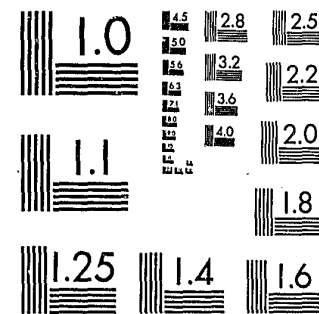


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DEPARTMENT OF CORRECTION  
STATE OF DELAWARE

ANNUAL REPORT  
FOR  
FISCAL YEAR 1977

SMYRNA, DELAWARE

U.S. Department of Justice  
National Institute of Justice

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DEPARTMENT OF CORRECTION  
STATE OF DELAWARE  
ANNUAL REPORT

Introduction

The end of fiscal year 1977 marked the second anniversary of the Department of Correction. The first three months of that year were noted for the termination of service by Acting Commissioner Paul W. Keve.

James T. Vaughn, having been appointed by Governor Sherman W. Tribbitt and confirmed by the Senate, assumed the position of Commissioner on October 4, 1976. His incumbency was continued by the succeeding Governor Pierre S. du Pont.

Purpose

11 Del. C. 6502 directs that:

"A Department of Correction is established to provide for the treatment, rehabilitation and restoration of offenders as useful, law-abiding citizens within the community. To achieve these purposes more effectively in a coordinated and united manner, the Department shall be completely responsible for the maintenance, supervision and administration of adult detention and correctional services and facilities of the State, which include institutional facilities and probation and parole services. These institutions and services shall be diversified in program, construction and staff to provide effectively and efficiently for the maximum study, care, custody, training, and supervision and treatment of those persons committed to the institutional facilities or on probation or parole, so that they may be prepared for release, aftercare, discharge or supervision in the community. This chapter shall be liberally construed so as to effectuate its purpose."

NCJRS

APR 27 1981

ACQUISITION

10034-77445

# Organization

The Department of Correction is composed of a Central Office, an Adult Bureau, and a Juvenile Bureau. The Adult Bureau has responsibility for offenders age eighteen and over; the Juvenile Bureau for juveniles between the ages of 10 and 17 inclusive. Both bureaus operate institutions and administer services in the community.

The departmental headquarters and that of the Adult Bureau are located adjacent to the Delaware Correction Center at Smyrna, and the Juvenile Bureau at the Ferris Campus, Wilmington.

The department is staffed as follows:

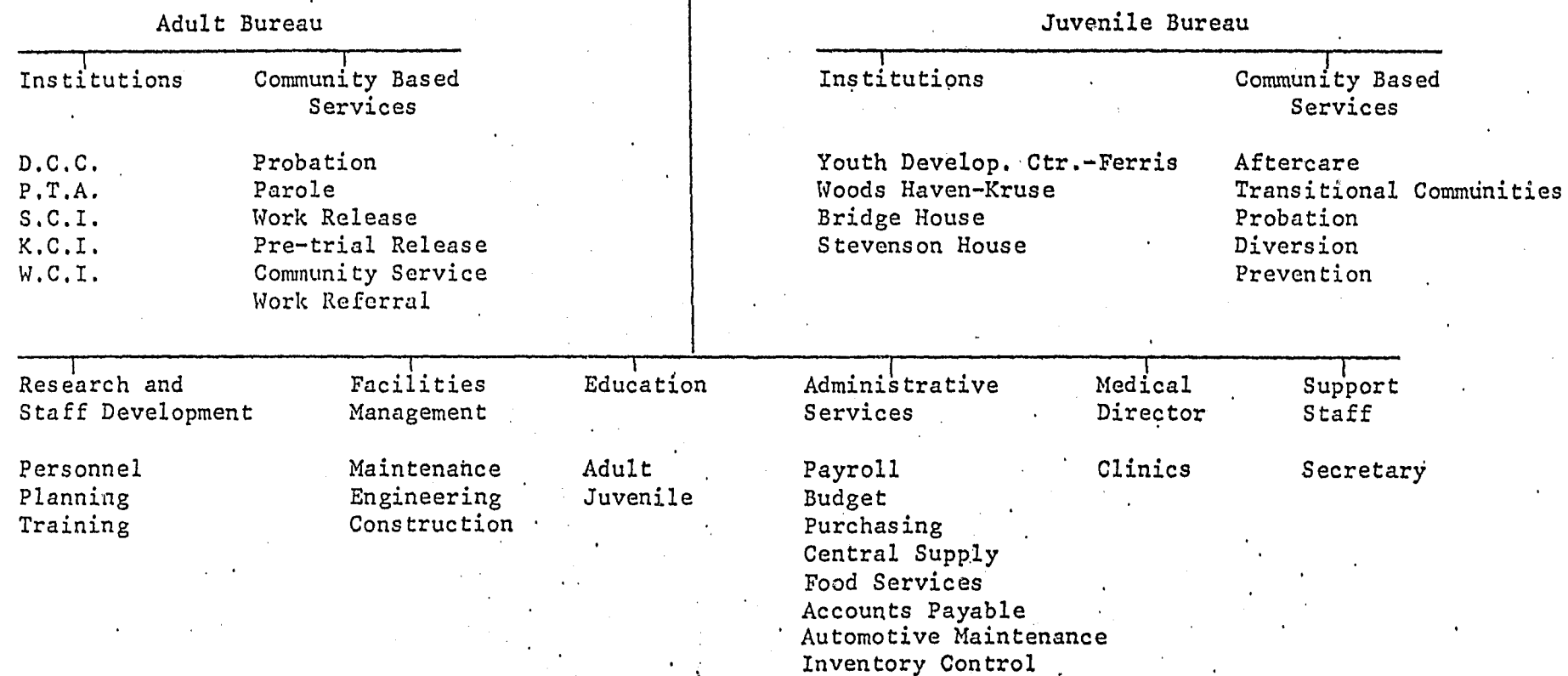
## Authorized Personnel at Ends of Fiscal Years

<u>Years</u>	<u>State Funded</u>		<u>Special/Federally Funded</u>	
	<u>Adult</u>	<u>Juvenile</u>	<u>Adult</u>	<u>Juvenile</u>
1977	467½	242½	21	1
1976	416	282	41	24½
1975	400	260	41	24½



State of Delaware  
Department of Correction

Commissioner



Department of Correction  
Office of the Commissioner

	<u>Disbursements</u>		<u>Appropriations</u>	
	<u>1976</u>	<u>1977</u>	<u>1978</u>	
	<u>General Fund</u>	<u>Special Fund</u>	<u>General*</u> <u>Fund</u>	<u>Special**</u> <u>Fund</u>
Salary of Commissioner		33,104	30,000	-
Salaries & Wages		1,054,804	1,198,086	72,725
Employment Costs***		105,787	231,024	4,255
Personal Services		750	-	27,444
Travel		2,927	1,875	-
Contractual Services		47,439	183,879	-
Supplies & Materials		33,638	31,033	105,177
Capital Outlay		<u>6,432</u>	<u>14,192</u>	<u>122,869</u>
Total		1,284,881	1,690,089	332,410

\*Includes 1% budget reduction as mandated by the Fiscal Year 1978 Budget Act.  
Does not include budget reduction for Central Purchasing by the State.

\*\*Capital Construction Projects-included in special fund appropriation and expenditure categories.

\*\*\*Employment costs-appropriations for F.I.C.A.-Employer's share, pensions and health insurance are reallocated each budget year to the State Treasurer's Office for management control on disbursements.

Department of Correction  
Bureau of Adult Correction

	<u>Disbursements</u>		<u>Appropriations</u>	
	<u>1976</u>	<u>1977</u>	<u>1978</u>	
	<u>General Fund</u>	<u>Special** Fund</u>	<u>General* Fund</u>	<u>Special** Fund</u>
Salary of Bureau Chief	27,005	-	7,040	-
Salaries & Wages	5,139,741	347,276	5,412,927	220,813
Employment Costs***	-	108,714	2,959	35,857
Personal Services	104,471	246,985	108,234	299,416
Travel	3,264	2,085	2,250	139
Contractual Services	829,196	21,735	894,526	10,067
Supplies & Materials	816,266	45,207	890,721	7,434
Capital Outlay	12,384	573,283	39,018	2,360,172
Debt Service	968,131	-	953,408	-
Total	7,900,458	1,345,285	8,311,083	2,933,898
				10,635,143
				3,149,846

\*Includes 1% budget reduction as mandated by the Fiscal Year 1978 Budget Act.  
Does not include budget reduction for Central Purchasing by the State.

\*\*Capital Construction Projects-included in special fund appropriation and expenditure categories.

\*\*\*Employment costs-appropriations for F.I.C.A.-Employer's share, pensions and health insurance are reallocated each budget year to the State Treasurer's Office for management control on disbursements.

Department of Correction  
Bureau of Juvenile Correction

	<u>Disbursements</u>				<u>Appropriations</u>	
	<u>1976</u>		<u>1977</u>		<u>1978</u>	
	<u>General Fund</u>	<u>Special** Fund</u>	<u>General Fund</u>	<u>Special** Fund</u>	<u>General* Fund</u>	<u>Special** Fund</u>
Salary of Bureau Chief	25,500	-	28,025	-	28,344	-
Salaries & Wages	2,933,456	219,622	2,807,209	182,514	2,793,204	52,400
Employment Costs***	2,960	38,148	2,592	28,527	534,047	9,300
Personal Services	37,698	44,946	38,818	63,212	49,977	-
Travel	5,572	2,250	4,842	3,461	5,230	-
Contractual Services	401,158	58,185	412,624	36,973	381,689	7,600
Supplies & Materials	288,057	12,789	260,722	18,391	313,679	6,700
Capital Outlay	45,686	682,958	9,220	1,096,842	19,369	251,500
Contingencies	-	562	-	-	-	-
Debt Service	441,015	-	504,005	-	489,487	-
Total	4,181,102	1,059,460	4,068,957	1,429,920	4,615,026	327,500

\*Includes 1% budget reduction as mandated by the Fiscal Year 1978 Budget Act.  
Does not include budget reduction for Central Purchasing by the State.

\*\*Capital Construction Costs-included in special fund appropriation and expenditure categories.

\*\*\*Employment costs-appropriations for F.I.C.A.-Employer's share, pensions and health insurance are reallocated each budget year to the State Treasurer's Office for management control on disbursements.

# MAJOR ACCOMPLISHMENTS

## CENTRAL ADMINISTRATION

A major accomplishment was the smooth transition from the administration of Acting Commissioner Paul Keve to that of Commissioner James T. Vaughn. No major change was made in the basic organizational structure of the department.

Considerable administrative effort was expended in considering the problems of the delivery of medical services within the institutions of the department, and in the more efficient utilization of these facilities and staffs.

Approval was obtained for, and the department acquired the Thomas D. Clayton School at Smyrna for a department headquarters. Governor du Pont released the funds for the necessary renovations.

### Administrative Section

Provided the Governor's Office and the General Assembly with detailed information for budgeting and planning purposes.

Cooperated with the Governor's Council on Criminal Justice in the study and improvement of management.

Processed financial transactions for over 18 million dollars in federal and state funds, and forty-nine major contracts totaling over one million dollars.

### Education Section

A departmental Office of Education was created effective July 1, 1976. All educational staff were made responsible to the Director of Education who in turn was responsible directly to the Commissioner. Several department-wide policies dealing with education were implemented.

A grant was approved under E.S.E.A. Title I to fund a supervisory level position to coordinate federal programs, general program development, and compliance patterns for the "Education of All Handicapped" act.

A C.E.T.A. grant was obtained to fund positions of Clerk-Stenographer and Activity Aides at the Sussex Correctional Institution.

Funds for hiring a librarian at S.C.I. became available.



MAJOR ACCOMPLISHMENTS  
CENTRAL ADMINISTRATION  
Education Section

Adult Bureau

An education program was developed and implemented at the Women's Correctional Institution.

The Delaware Correctional Center was established as a Title I facility thus permitting the use of this resource for expanding the program there.

The start of an education program was made at the Sussex Correctional Institution by the assignment there of one full-time teacher.

Juvenile Bureau

The staffing pattern of the teachers assigned to the Juvenile Bureau was changed to accurately reflect the fluid needs of the different institutions.

A strong vocational education dimension was added to the Youth Development Center-Ferris Campus.

A major study of the education programs in the bureau was completed by outside consultants.

Federal vocational grants in the amount of \$10,000 for equipment and materials were obtained.

Engineering Section

Assisted in the planning for, and monitoring of the construction of a new building at the Ferris Campus to house the former Delaware Youth Center, two prison industries buildings at the Delaware Correctional Center, and the renovation of the Sussex Correctional Institution.

Participated in site studies and plans for a new or expanded Women's Institution and a new maximum security building at the Delaware Correctional Center.

Began the reorganization and consolidation of all maintenance staff into a functional unit.

MAJOR ACCOMPLISHMENTS  
CENTRAL ADMINISTRATION  
Medical Section

Established a department medical section by the recognition of the doctor at the Delaware Correctional Center as Department Medical Director.

Reduced the cost of medical care for inmates by the careful examination and selection of patients for outside hospitalization.

Reduced the residents of the clinic area at the Delaware Correctional Center to ill patients only.

Research and Staff Development Section

Personnel

The passage of House Bills 952 and 1139 authorized the employment of Correction Officers and other staff under pay grade ten without the necessity of a list of candidates certified as eligible. This resulted in establishment of a new process for the recruitment, screening, testing, hiring and record keeping.

Utilizing the above procedure, the personnel office serving the Adult Bureau successfully and expeditiously completed the hiring of fifty newly authorized Correction Officers.

In cooperation with the State Personnel Office, a review of all positions in the Correction Officer series was completed. This resulted in the creation of a new title of Staff Lieutenant to replace the informal title of Executive Lieutenant.

The personnel office staff also developed and implemented a standardized selection process for Correction Officers. This process included testing, fingerprinting, reference checks and standardized interviewing.

The personnel office staff initiated and implemented a positive departmental policy on employee performance evaluations for the purpose of making them more accurate and in conformance with the intent of the Merit System purposes for such evaluations. Thus, "satisfactory" became the standard for performing the assigned duties. Any performance which would result in a rating of "good" or "outstanding" would need to be above that required to do the job, and would have to be documented in terms of objectively measureable behavior. Similarly, any performance which would result in a rating below that of "satisfactory" would require documentation of observable behavior.

MAJOR ACCOMPLISHMENTS  
CENTRAL ADMINISTRATION  
Research and Staff Development Section

Planning

Developed a program budgeting package of the department for Governor-elect du Pont.

Conducted an investigation into the feasibility of contracting for health care services; worked with a volunteer Health Care Advisory Committee.

Assembled and completed a feasibility study of prison industries in Delaware.

Completed other reports including but not limited to:

An evaluation of the Bureau of Adult Correction training program

Recidivism rates for each institution

The capital improvement report for FY78

Departmental inventory of physical facilities

The 1978 Action Plan of the Governor's Commission on Criminal Justice

Developed a C.E.T.A. package of sixteen proposals for 158 positions at 1½ million dollars in value resulting in ten agreements for 33 positions at \$283,000.

Training

In June 1976, the General Assembly appropriated \$100,000 for the mandatory training of correction officers. Prior to that time only enough money had been authorized to employ a training officer. Other monies for clerical staff and training materials came from federal grants. The original appropriation proved to be inadequate and a supplemental \$41,000 was authorized.

In August 1976, \$31,000 of Law Enforcement Assistance Administration (L.E.A.A.) funds were authorized for training purposes.

The mandatory training could not be undertaken unless the posts supervised by the officers to be trained could be covered by relief personnel. Authorization was obtained for fifteen correction officer positions to provide this training relief. This group was assigned to and remained under the supervision and administration of the training staff.

MAJOR ACCOMPLISHMENTS  
CENTRAL ADMINISTRATION  
Research and Staff Development Section

Training-Adult Bureau

Two lieutenants and two captains completed an 80-hour drug enforcement seminar.

One vocational trades instructor completed an 80-hour program in climate control technology.

Thirteen probation and parole counselors completed an 80-hour program entitled "Managing Volunteers in Corrections".

Two personnel officers completed an 8-hour seminar entitled "More Effective Personnel Interviewing".

Two staff from the program development and evaluation unit completed a 24-hour program in Criminal Justice Evaluation.

Training-Juvenile Bureau

Sixty juvenile group leaders completed a 20-hour program in Physical Management and Control Techniques.

Twenty juvenile group leaders (part-time) and ten newly hired juvenile group leaders (full-time) completed a 40-hour orientation and pre-service training program.

Twenty-three first-line supervisors completed a 40-hour program entitled "Introduction to Supervision Management".

Twenty-two academic teachers completed a 16-hour program entitled "Reading/Math Disabilities: Techniques for Remediation".

Four academic teachers completed a 30-hour workshop in "Competency Based Education".

Five counselors and five teachers completed a 16-hour seminar in "Reality Therapy and Therapeutic Communities".

Ten counselors and three administrators completed a 56-hour program in Guided Group Interaction (therapy).

MAJOR ACCOMPLISHMENTS  
CENTRAL ADMINISTRATION  
Research and Staff Development Section

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Training

As a result of the legislative support indicated above, the training staff was able to accomplish and exceed the goals given in last year's annual report. This year's accomplishments are as follows:

Training-Adult Bureau

One hundred and four correction officers completed a 200-hour mandatory, basic training program.

Fifty-two newly hired correction officers completed a 40-hour orientation and pre-service training program.

Thirty-eight probation and parole counselors completed a 56-hour program entitled "Empathy Skills in Counseling".

Eleven institution counselors and (the above mentioned) 38 probation and parole counselors received 16 hours of "on-site follow-up" training in empathy skills. (The eleven institutional counselors had completed the 56-hour empathy skills program in late 1975.)

Two institution counselors and three correction officer/group leader counselors completed a 40-hour program in guided group interaction. Additionally, these five received 16 hours of "on-site follow-up" training in guided group interaction.

Four institution counselors and four correction officers completed a 70-hour program entitled "Applied Behavior Analysis (Behavior Modification) in Corrections".

Fifteen correction officers from the Court and Transportation Unit completed a 40-hour program in weapons safety and qualification.

Twenty-six first-line supervisors (mostly captains and lieutenants) completed a 40-hour program entitled "Introduction to Supervision and Management".

Fifteen senior management staff completed a 40-hour program in Management Methods and Skills.

Fifteen newly hired probation and parole counselors completed a 60-hour orientation and pre-service training program.

One full-time and two part-time staff training instructors completed a 120-hour program in advanced weapons instruction.

MAJOR ACCOMPLISHMENTS

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ADULT BUREAU

In April 1977, this bureau acquired a Chief with the appointment of Milton B. Horton effective April 1, 1977.

A K-9 Corps was created for the purpose of providing additional perimeter security at the Delaware Correctional Center. Organizationally this unit was made responsible to the Chief of the Adult Bureau. The unit consisted of ten correction officers. Dogs were recruited and trained.

After much community and legislative discussion, the former Kent County Jail and Delaware Youth Center at Dover was acquired by the Adult Bureau for use as a facility for adult males and was opened in June 1977 to house up to 50 inmates.

As a result of the December 1976 order of the Federal Court to reduce the overcrowded inmate population of the Delaware Correctional Center, a successful furlough program was developed and implemented at all institutions and facilities for males.

Institutions

Whereas the inmate population in previous years had expanded, in FY77 the population physically in the institutions was reduced in compliance with an order to do so by the United States District Court.

As noted elsewhere in this report, the population reduction was achieved in part by granting furloughs to selected inmates. Those on furlough were not counted as part of the institution population but remained in the legal custody of the department.

## MAJOR ACCOMPLISHMENTS

## ADULT BUREAU

## Institutions

Institution and Facility Population  
at Ends of Fiscal Years

Year	Delaware Correctional Center	Pre- Trial Annex	Correctional Institutions			Plummer Center	Total
			Sussex	Kent	Women's		
1977	579	57	209	35	44	75	999
1976	696	57	210	NA	50	28	1,041
1975	543	46	202	NA	23	25	837
1974	472	NA	218	NA	24	25	740

Delaware Correctional Center

The overcrowding was partially reduced by an increase in bed space.

Two buildings were erected to provide for a prison industry. Instead they were converted to dormitories to house 46 inmates each. Also, a section of the Vocational Education Building was converted to a dormitory.

Sussex Correctional Institution

Renovation of this institution, precipitated by an order of the United States District Court, continued through this year. The kitchen was the first part to be completed and use was begun in January 1977.

Kent Correctional Institution

After the move of the Delaware Youth Center to the Ferris Campus at Wilmington, this facility was taken over by the Adult Bureau. Renovation was completed and opened for up to fifty adult male prisoners in June 1977. This also helped to relieve the overcrowding at the Delaware Correctional Center.

Women's Correctional Institution

Three site studies were conducted and reports submitted relative to the expansion of this overcrowded facility.

With the cooperation of the departmental education section, a start was made on the expansion of education and vocational training.

## MAJOR ACCOMPLISHMENTS

## ADULT BUREAU

## Community Based Services

Pre-trial ReleasePre-trial Release  
Average Monthly Workload  
FY77

Defendants investigated	294
Recommendations made to courts	224
Defendants under supervision	48

Defendants were carried under supervision when the court felt that release was appropriate but that the individual should be kept under some degree of surveillance, or could be helped to an improved social adjustment through counseling by the pre-trial staff.

The year saw an improvement in the interviewing and screening of defendants, and an increased credibility with the courts.

Pre-sentence investigations and reports

These investigations into the criminal, personal and social histories of convicted defendants were an aid to the courts in the passing of sentences. The reports also provided a base for work with the individual by institution or field services staffs.

These reports were completed for the Municipal Court of the City of Wilmington, the Common Pleas Court of New Castle County, the Magistrates Courts, and for jurisdictions in other states as requested under terms of the Interstate Compact.

Pre-sentence Investigations and Reports Completed  
Totals by Fiscal Years

1977	445
1976	553
1975	470

Work Service Program

The purpose of work programs is to keep offenders out of overcrowded correctional institutions. This program provides a means for misdemeanor offenders to be placed in work assignments to work off their sentences of a stipulated number of days in lieu of incarceration.

# MAJOR ACCOMPLISHMENTS

## ADULT BUREAU

### Community Based Services

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#### Work/Education Release Program

This program provided for the release of selected inmates from secure custody where, while still technically in custody and under supervision, work at approved employment in the community or attend approved educational programs. It was the gradual release of an individual from confinement to the community; a pre-release center.

#### Accomplishments of the Work/Education Release Program FY77

Inmates participating	490
Gross salaries received by inmates	\$218,929
Federal taxes paid by inmates	17,625
State taxes paid by inmates	4,654
City taxes paid by inmates	808
Social Security payments	10,744
Fines and costs paid	5,229
Family support paid	27,654
Room and board paid	76,869

The above figures provide evidence that inmates participating in this program were assets to the community and not a total liability to the taxpayer.

In August 1976, an addition was completed and opened at the Plummer (Work Release) Center, Wilmington. This was a single story brick building financed largely by a federal grant. This building increased the bed capacity from 27 to 63. It was not fully activated until December 1976.

#### Pre-trial Release

The pre-trial release staff compiled and checked data regarding defendants following their arrests and before arraignment. On that basis recommendations were made to the courts relative to the release of the defendants on bail or on their own recognizance.

# MAJOR ACCOMPLISHMENTS

## ADULT BUREAU

### Community Based Services

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#### Work Service Program

#### Community Work Service Program FY77

Individuals referred	674
Work performed, days	1,978
Savings to State by non-incarceration	\$45,494

#### Work Referral Program

This program is similar to Work Service but it provides the opportunity for offenders unable to pay fines and costs owed the courts to work them off.

#### Work Referral Program FY77

Number received by referral	1,589
Fines and costs worked off	\$90,564
Hours of work performed	45,282

#### Probation and Parole

In the annual report for FY 1976 the caseload of Probation and Parole was classified as a major operation problem. The problem continued through this year and a major accomplishment was in coping with the increased caseload.

MAJOR ACCOMPLISHMENTS  
ADULT BUREAU  
Community Based Services

Probation and Parole

Probation and Parole Caseload  
at the Ends of Fiscal Years

Year	Probationers under Supervision in Delaware	Parolees under Supervision in Delaware	Delaware Probationers and Parolees in other States*	Total
1977	3,140	468	363	3,971
1976	2,504	379	296	3,179
1975	2,039	340	248	2,627
1974	1,638	255	188	2,081

\*Probationers and parolees supervised for Delaware in other states under terms of the Interstate Compact but involving staff time in Delaware.

The annual report for FY76 reported that the probation and parole offices collected approximately \$14,000 per month in fines, costs and restitution. During FY77 this increased 30.4% to \$18,261 per month for an annual total of \$219,133.

MAJOR ACCOMPLISHMENTS  
JUVENILE BUREAU

Bureau Administration

The bureau's management objective to reduce the number of facilities in use was largely accomplished. It was made possible by a reduction in population because of the referral of status (non-criminal) offenders to other agencies.

Number of Admissions to Institutions for  
Juveniles and Average Daily Populations  
During Fiscal Years

Fiscal Year	Number of Admissions	Average Daily Population
1977	1,991	188.8
1976	2,314	236.2
1975	2,090	221.8
1974	2,022	224.8
1973	1,943	225.1

By formal agreement the field services section of the bureau began supervising youths placed on probation to Family Court.

The bureau accomplished a significant improvement in the education, training, and behavior of youths discharged during the year as judged by the lessening of disciplinary problems, AWOL's, and return for new delinquent acts.

An Executive Committee comprised of all unit administrators within the bureau was formed. Its purpose was to maximize communication, cooperation and planning.

Monthly liaison meetings were established with Family Court judges, Northern Delaware Youth Aid Officers, Local #2004 of AFSCME, and the Special Schools Education Association.

Quarterly liaison meetings were established with all bureau staff.

A Youth Directory comprised of an alphabetical listing of all youth in the custody of the Bureau of Juvenile Correction by birthdate, sex, assigned counselor, location and status was completed in December, 1976. The Directory was published once a month and distributed to all Family Courts, Magistrate Courts, Police Departments and administrative units within the Bureau of Juvenile Correction.



MAJOR ACCOMPLISHMENTS  
JUVENILE BUREAU  
Institutions

Youth Development Center-Ferris Campus

The Delaware Youth Center, formerly located at Dover, was phased out and incorporated into the total program at the Ferris Campus.

Numerous changes were made in the utilization of space to improve administrative efficiency and program effectiveness. These included the Whorton Hall building, Grace and Ball cottages, and the administration building.

To enhance the facility administration, Executive, Administrative and Policy Review Committees were established.

To insure the smooth transition of the Delaware Youth Center from Dover to the Ferris Campus, Construction and Program Committees were created.

Considerable administrative attention was focused on determining the strengths and weaknesses of the institution, its program, efficiency and effectiveness.

Evaluations have been made as to fire safety, diet, clothing usage, health, academic, psychological and other areas. As a result a number of programs were established. These included Public Relations, Volunteer Services, Employee Incentive, Assessment and Planning (of and for newly arrived youths), Driver Education, Alcohol-Drug, Security Treatment, Athletics and Recreation, and a Student Council. Also, a Dental Hygiene, Health Evaluation, and Physical Management (self-defense) programs were begun. Staff was recognized as a concern with the creation of an Orientation and In-service Training Program, Empathy Training, a Faculty Board, and a Student Practicum Program.

The institution hosted the first National Youth Conference composed of fifty youths from seven states.

For the first time, a student was awarded a full tuition scholarship to the Delaware Technical and Community College.

Bridge House

Four-hundred and seventy-four youths were served in the school program staffed by 2½ teachers. All the youths were tested and received academic instruction, with emphasis on reading and mathematics. One-hundred and fifty-seven of these children were tested for vocational skills.

Some of the youths participated in the construction of a greenhouse and thereby were instructed in the use of hand tools and measuring instruments. They were also exposed to the field of horticulture.

MAJOR ACCOMPLISHMENTS  
JUVENILE BUREAU  
Institutions

Stevenson House

With the employment of two shift supervisors, the staff became more stabilized and efficient. An esprit-de-corps developed which improved security and working relationships.

Major repairs were made to the facility's heating system. Other minor repairs and improvements added to the efficiency and livability of the building.

Five-hundred and ninety-two youths were admitted to Stevenson House during the year. There were no serious incidents.

Considerable staff training was achieved in cooperation with the departmental training section.

Community Based Services

Aftercare

Recidivism of those youths under aftercare supervision (parole) was reduced from 37.5% in FY76 to 20.2%. All youths and their parents received counseling and referral services. Recommendations and court reports were submitted to the Family Court judges on all repeat offenders.

Transitional Communities

Two homes were established on Sycamore and Franklin Streets in Wilmington in order to provide closely supervised living situations for offenders committed for robbery, theft, and burglary. Perpetrators of those crimes were found to comprise a disproportionately large number of repeat offenders.

## MAJOR SERVICE NEEDS NOT BEING MET

## CENTRAL ADMINISTRATION

## Administrative Section

Better fiscal control of medical and health services payments and their accountability.

Timely management, analytical reports, and program cost analysis for the Commissioner, bureau chiefs and section heads.

Long-range financial planning estimates for new construction or other possible alterations.

Proper inventory control system.

## Education Section

Adult Bureau

Education and other programs useful to these inmates in achieving acceptable community adjustments.

Juvenile Bureau

The implementation of programs to be in compliance with the Education of All Handicapped Act.

Expanded training in vocational and other subjects to improve the students' skills and thereby improve job prospects. These include the building trades, electronics, auto mechanics, graphic arts, maintenance and janitorial services, animal husbandry and horticulture.

Improvement in medical services and living conditions including privacy.

The better understanding of youths committed to the bureau, there is a need to convert the detention centers into youth study centers.

## Medical Section

The delivery of adequate medical services to inmates at the Sussex Correctional Institution.

## MAJOR SERVICE NEEDS NOT BEING MET

## CENTRAL ADMINISTRATION

## Research and Staff Development Section

Planning

Computer capability to provide up-to-date readily available statistics on offender population, for management analysis and administrative decision making.

Training

The training of department staff in the goals, principles and operating techniques of zero-based budgeting since this may soon be mandated for all departments.

The training of correctional personnel in methods of coping with situations in which hostages are taken by rebellious inmates.

To maintain the effectiveness of counseling personnel by training in the latest trends, developments and techniques in their specialization.

The improvement of management skills on the part of senior management staff, superintendents and their assistants, through training in management by objectives, labor relations, organizational planning, decision making, manpower deployment, and the administration of zero-based budgeting.

## MAJOR SERVICE NEEDS NOT BEING MET

## ADULT BUREAU

## Institutions

The major unmet service needs of this bureau include:

Adequate accommodations for the inmate residents.

The providing of meaningful and constructive programs in the best interests of the institutions and their inmates.

Adequate and effective counseling of offenders and their families now made impossible because of shortage of personnel.

## Community Based Services

Work/Education Release Program

Meaningful treatment for program participants made extremely difficult because of their rapid turnover.

Work Service and Work Referral Programs

The adequate supervision of and counseling for these program participants; and for the collection of an estimated \$500,000 in unpaid fines and costs.

Probation and Parole

For the adequate counseling and supervision of offenders as required by law and the benefit of the individuals now made impossible because of a shortage of staff.

## MAJOR OPERATING PROBLEMS

## CENTRAL ADMINISTRATION

## Administrative Section

Lack of a central administration office to house all administrative personnel currently operating from two converted farmhouses, one office over forty miles away and space in the boiler room of the Delaware Correctional Center.

Insufficient manpower to provide the many necessary services expected from the administrative office.

The transition of duties and responsibilities from a bureau to a departmental operation.

## Education Section

Inability because of a lack of funds to provide certain services such as coaching athletics, paying consultants for the in-service training of staff and the hiring of a driver education instructor.

## Engineering Section

To improve capability for preventative maintenance of physical properties.

Correctional institutions are unique in their heavy dependence upon the special physical aspects of their buildings. At the same time the wear and tear is extremely heavy. The department so far has not had the capability to maintain its properties except on a crisis basis, and this is poor economy and a handicap to institutional programs and management.

## Medical Section

The difficulty in hiring doctors to provide adequate medical care to those in custody at all institutions of the department.

The planning for a department medical services section organized, funded and staffed to provide such services adequately to all institutions with a maximum of efficiency and effectiveness.

## MAJOR SERVICE NEEDS NOT BEING MET

## JUVENILE BUREAU

## Bureau Administration

To provide all youths for whom the bureau is responsible with the educational and vocational training necessary to improve their opportunities in the job market.

To provide such programs of education, social as well as academic and vocational, as to be beneficial to youths in making socially-acceptable community adjustments.

To provide training as required by the Education for All Handicapped Act.

For the maintenance of adequate health care services and healthful (medically and psychologically) surroundings.

For improved services to detentioners.

Services to all as they may be improved by the utilization of a computerized data system.

## MAJOR OPERATING PROBLEMS

## CENTRAL ADMINISTRATION

## Research and Staff Development Section

Personnel

Since the initial moves toward the departmentalization of the personnel function taken during FY76, little more of a substantive nature has occurred. The reasons included the need to wait for certain policies to be decided relative to the department, and the consolidation of administrative functions in one location.

In the Office of the Commissioner and the Adult Bureau, the personnel office experienced a sizeable increase in its service population without a commensurate increase in personnel office staff to handle the load.

The personnel office was involved at the Juvenile Bureau with lengthy negotiations with two unions.

Planning

Lack of any secretarial, stenographic or clerical help.

The need to use a manually-operated information system.

An inadequate record-keeping system.

Limited resources for data gathering and processing.

Training

Lack of in-house staff sufficiently expert to provide the training directed to those unmet needs described under "Major Service Needs Not Being Met", and/or the absence of funds to hire such staff on a contractual services basis.

The optimal solution would entail the hiring of outside trainers to train a cadre of in-house staff who would in turn provide training for department staff.

MAJOR OPERATING PROBLEMS  
ADULT BUREAU

The need to function with old, high mileage, unsafe automobiles and the need to function with old and irreparable typewriters.

Institutions

Overtime, its cost, use and control continued as a major problem.

Overcrowding at the Delaware Correctional Center continued to be the number one problem. Action to alleviate the condition, particularly following the December 1976 Federal Court decision to reduce the population, impacted directly on all the institutions and facilities for males.

A number of escapes precipitated considerable legislative and community concern about the security of the Delaware Correctional Center. Much time and effort was spent in coping with this problem.

Called into question also were the methods by which the adult inmate population were classified, assigned and released. In July 1976, legislation was passed which established an Institutional Classification Board and an Institution Release Classification Board. This became an operating problem in that it initially caused procedural confusion and complicated the classification and releasing processes.

Delaware Correctional Center

Compliance with the December 1976 interim order of the United States District Court to reduce the inmate population by 20% presented a major problem. As noted under an earlier section of this report, a well designed furlough program was developed. However, its implementation in view of recently enacted legislation relative to classification and releases constituted a problem. Compliance with the final court order of March 1977 intensified the problem.

The continuous barrage of lawsuits by inmates continued to demand an inordinate amount of administrative, legal and stenographic time. This was seen as a major operating problem in that it mortgaged a great amount of time and effort which should have been available for more pressing institutional problems.

Since one of the continuing problems was that of inmate idleness, a decision was made to institute a prison industry at this institution. Two buildings were constructed for this purpose. However, the overriding problem of how to increase bed capacity resulted in their being commandeered for that purpose.

MAJOR OPERATING PROBLEMS  
ADULT BUREAU  
Institutions

Sussex Correctional Center

Problems in connection with the renovation of the institution continued. Security was jeopardized by the presence of construction workers, equipment, tools and other necessities.

Living areas needed to be vacated of inmates in order to permit work to be done. Part of the buildings opened in FY76 for work release was converted to a minimum security unit to house approximately 40 inmates displaced by the renovation process.

One problem has been the difficulty in the providing of adequate medical service. For part of the year a licensed practical nurse was on staff. Even that was inadequate and considerable effort was expended in exploring ways to improve the service particularly in view of the order of the United States District Court. The order required that a nurse and medical attendant be on duty daily from 8:00 AM to midnight.

Women's Correctional Institution

Overcrowding continued to be the major problem here during FY77.

The move to this facility was considered a temporary solution to the housing of female offenders. A problem has been in operating the facility with uncertainty about the future, with minimal budget and program.

Community Based Services

Work/Education Release Program

As noted under section "Major Service Needs Not Being Met", the population pressures at the Delaware Correctional Center forced the rapid movement of inmates through the program. There was also a lessening of opportunity to select those individuals who could be expected to profit most from the experience. The problem, therefore, is to maintain the program at maximum effectiveness.

A serious problem is the maintenance at a reasonably high level of employment among the program participants. The high unemployment rate in the general community was reflected in an equivalent rate among the participants who, because of their legal status, had extreme difficulty locating work.

MAJOR OPERATING PROBLEMS  
ADULT BUREAU  
Community Based Services

Work Service and Work Referral Programs

The staff of three was inadequate to properly supervise these programs. The work entailed visiting approximately seventy work sites throughout the State, as well as developing new work sites. One vehicle was inadequate for the staff to perform the responsibilities. There is need also for a typewriter and an adding machine to improve efficiency.

Probation and Parole

Eighty-one percent of the adult offenders under the jurisdiction of the department were supervised by the probation and parole unit. Since the report for FY 1976, this number increased 23½%. The increase since 1974 was 90.8%.

Without a commensurate increase in staff, the additional work load limited the span of supervision by the counselors. The time available for them to spend on the offenders' problems was reduced. The length of time between the sentencing of a probationer and the officer's first contact with him was increased thereby reducing the officer's effectiveness.

Another side effect of this population increase was that the number of reports to the courts and the Board of Parole were increased. The increase also impacted adversely on the clerical staff.

MAJOR OPERATING PROBLEMS  
JUVENILE BUREAU  
Bureau Administration

Since the bureau had been progressively assuming more responsibility for the supervision of youths on probation to Family Court, the need to legislatively formalize the responsibility of the bureau for all juvenile field services became a necessity.

A computerized correction information system became essential for the tracking of individuals in the juvenile justice system and the evaluation of programs.

Institutions

Youth Development Center-Ferris Campus

Operating problems span a number of areas.

Maintenance work is needed on roofs, a boiler, roadways, walkways, and compliance with the recommendations of the fire marshal.

Equipment that needs to be replaced includes that used for grounds maintenance, automobiles, laundry, kitchen, office, cleaning and furniture.

The improvement of conditions for living and programming requires, for example, the partitioning of dormitories and more space for educational programs.

There were staffing needs in the kitchen and the school; also, the closer coordination of efforts between the institution and Community Based Services staffs.

Woods Haven-Kruse School

Operating problems here were in two major areas.

First, the need to resurface roadways, entranceways, the replacement of hazardous walkways and the construction of others.

Second, were the problems that resulted from changes in administration, scheduling and the involvement of Community Based Services staff in the counseling program.



## MAJOR OPERATING PROBLEMS

## JUVENILE BUREAU

## Institutions

Bridge House

Action to perform certain maintenance work and capital improvements necessary to raise this facility to the minimum standard espoused in the Standards and Goals Project for the State of Delaware was a problem.

Attempts were made with Family Court to stabilize the population of this facility in order to improve service. They failed largely because of the high amount of bail placed on youths and the high incidence of crime.

The loss of the doctor (provided by the Department of Health and Social Services) caused a serious problem in the obtaining of medical care.

Stevenson House

During the year, the facility suffered from 18½ months of line employee vacancies and a six-month supervisor vacancy. The line staff vacancies were incurred when a vacant position was frozen pending the transfer and trade-off for the shift supervisor position to the facility and by personnel turnover and the subsequent time lag in filling the positions.

## ITEMS OF SPECIAL INTEREST

## CENTRAL ADMINISTRATION

In August 1976, Acting Commissioner Paul W. Keve issued to the Advisory Council on Correction a statement of goals for the department.

Two Systems Analysts were assigned to the department from Central Data Processing for the purpose of supervising and expediting the computerization of department data and the entry of the department in the C.L.U.E.S. (Criminal Law Uniform Enforcement System).

## Education Section

The implications of the Education of All Handicapped Children's Act are serious. The education programs of the department will need to be expanded and coordinated to comply with this act.

## Research and Staff Development Section

Planning

Staff attended seminars on "Security and Privacy" and "Inmate Grievance Procedures"; also, the Governor's Conference on Correction.

Training

The evaluation of the Adult Bureau correction officer training program revealed that the training reduced officers' anxiety about their jobs, turnover, and the incidence of time off for sickness.

## ADULT BUREAU

A major escape from the Delaware Correctional Center in August 1976 created considerable community consumption and precipitated the creation of the K-9 Corps. With the activation of this group no further escapes have occurred.

ITEMS OF SPECIAL INTEREST  
JUVENILE BUREAU  
Bureau Administration

Reports were made to Governor-elect Pierre S. du Pont on "The Analysis of Program Cost, Objectives, Performance Measures and Results"; also, on the "Organization, Key Personnel, Issues and Policy Decisions within the Bureau of Juvenile Correction".

Also, a report was made to Governor Sherman Tribbitt on the "Accomplishments of the Bureau of Juvenile Correction" during the previous four years.

A policy decision was made to expand the responsibilities of the Community Based Services section to place them in closer coordination with the Youth Development Center and Woods Haven-Kruse School programs. Concurrent case action on the part of institution and field services was to provide a continuity of supervision.

Institutions

Youth Development Center-Ferris Campus

Maintenance

The Work Service Program administered by the Adult Bureau was the mainstay of the maintenance of buildings and grounds.

The former superintendent's house which was destroyed by fire in December 1976 was razed in March 1977.

Education

For the first time in the history of correction in Delaware staff participated in a workshop at the national level.

At the Annual Conference of the Correctional Education Association at Boston, Massachusetts, Treatment Superintendent Jack J. Kovacs presented workshops on "The Integration of Education and Treatment" and "Description and Prescription of Problems".

Messrs. Tiku and Schafer, with the cooperation of Mr. Kovacs and Ms. Laucius presented a workshop on "The Integration of Treatment and Education-the Delaware Experience".

Twenty-two university and college students participated in a student practicum program.

MAJOR GOALS FOR FY78  
CENTRAL ADMINISTRATION

To renovate an eight year deserted school in Smyrna.

To achieve consolidation of the department central office staff in a single location.

To achieve an adequate departmental medical services delivery system.

To reduce the number of crises that occur in such areas as inmate overpopulation, fiscal and staff needs, lawsuits by inmates, legislative and community involvement.

To establish an automated statistical records capability and to adequately staff a complete record and statistical section.

Administrative Section

To combine and streamline the duties of the administrative personnel now in three locations and to focus more closely on the providing of service.

In cooperation with the personnel office, to reallocate currently authorized positions where appropriate.

To provide more cost and program analysis as a management tool to the Commissioner, bureau chiefs, and section heads.

In line with the decision to establish medical services and engineering sections in the Office of the Commissioner, to consolidate such functions in separate budget items identifying the programs.

The development of professional guidelines for education.

The development of written policies, an operating manual, and a teacher's handbook.

ITEMS OF SPECIAL INTEREST

JUVENILE BUREAU

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Institutions

Youth Development Center-Ferris Campus

Treatment-Security

A positive peer culture model was introduced into the security-treatment program.

The incidence rate of AWOL's decreased from 59% during fiscal year 1976 to 42% during fiscal year 1977.

Specialized group counseling for students stressing the problems of alcohol were continued by Mrs. West.

Volunteer Program

Twenty-five citizen volunteers continued to present lessons in art, chess, tutoring, landscaping and gardening, and literature.

Ms. Pat Ciarrocchi of radio station WDEL presented a series "The Ferris Experience".

Jim Gambacorta provided a courtesy car for use in the driver education course.

Also, donations were received from Gregg Luzinski of the Philadelphia Phillies, the du Pont Company, the Greenville Lions, the Cedar Tree Press, the Village Printing, the Curtis Paper Mills, and others.

Woods Haven-Kruse School

Due to a change in philosophy of the Family Court and the implementation of the Juvenile Justice and Delinquency Act of 1974 relative to status (non-criminal) offenders, the institution population decreased from 56 to 16. This resulted in the closing of three cottages and the elimination of the classification system.

Stevenson House

Throughout the year Stevenson House hosted student interns in the Criminal Justice and Human Service curricula from Delaware Technical and Community College.

Students and staff built four sofas and one chair for use in the facility T.V. room. This was a successful project. It reduced detainee idleness, and the cost of the furniture was only about \$300.

Three youth have been placed at the facility by the C.E.T.A. summer job program. They have been tasked with grounds maintenance duties and, consequently, the facility grounds are in good shape.

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MAJOR GOALS FOR FY78

CENTRAL ADMINISTRATION

Engineering Section

To improve the capability of maintaining the State's investment in the buildings and grounds of the department.

Complete the renovation of the John M. Clayton School in Smyrna.

To complete the renovation of the Sussex Correctional Institution.

Complete the construction of the prison industry building at the Delaware Correctional Center.

Participate in the planning for and design of such new, expanded or renovated structures as are believed by the administration to be necessary.

Medical Section

To advance the quality of medical service in the department by the implementation of such plans for a departmental medical section or contract with an outside agency as is approved by the State and departmental administrators.

MAJOR GOALS FOR FY78  
CENTRAL ADMINISTRATION  
Research and Staff Development Section

Personnel

To achieve the maximum feasible amount of consolidation and standardization of personnel policies, procedures, and records.

To increase participation in the assessment of staff needs, allocation of positions, utilization of staff and the personnel aspects of plans for the future.

Planning

Continue planning for health care services that meet national standards.

Continue planning for prison industries.

Continue participation in planning for a computerized information system.

Continue production of statistical and other reports and to provide technical assistance.

Training-Adult Bureau

To provide 126 correction officers with a 240-hour (six week) basic training program. This is to be an expanded and improved version of the 200-hour (five week) program completed by 104 correction officers during FY77.

To provide thirty first-line supervisors (mostly captains and lieutenants) with a 40-hour program in the skills of basic supervision and management.

To provide fifty first-line supervisors (again, mostly captains and lieutenants) with a 40-hour program in advanced supervision and management skills.

To provide forty correction officers, counselors and first-line supervisors, with a 40-hour program concerned with the prevention and handling of riots, disturbances, assaults, and other acts of violence.

To provide thirty correction officers and first-line supervisors with a 40-hour program in human relations and communications skills.

MAJOR GOALS FOR FY78

CENTRAL ADMINISTRATION

Research and Staff Development Section

Training-Adult Bureau

To provide thirty first-line supervisors with a 24-hour program concerning the review and evaluation of employee performance.

To provide four teachers with a 48-hour program entitled content area reading enrichment.

Training-Juvenile Bureau

To provide fifty juvenile group leaders with a 20-hour program concerning techniques of confrontation control and physical management.

To provide twenty newly-hired juvenile group leaders with a 40-hour orientation and pre-service training program.

To provide twenty-six counselors with a 72-hour program in family counseling techniques.

To provide ten counselors and ten teachers with a 16-hour program in contingency contracting.

To provide twenty-two teachers with a 48-hour program entitled content area reading enrichment.

To provide twenty-two teachers with a 20-hour reading tutorial program.

To provide twenty-five first-line supervisors with a 40-hour program in advanced supervision and management skills.

To provide twenty-five first-line supervisors with a 24-hour program concerning the review and evaluation of employee performance.

MAJOR GOALS FOR FY78  
ADULT BUREAU  
Institutions

Delaware Correctional Center

Complete the construction of the building to house a prison industry.

Prepare for the start of a prison industry.

Sussex Correctional Institution

Complete the renovation and construction now under way.

Women's Correctional Institution

Advance the plans for an expanded and improved facility for women.

Community Based Services

Work/Education Release Program

To function more as a pre-release center and improve effectiveness in helping offenders attain a socially acceptable community adjustment.

Pre-trial Release Program

To attain greater credibility with the courts in the matter of recommendations for pre-trial action.

To give greater attention to the supervision of those alleged offenders on conditional release.

To be able to recommend conditional release for more "high risk" defendants who need to be closely supervised while awaiting trial.

Work Service and Work Referral Programs

To provide closer follow-up of clients.

To expand the programs in Kent and Sussex Counties.

MAJOR GOALS FOR FY78  
JUVENILE BUREAU  
Bureau Administration

To maintain the systematic and steady reduction of AWOL's and recidivism.

To develop better educated, trained and behaved youth and gear the bureau programs to accomplish this end.

In concern with the departmental policy, to improve the quality of medical care and living conditions.

Develop and implement special programs for detentioners.

To consolidate the juvenile field services and integrate them into the correction system.

Plan for a computerized information system for the more efficient utilization of data relative to juvenile justice.

To complete the reorganization of the bureau into a coordinated functional unit for the effective and efficient diagnosis and treatment of juvenile offenders.

Institutions

Youth Development Center-Ferris Campus

Implementation of an animal husbandry program.

To completely reorganize and update student files.

Woods Haven-Kruse School

To make program changes commensurate with the reduction in population.

Bridge House

To continue efforts, in cooperation with Family Court, to reduce the number of status offenders detained.

Stevenson House

To further reduce detainee idleness by developing meaningful activities.

To develop a youth diagnostic service for the Family Courts.

To hold overtime and casual costs to budget limitations.

To conduct thirty hours of in-service training for line employees.

## SUMMARY

During this its second year as a separate department of State government, the Department of Correction has survived a virtual onslaught of problems.

In the beginning of the fiscal year the then acting commissioner and the department were under severe legislative attack. Cures for departmental ills were attempted by use of legislation.

The appointment of a permanent commissioner was soon followed by a federal court order designed to force a reduction in the overpopulation of the Delaware Correctional Center. The remainder of the year saw great effort expended to comply with that order.

Because of the population problem in the adult institutions and the involvement of many in the solution of that problem, no attention was given to treatment problems or to those of the Adult Bureau Community Based Services section that is responsible for 400% more offenders than the institutions.

Although they could not be detailed in this report because of space limitations, many improvements, innovations and changes were accomplished in the Juvenile Bureau. Some of these were made possible by or resulted from a reduction in population caused by the diversion of status offenders to other agencies.

Organizational changes and innovations were made which are expected to significantly improve the efficiency and effectiveness of the Juvenile Bureau.

**END**