loss of commissary, entertainment or recreation privileges, restitution, or extra duty.

APPENDIX 5 (CONT.)

New Procedures - No procedure exists, as required by the standard, or existing procedure(s) requires modification to comply with the standard.

No Cost Standard - Requires no allocation of resources (expenditures) to achieve and maintain compliance.

Obligation - Contracts and other binding commitments made federal agencies pay out money for products, services, or other purposes. Obligations incurred may not be larger than budget authority.

Operating Costs - This category includes all those costs necessary to operate an organizational unit other than personal services, fringe, and capital costs.

Opportunity Costs - A measure of the cost that results from the fact that when one activity is undertaken another activity must be foregone.

Organizational Unit/Sub-unit - A subset of a larger organization, such as a correctional facility within a state Department of Corrections.

Out-Client - Offenders, alcoholics, drug abusers, mentally disabled and other community residents who reside at a place other than a residential facility, but who receive services offered by the program.

Parent Agency - The administrative department or division to whom the institution reports; it is the policy-setting body.

Parole Agency - An agency which may or may not include a parole authority, and of which the principal functions are the supervision of adults placed on parole.

Parole Authority - The decision-making body which has the responsibility to grant, deny or revoke parole.

Partition of Cost Estimates - This phrase is used to differentiate between the various estimates based on several factors, such as budgetary purposes, decision criteria, reallocated resources or conflicting documentation.

Plans of Action - Developed by the Commission, these are the primary instruments utilized by the states to assess their status, determine their resource needs and develop a timetable for compliance in the standards accreditation process.

Policy - A definite, stated course or method of action which guides and determines present and future decisions and activities.

Pre-Release Center - A residential facility which provides early release opportunities in the community for inmates allowing them to work, receive training, or pursue educational objectives before final release to the community.

Program - The plan or system through which a correctional agency works to meet its goals; often requiring a distinct physical setting.

Program Changes - This category on the plan of action means that a change in current level or kind of program activity is required by the standard in order to comply.

APPENDIX 5 (CONT.)

Protective Custody - That portion of an adult correctional institution, whereby inmates are voluntarily segregated from the general population since there is possible threat of harm to them.

Sally Port - A square or rectangular enclosure situated in the perimeter wall or fence of the institution, containing gates or doors at both ends, only one of which opens at a time.

Security - The degree of restriction of inmate movement within a correctional facility, usually divided into maximum, medium and minimum levels.

Serious Incident - A situation involving an inmate, employee or visitor including occurrence of an injury requiring medical attention or containing an imminent threat to institution security and/or safety.

Special Management Inmates - Inmates whose behavior presents a serious threat to the safety and security of the institution, the inmate, the staff or the general inmate population.

Special Needs Inmates - Inmates whose mental and/or physical condition require special handling and treatment by staff.

Standard Weight - Essential, important and desirable designations given to each of the CAC standards. In order for a state to acquire accreditation 90% of the essential standards must be attained, 80% of the important and 60% of the desirable.

State Designated Cost Factors, including: (See CEC Cost Factors)

Equipment - (See CEC Cost Factors) This category includes not only equipment, but supplies as well.

New Facilities - Where it has been determined that construction of new facilities will be necessary in order to meet standards.

Renovated Facilities - In the case where renovation of existing facilities will be necessary to comply with standards.

Additional Funds - Any financial resources not already included in the above items, e.g., purchase of services. etc.

Surrogate Measure - In research terms, an indicator used as a substitute or proxy for the item which one originally intended to measure, i.e., a secondary source of data when the primary data source is unavailable. For example, if there is no prior history for a particular work program in one state, similar capital/operating cost figures may be obtained from another state program already in existence.

Training - A method of enhancing the performance of personnel, including such activities as management seminars and instructional workshops on management information, research and evaluation data.

Turnover Rate - The ratio of terminated employees to the total number employed for a specified period of time.

APPENDIX 5 (CONT.)

Work Release - A formal arrangement, sanctioned by law, whereby an inmate is permitted to leave confinement to maintain approved and regular employment in the community, returning to custody during non-working hours.

Written Policy - No policy exists, as required by the standard, or existing policy requires updating or modifying to comply with the standard.

END