The New Jersey Law Revision Commission is required to “[c]onduct a continuous examination of the general and permanent statutory law of this State and the judicial decisions construing it” and to propose to the Legislature revisions to the statutes to “remedy defects, reconcile conflicting provisions, clarify confusing language and eliminate redundant provisions.” N.J.S. 1:12A-8.

This Report is distributed to advise interested persons of the Commission's tentative recommendations and to notify them of the opportunity to submit comments. Comments should be received by the Commission no later than January 05, 2024.

The Commission will consider these comments before making its final recommendations to the Legislature. The Commission often substantially revises tentative recommendations as a result of the comments it receives. If you approve of the Report, please inform the Commission so that your approval can be considered along with other comments. Please send comments concerning this Report or direct any related inquiries, to:

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Project Summary

In December 1995, the New Jersey Legislature established the Juvenile Justice Commission (JJC).1 The JCC was created to provide “centralized authority for planning, policy development and service provision in the juvenile justice system.”2 Among the JJC’s many responsibilities are the “custody and care of juveniles committed to and otherwise placed under its jurisdiction.”3

On June 28, 1867, the State of New Jersey opened its State Home for Boys.4 This facility was established as a home for troubled youth.5 The State Home for Boys is now known as the “New Jersey Training School,” or colloquially as “Jamesburg,” and is JJC’s largest facility and houses approximately 200 male juveniles.6

There are several statutes outside of Title 52 that contain references to the State Home for Boys and the State Home for Girls.7 Neither of these designations is utilized by the Juvenile Justice Commission, nor are they referenced or defined in any other statute. Such statutory references appear to be outdated.8

The Commission recommends the removal of these anachronistic terms from the general and permanent statutory law.9

Statute Considered

N.J.S. 30:4-85. Transfers between correctional institutions; transfer to State prison; authority of commissioner; contracts with county institutions

Any inmate of any correctional institution as classified in section 30:1-7 of this Title may be transferred to any other such correctional institution by order of the

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1 N.J. STAT. ANN. § 52:17B-169 (West 2023).
6 Id.
7 N.J. STAT. ANN. § 30:4-85 (prohibiting the transfer of persons from the State Home for Boys or the State Home for Girls to State Prison); N.J. STAT. ANN. § 48:12-109 (authorizing certain officers from the State Home for Boys and the State Home for girls free transportation over all railroads operating passenger service in the State); N.J. STAT. ANN. § 30:3-5(2) (Acts Saved from Repeal) (appropriating money via L.1930, c. 202, § 6, p. 961, for the State Home for Boys and the State Home for Girls); and N.J. STAT. ANN. § 30:3-6(1) (Acts Saved from Repeal) (appropriating money via L.1933, c. 377, § 1, p. 1061, for the State Home for Boys and the State Home for Girls).
8 N.J. STAT. ANN. § 1:12A-8(a) (mandating that the commission “[c]onduct a continuous examination of the general and permanent statutory law of this state… for the purpose of discovering… anachronisms…..”).
9 N.J. STAT. ANN. § 1:12A-89(a) (providing that is the duty of the N.J. Law Revision Comm’n to review the general and permanent statutory law “for the purpose of discovery defects and anachronisms and to submit to the Legislature… legislative bills designed to [ r]emedies the defects….”).
commissioner directing such transfer, either upon the application of the chief executive officer or upon the initiative of the commissioner.

No inmate of the State Home for Boys or the State Home for Girls shall be transferred to the State Prison.

Any inmate of the State Home for Boys of the age of 15 years may be transferred from such home to the reformatory at Annandale or, if over the age of 16 years, to the reformatory at Borden town, and any inmate of the State Home for Girls, over the age of 16 years, may be transferred from such home to the women's reformatory at Clinton.

* * * *

N.J.S. 48:12-109. State officials and employees entitled to free transportation

The following persons, during their respective terms of office or employment, shall pass and repass, free of charge, in regular coach service, over all railroads operating such passenger service, in this State within the borders of this State:

The… chief parole officer of the New Jersey State Home for Boys, … parole officer of the New Jersey State Home for Girls . . . .

Background

The State of New Jersey has had a long standing commitment to juvenile justice. In January 1864, Governor Joel Parker advised the Legislature that “[s]ome place other than State Prison should be provided for the incarceration of youth.”10 The Governor noted that, “[t]he object of imprisonment is to reform as well as punish.”11 He reasoned that “the state owes it to the youthful criminal to place him in circumstances that will tend to soften his pliant nature rather than render him more obdurate.”12 That year, the Governor’s remarks were referred to a joint committee of both legislative houses for their consideration.13

Over the next six years, the New Jersey Legislature sought to provide facilities for the young men and women convicted of criminal acts. On April 06, 1865, the New Jersey Legislature established the “State Reform School for Juvenile Offenders.”14 Five years later, on April 04, 1870, the Legislature created a facility for the young women of New Jersey called the “State Industrial School for Girls.”15 For the next thirty years, the facilities would operate under these monikers.

In the Legislative session of 1900, the Legislature renamed the institutions for male and female juvenile offenders. The State Reform School for Juvenile Offenders, located at Jamesburg,
would become the “State Home for Boys.” The State Industrial School for Girls would become the “State Home for Girls.” These facilities continued to bear these legislatively ascribed names until the 1970s.

After almost seventy years, the State Home for Boys was renamed once again. In 1970, this facility would become the “Training School for Boys.” Then, on October 01, 1974, after 108 years as all male institution, the Training School for Boys became a coeducational institution. “This consolidation became necessary upon the closing of the Training School for Girls, Trenton.”

In 1976, the Legislature established the Department of Corrections (DOC) in the Executive Branch of the State Government. To this time, the DOC “provide[s] for the custody, care, discipline, training and treatment of adult offenders committed to State correctional institutions or on parole…” In addition, the DOC is responsible for “[d]evelop[ing] alternatives to conventional incarceration for those offenders who can be dealt with more effectively in less restrictive, community-based facilities and programs.”

When the DOC was created, it assumed control and supervision of the State’s eight correctional institutions. In addition, the DOC was given authority over “[a]ny State institution and satellite facilities….” For almost twenty years the DOC’s authority would include facilities in which juvenile offenders were housed.

On December 15, 1995, the New Jersey Legislature created the Juvenile Justice Commission in, but not of, the Department of Law and Public Safety. Among the functions, powers, duties and authority of the commission is the “supervision and management of each secure juvenile facility….” The Legislature transferred to the JJC “the custody and care of any juvenile adjudicated delinquent and committed… to the Department of corrections….” In addition,
N.J.S. 52:17B-176 specifically transferred authority over the New Jersey Training School for Boys, to the JJC.29

To this time, the JJC operates three secure facilities.30 These facilities include the Juvenile Medium Security Facility, the Female Secure Care and Intake Facility, and the New Jersey Training School – Jamesburg.31

**Preliminary Outreach**

In gathering preliminary information on this subject, Staff had the opportunity to speak with counsel to the JJC.32 Christina Broderick, Chief of Legal and Regulatory Affairs, confirmed that references to the State Home for Boys and State Home for Girls, are not appropriate because these terms are no longer used by the JJC.33

**Pending Bills**

There are no bills pending that seek to amend the language of N.J.S. 30:4-85; N.J.S. 48:12-109; N.J.S. 30:3-5(2); N.J.S. 30:3-6(1) to remove references to the New Jersey Home for Boys and the New Jersey Home for Girls.

**Conclusion**

The Commission recommends the modification of the New Jersey statutes to remove the anachronistic references to the “State Home for Boys” and “State Home for Girls” and replacing these references with a reference to facilities and programs established by the Juvenile Justice Commission.

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31 Id.
33 Id.
Appendix

The proposed modifications to N.J.S. 30:4-85 and N.J.S. 48:12-109 are shown with underlining for inserted language and strikethrough for deletions.

N.J.S. 30:4-85. Transfers between correctional institutions; transfer to State prison; authority of commissioner; contracts with county institutions

(a) Any inmate person who is incarcerated of in any correctional institution as classified in section 30:1-7 of this Title may be transferred to any other such correctional institution by order of the commissioner directing such transfer, either upon the application of the chief executive officer or upon the initiative of the commissioner.36

(b) Except as provided for in this section, No inmate no person who is incarcerated in the State Home for Boys or the State Home for Girls Youth Correctional Institution Complex, as defined in N.J.S. 30-4-146, shall be transferred to the State Prison.

(c) Any inmate person who is incarcerated in a youth correctional institution for males of the State Home for Boys of the age of and is 15 years of age may be transferred from such home to the reformatory at Annandale or the William H. Fauver Youth Correctional Facility or, if over the age of 16 years, to the reformatory at Bordentown. Garden State Youth Correctional Facility, and any inmate of the State Home for Girls, over the age of 16 years, may be transferred from such home to the women's reformatory at Clinton.

35 See N.J. STAT. ANN. § 30:1-7 (enumerating a list of the long-term care facilities, institutions, and psychiatric facilities of this State and including any facilities established after the enactment of the statute of a similar purpose). But see N.J. STAT. ANN. § 52:17B-176 (providing that N.J. STAT. ANN. § 30:1-7 has been used to create correctional facilities such as the Juvenile Medium Security Facility).
36 See N.J. STAT. ANN. § 30:4-91.1 (authorizing and empowering the Commissioner of the Department of Corrections to transfer an inmate to an institution or facility more appropriate for their needs and welfare, or that of other inmates or for the security of the institution and to designate the place of confinement to which an inmate shall be transferred to serve their sentence).
38 See N.J. STAT. ANN. § 52:17B-17-170(e)(8), (9) (empowering the Commissioner with the power to “manage and operating all State secure juvenile facilities.…”). See also N.J. STAT. ANN. § 52:17B-171(b)(1), (2) (vesting the executive director with the responsibility for the “supervision and management of each secure juvenile facility, juvenile facility and program operated by the commission; and “the immediate supervision of the work of the commission and the day to day exercise and performance of the commission’s functions, powers, duties and authority.”). See N.J. STAT. ANN. § 52:17B-171(b)(18) (authorizing the Commission to “receive and classify juvenies committed to the custody of the commission.”).
39 See P.L.2019, c.329 and N.J. STAT. ANN. § 30:1B-8 (noting On August 1, 2020, Governor Murphy signed a bill into law that changed the name of Mountainview Youth Correctional Facility to the William H. Fauver Youth Correctional Facility.) Construction of the Mountainview Youth Correctional Facility began in 1926 and the Juvenile facility, originally named “Annandale Farms” opened in 1929.
40 The reformatory at Bordentown became the Albert C. Wagner Youth Correctional Facility See Press Release, New Jersey Department of Corrections to Consolidate Two Youth Correctional Facilities (Oct. 10, 2019) (on file with the author) (announcing the closing of the main building of the Wagner facility and the transfer of individuals to the Garden State Youth Correctional Facility).
(d) Any person who is incarcerated in a youth correctional institution for females and is 16 years of age or older, may be transferred to Edna Mahan Correctional Facility for Women.41

(e) Any inmate of person who is incarcerated in a correctional institution for males, as classified in section 30:1-7 of this Title, of the age of 18 years, may be transferred to the State Prison if it shall appear, to the satisfaction of the commissioner after recommendation by a special classification review board appointed by the State board from among members of the department central office staff, that such inmate person cannot properly be confined in such institution and that his the person’s transfer will operate for the general benefit and welfare of the inmate population of the persons who are incarcerated in the institution from which he the person is to be transferred.

(f) The commissioner may also contract, under the direction of the State board and in behalf of any institution where an inmate person to be transferred may be, with the various governing bodies of counties in this State for the amount to be paid for maintenance of inmates persons of correctional institutions to be maintained in such county institutions, after transfer thereto by order of the commissioner, for such amounts as may be approved by the State House Commission, and such payments shall be taken from and paid out of the appropriation made annually for the maintenance of such person or persons in the State institution from whence he the person is or shall be transferred, and the commissioner shall have power to make such transfer in such cases as in the case of other transfers provided for in this section. Such transfers shall be made in accordance with the formally adopted rules of the State board.

(g) Persons transferred shall be subject to rules, regulations and discipline of the institution in which they are confined, except in so far as they conflict with the rules and regulations of the State board.

Credits: Amended by L.1948, c. 203, § 1, eff. July 2, 1948; L.1957, c. 93, § 1, eff. July 21, 1957.

Comments

Consistent with contemporary drafting practices, the undesignated statutory paragraphs have been revised to provide each distinct provision with a letter designation from (a) through (g) to promote accessibility and readability.

The Commission previously recommended the removal of the pejorative term “inmate” from the New Jersey statutes.42 The Commission’s recommendation to eliminate the pejorative term “inmate” is reflected throughout the statute.

Subsection (a)

The proposed language in this subsection removes the references to the pejorative term inmate and replaces each with the term “person who is incarcerated.”

41 STATE OF N.J., DEP’T OF STATE, DEP’T OF INSTS. & AGENCIES (CORRECTIONS) – N.J. STATE REFORMATORY FOR WOMEN AT CLINTON, https://www.nj.gov/state/archives/catseinst03.html (last visited Oct. 24, 2023) (“The State Reformatory for Women at Clinton (or Clinton Farms) was opened in 1913. It operates today as the Edna Mahan Correctional facility for Women.”).
42 See supra note 34.
Subsection (b)

The language in this proposed subsection removes the references to the pejorative term inmate and replaces them with the term “person who is incarcerated.” In addition, the anachronistic references to the State Home for Boys and the State Home for Girls have been replaced with a reference to the corresponding youth correctional facilities under the purview of the Juvenile Justice Commission.

Subsection (c)

The pejorative use of the term inmate has been eliminated and replaced with the term “person who is incarcerated.” Additional language has been added to the statute to distinguish persons who are incarcerated in youth correctional institutions for males, as opposed to those facilities used to house females who are incarcerated in correctional facilities. The language “correctional institutions for males” is derived from language found in the fourth paragraph of this statute – now designated as proposed subsection (e).

In addition, the anachronistic references to the State Home for Boys and the State Home for Girls have been replaced with a reference to youth correctional facilities that are under the purview of the Juvenile Justice Commission.

The references to the Annandale and Bordentown reformatory facilities now reflect their current names. Additionally, the reference to transferring females from youth correctional facilities is now set forth in a proposed, separate subsection, designated as (d).

Subsection (d)

The language in this proposed subsection pertains to the transfer of females aged sixteen or older, and who are incarcerated, to a women’s correctional facility. The reference to the reformatory at Clinton has been updated to reflect the current operational name of the facility.

Subsections (e) through (g)

The proposed language in these subsections removes the references to the pejorative term inmate and replaces them with the term “person who is incarcerated.”

N.J.S. 48:12-109. State officials and employees entitled to free transportation

The following persons, during their respective terms of office or employment, shall pass and repass, free of charge, in regular coach service, over all railroads operating such passenger service, in this State within the borders of this State:

The Governor, Chancellor, Vice-Chancellors, Justices of the Supreme Court and judges of the court of errors and appeals, judges of the circuit court, Attorney General and his legal assistants, secretary and assistant Secretary of State, State Treasurer, deputy State Treasurer, State Comptroller, deputy State Comptroller, assistant to comptroller, State Tax Commissioner, chief engineer in the Division of Railroad Valuation of the State Tax Department, State supervisor of inheritance tax, members and secretary of the State Board of Tax Appeals, standing advisory masters of the court of chancery, clerk and deputy clerk in chancery, Clerk of the Supreme Court, adjutant general, quartermaster general, secretary to the Governor, executive clerk, clerk to the school fund, State Librarian, custodian of the Capitol, keeper and supervisor of the State Prison, superintendent of the New Jersey reformatory, Commissioner and assistant commissioners of

43 Howe v. Allied Van Lines, Inc., 622 F.2d 1147, 1153 n.13 (3d Cir. 1980) (acknowledging that “[n]umerous states have also enacted similar preferential legislation” and noting that “railroads in New Jersey are required to carry free of charge state employees who are traveling on state business.”).
Education, members, secretary and protectors of the Board of Fish and Game Commissioners, Secretary of the State Board of Agriculture, Commissioner of Banking and Insurance, deputy Commissioners of Banking and Insurance, chief, division of personal loan agencies of the Department of Banking and Insurance, chief, license division of the Department of Banking and Insurance, insurance investigator of the Department of Banking and Insurance, Commissioner and special investigator of the Department of Institutions and Agencies, parole agent of the New Jersey State Prison, chief parole officer of the New Jersey State Home for Boys, Director of Juvenile Parole and Transition Services, chief parole officer of the New Jersey reformatory, field parole officer of the New Jersey reformatory, parole officer of the New Jersey State Home for Girls, State prison inspectors, general agent and agents of the State Board of Children’s Guardians, Commissioner of Labor, bureau chiefs of the Department of Labor, the members of the North Jersey Water Supply Commission, members, counsel, secretary and inspectors of the Board of Public Utility Commissioners, State Highway Commission and its engineer, State Geologist, members, chief examiner and secretary of the Civil Service Commission, State and assistant State Purchasing Agent, Director of Public Record Office, Superintendent of Weights and Measures, State Auditor, members of New Jersey Interstate Bridge and Tunnel Commission, members, counsel and secretary of the South Jersey Port Commission, members, secretaries and engineer of the New Jersey Traffic Commission, members of the Rehabilitation Commission, members and director of the Board of Conservation and Development, members and chief engineer of the Board of Commerce and Navigation, members of the Department of Health of the State of New Jersey, Director and assistant director of Health of the State of New Jersey, members of the Board of Shell Fisheries, Director of Shell Fisheries, members and officers of both Houses of the Legislature of this State and the members of the House of Representatives and United States Senators of New Jersey.

Credits: Amended by L.1969, c. 159, § 1, eff. Sept. 9, 1969. The following persons, during their respective terms of office or employment, shall pass and repass, free of charge, in regular coach service, over all railroads operating such passenger service, in this State within the borders of this State:

1 Treatment of references to courts and judicial officers in statutes effective prior to September 15, 1948, see N.J.S.A. § 1:1-22.


Comments

The anachronistic reference to the State Home for Boys, and Girls, has been removed from the statute and a reference the chief parole officer of the State Home for Boys and Girl has been updated to reference the Director of Juvenile Parole and Transition Services.
For Reference

N.J.S. 30:3-5(2). Use of Moneys provided for by this act; order of precedence as to institution.

6. The moneys raised by this act shall be devoted exclusively to the acquisition of sites for and the constructing, reconstructing, development, extending and equipping of state charitable, hospital, relief, training, correctional, reformatory and penal institutions and appurtenances thereto, in the order of precedence set forth in this section…

State Home for Boys, Jamesburg -- New dormitory, housing for inmates…  65,000.00…

State Home for Girls, Trenton – Repairs and reconstruction of buildings…  50,0000….

Comments

When a search for the term “State Home for Boys” is conducted on Westlaw using the search parameters TE(“State Home for Boys”) it will return two statutes from the New Jersey Acts Saved From Repeal - N.J.S. 30:3-5(2) and N.J.S. 30:3-6(1). Statutes “designated ‘saved from repeal’ shall have operative force and effect only to the extent that they were operative and effective at the time of taking effect of the Revised Statutes…”.44 These statutes “remain superseded or repealed, and shall have no further or additional effect because of their inclusion in the Revised Statutes, or such other statute, as aforesaid.”45 As a result, there is no recommended revision for these statutes.

N.J.S. 30:3-6(1). Appropriation from state institutional construction fund to state institutions enumerated

1. For the purpose of further carrying into effect the provisions of chapter two hundred and twenty-seven of the laws of one thousand nine hundred and thirty, there is hereby appropriated from the “state institutional construction fund”, for the purposes herein enumerated, the several amounts herein set forth.

State Home for Boys, Jamesburg – Repairs and reconstruction of buildings…  40,0000….

State Home for Girls, Trenton – Housing for inmates…  75,0000… Repairs and reconstruction of buildings…  40,0000…

Comments

When a search for the term “State Home for Boys” is conducted on Westlaw using the search parameters TE(“State Home for Boys”) it will return two statutes from the New Jersey Acts Saved From Repeal - N.J.S. 30:3-5(2) and N.J.S. 30:3-6(1). Statutes “designated ‘saved from repeal’ shall have operative force and effect only to the extent that they were operative and effective at the time of taking effect of the Revised Statutes…”.44 These statutes “remain superseded or repealed, and shall have no further or additional effect because of their inclusion in the Revised Statutes, or such other statute, as aforesaid.”45 As a result, there is no recommended revision for these statutes.

45 Id.
46 See supra note 44.
47 Id.