

ANALYSIS OF THE NEW JERSEY
FISCAL YEAR 1999 - 2000 BUDGET



DEPARTMENT OF CORRECTIONS

PREPARED BY

OFFICE OF LEGISLATIVE SERVICES

NEW JERSEY LEGISLATURE

MAY 1999

NEW JERSEY STATE LEGISLATURE

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DEPARTMENT OF CORRECTIONS

Budget Pages..... C-7, C-15, C-20, C-26, D-63 to D-97, E-3 to E-4, H-1 to H-2

Fiscal Summary (\$000)

	Expended FY 1998	Adjusted. Appropriation FY 1999	Recommended FY 2000	Percent Change 1999-00
State Budgeted	\$801,533	\$849,664	\$879,219	3.5%
Federal Funds	13,523	12,726	12,529	(1.5)%
<u>Other</u>	<u>39,894</u>	<u>46,583</u>	<u>44,351</u>	<u>(4.8)%</u>
Grand Total	\$854,950	\$908,973	\$936,099	3.0%

Personnel Summary - Positions By Funding Source

	Actual FY 1998	Revised FY 1999	Funded FY 2000	Percent Change 1999-00
State	8,754	8,959	9,427	5.2%
Federal	30	34	43	26.5%
<u>Other</u>	<u>391</u>	<u>438</u>	<u>536</u>	<u>22.4%</u>
Total Positions	9,175	9,431	10,006	6.1%

FY 1998 (as of December) and revised FY 1999 (as of September) personnel data reflect actual payroll counts. FY 2000 data reflect the number of positions funded.

Introduction

The Department of Corrections (DOC) is responsible for custody, care, discipline, training and treatment of persons committed to State correctional institutions, as well as for those individuals under community supervision or on parole. It provides rehabilitative programs, training and educational opportunities for its inmates. The department also cooperates with the other law enforcement agencies of the State to encourage a more unified system of criminal justice.

The Department has under its jurisdiction fourteen institutions: nine housing adult male offenders, one of which is dedicated to the treatment and rehabilitation of sex offenders; one housing adult female offenders; and three facilities housing youthful offenders.

Introduction (Cont'd)

The department also operates the Office of Parole and Community Programs which is responsible for supervising parolees in the community and those released to the halfway houses. The State Parole Board, which determines when and under what conditions inmates are released on parole or returned to prison in the case of parole violations, is in, but not of, the Department of Corrections, but is included in the department's budget for organizational purposes.

Key Points

- ! The department's FY 2000 Direct State Services recommendation totals \$757 million, \$33 million or 4.6 percent more than the FY 1999 adjusted appropriation of \$724 million. The increase primarily reflects an enhanced program of mental health treatment for inmates; the operating costs for a facility for the civil commitment of sex offenders who have completed their time of incarceration, but are still deemed to be a danger to the community; various parole enhancement initiatives; and custody staff training.
- ! According to the Department of Corrections' second quarter spending plan, the department projects a total net deficit of \$60 million in FY 1999. The FY 1999 adjusted appropriation amount assumes that supplemental appropriations totaling \$7.8 million in Direct State Services funding and \$51.8 million in Grants-In-Aid funding will be made to the Department of Corrections prior to the end of the current fiscal year.
- ! As of January 31, 1999, there were 30,555 State sentenced inmates housed in State and county correctional facilities and halfway house placements. The department estimates that 125 more inmates will enter the State's prison system each month than will leave it during FY 2000.
- ! According to the FY 2000 budget evaluation data, with a projected population level of 24,169 inmates in the institutional population, the State prisons are expected to operate at 138 percent of their rated capacity of 17,458 bed spaces. The population above the rated capacity amount is accommodated primarily through double bunking at various institutions and the conversion of other facility operating space to inmate bed spaces.
- ! The FY 2000 budget recommends \$3.1 million for the expansion of bed spaces at 7 institutions through double bunking. Institutions to be double bunked include East Jersey State Prison, 86 beds; South Woods State Prison, 144 beds; Bayside State Prison, 40 beds; Southern State Correctional Facility, 30 beds; Adult Diagnostic and Treatment Center, Avenel, 60 beds; Garden State Youth Correctional Facility, 48 beds; and Albert C. Wagner Youth Correctional Facility, 12 beds.
- ! The FY 2000 budget recommends a new appropriation of \$2 million to provide for a total of ten hours of annual training for all custody staff. Currently, all custody staff receive training upon entering into the employ with the Department of Corrections. This new appropriation would ensure that custody staff received continuous training throughout their tenure with the department. The appropriation would fund the cost of overtime generated as a result of posts left vacant during the officers' training period.

Key Points (Cont'd)

- ! The FY 2000 budget includes a \$16 million recommendation for additional mental health treatment services for inmates, an increase of \$14 million over the FY 1999 appropriation. In response to ongoing litigation, the department has developed a comprehensive plan to address the mental health needs of inmates under its jurisdiction.
- ! The FY 2000 budget includes a recommendation totaling \$9.5 million for a facility for the civil commitment of sexual offenders who have completed their time of incarceration for the crimes they committed but are still deemed to be a danger to the community, an increase of \$7.5 million over the FY 1999 appropriation of \$2 million. The recommendation would provide funding for the custody, supervision and care of inmates classified as sexually violent predators. The New Jersey Sexually Violent Predator Act (P.L. 1998 c.71) establishes a civil procedure for the involuntary commitment of inmates classified as sexually violent predators who have completed their sentences for sex crimes. The Department of Human Services, Division of Mental Health Services is responsible for treatment.
- ! An appropriation of \$122,000 is recommended in FY 2000 for the expansion of the sex offender surveillance/recovery unit from two teams of probation officers to three teams. This unit provides enhanced tracking, random drug testing and supervision of paroled sex offenders.
- ! A new appropriation of \$507,000 is recommended in FY 2000 for the Violent Offender Fugitive Recovery program. The program is intended to create three special teams of parole officers who will work with federal, State and local law enforcement agencies to apprehend and re-incarcerate parolees who have violated the terms of parole. These teams will concentrate on high profile violent offenders/parolees at large who pose a risk to the safety of the community.
- ! A new appropriation of \$539,000 is recommended in FY 2000 for a Past Due Parole Eligibility Unit. The unit, to be located at the 300-bed Secaucus satellite facility, (formerly the Northern Regional Pre-Release Unit), will expedite processing new inmates who are housed in the county jails but are past due or within seven months of their earliest parole eligibility date. Many inmates serve their entire sentence in the county facilities while they are waiting for bed space to become available in a State institution. Oftentimes their parole dates arrive before they are processed into the institutional population. By processing and paroling these inmates more quickly, the department hopes to reduce the number of bed spaces required in county jail facilities. Funding would support 15 positions.
- ! A new appropriation of \$100,000 is recommended for the Parole Board to place one Hearing Officer and staff at the new Past Due Parole Eligibility Unit in order to expedite the granting of paroles at this facility.
- ! The FY 2000 budget recommends \$2.6 million for the Parolee Drug Treatment Program, a program which provides intensive, low caseload supervision for parolees with a history of drug related problems. This represents an increase of \$1.3 million over the FY 1999 adjusted appropriation of \$1.3 million and will provide for 325 additional program participants, for a total program population of 650 inmates.

Key Points (Cont'd)

- ! A new recommendation of \$251,000 would provide for a comprehensive in-house information system which would automate the inmate database, the eligibility monitoring hearing process and the reporting and decision making process of the State Parole Board.
- ! A new appropriation of \$265,000 would fund an additional parole panel of the State Parole Board to expedite the reduction of the backlog of inmates who are eligible for parole, but not yet processed. Funding would support two Parole Board members and support staff.
- ! The governor's budget includes \$52.8 million for the Grants-in-Aid program, Purchase of Community Services, \$13 million more than the amount appropriated in FY 1999. Budget evaluation data indicate that funding would provide 2,692 beds in residential treatment facilities, an increase of 454 beds over the FY 1999 level.
- ! The FY 2000 budget recommendation would reduce by \$28.4 million, or 39.5 percent, funding for the Grants-in-Aid program, Purchase of Service for Inmates Incarcerated in County Penal Facilities, from \$71.8 million in FY 1999 to \$43.4 million in FY 2000. This reduction reflects the department's use of double bunking in State facilities and efforts to increase community based bed spaces as well as attempts to provide various alternatives to incarceration for the increasing population of State sentenced inmates.
- ! The FY 2000 budget recommendation includes \$24 million for capital projects in FY 2000, an increase of \$12.2 million over the FY 1999 level of \$11.8 million. Proposed work includes fire safety code compliance, plumbing, emergency repairs, roof repair and security enhancements and the installation of permanent secure housing units.

Program Description and Overview

The Department of Corrections (DOC) is responsible for custody, care, discipline, training and treatment of persons committed to State correctional institutions, on parole or other community supervision. It provides rehabilitative programs, training and educational opportunities for its inmates in an effort to prepare them for their eventual release and reintegration into their communities as productive citizens. The department also cooperates with the other law enforcement agencies of the State to encourage a more unified system of criminal justice.

The department has under its jurisdiction fourteen institutions: nine housing adult male offenders, one of which is dedicated to the treatment and rehabilitation of sex offenders; one housing adult female offenders; and three facilities housing young adult offenders.

The Department of Corrections also operates the Office of Parole and Community Programs which is responsible for supervising parolees in the community and those released to halfway houses. The State Parole Board, which determines when and under what conditions inmates are released on parole or returned to prison in the case of parole violations, is in, but not of, the Department of Corrections, and is included in the department's budget for organizational purposes.

Department's Budget Growth

The Department of Corrections' budget is largely governed by the number of inmates that are committed to its care. The number of inmates and their length of stay are determined primarily by the statutes which prescribe the penalties for various crimes, and the courts which hand down these penalties during the sentencing process. On the other end of the process, the Parole Board determines if and when an inmate who becomes eligible for parole should be released prior to the completion of the inmate's full sentence.

The department's budget for operations (Direct State Services) and purchase of services (Grants-In-Aid) has increased from \$610 million expended in FY 1994 to \$838 million appropriated in FY 1999, for an average annual increase of 6.6 percent. The FY 1999 adjusted appropriation amount assumes that supplemental appropriations totaling \$51.8 million for the Purchase of Services for Inmates Incarcerated in County Penal Facilities, and \$7.8 million for departmental salary accounts will be made to the Department of Corrections prior to the end of the current fiscal year. FY 1999 budget language permits the appropriation of additional county reimbursement funding with only the approval of the Director of the Division of Budget and Accounting (Appropriations Handbook p. C-10). As of April 15, 1999 \$43.4 million has been appropriated to the department through this process.

The FY 2000 Direct State Services and Grant-in-Aid recommended budgets of \$855 million is 2 percent more than the FY 1999 adjusted appropriation of \$838 million. The Grant-in-Aid account for Payments to Counties for Housing State Sentenced Inmates in County Penal Facilities is recommended to be reduced by \$28.4 million in FY 2000, despite the fact that the inmate population is steadily increasing. The department has noted that it plans to reduce its use of county facilities in FY 2000 by increasing the number of community placements, double bunking inmates in various institutions, and by more quickly and efficiently processing and paroling the backlog of inmates who are past due for parole eligibility hearings.

It should be noted that sizable mid-year supplemental appropriations have been required in recent years so that the department could meet its salary and county payment obligations.

Program Description and Overview (Cont'd)

New and Expanded Programs

Training & Mental Health

The FY 2000 budget recommends a new appropriation of \$2 million to provide for a total of ten hours of annual training for all custody staff. Currently, custody staff members receive training upon entering into the employ of the Department of Corrections. It is expected that funding for this purpose would be requested annually to provide custody staff with continuous training throughout their tenure with the department. The appropriation would fund the cost of overtime generated as a result of posts left vacant during the officers' training period.

In response to ongoing litigation (C.F. vs. Terhune), the Department of Corrections has developed a comprehensive plan to address the mental health needs of inmates under its jurisdiction. According to the department, the plan would provide for:

- ! specialized institutional treatment units at New Jersey State Prison, Northern State Prison and Edna Mahan Correctional Facility for Women;
- ! transitional care/residential treatment units at New Jersey State Prison, South Woods State Prison, Northern State Prison and Edna Mahan Correctional Facility for Women;
- ! additional mental health intake screening at DOC reception centers;
- ! enhanced mental health treatment for inmates; and
- ! mental health training for all correction officer staff.

The FY 2000 budget includes a recommended appropriation of \$16 million for this purpose, \$14 million more than the amount appropriated in FY 1999.

Sex Offender Programs

The FY 2000 budget also includes a recommendation of \$9.5 million for a facility for the civil commitment of sexual offenders who have completed their time of incarceration for the crimes they committed but are still deemed to be a danger to the community. This represents an increase of \$7.5 million over the FY 1999 appropriation of \$2 million. The New Jersey Sexually Violent Predator Act (P.L. 1998 c.71) establishes a civil procedure for the involuntary commitment of individuals classified as sexually violent predators who have completed their sentences for sex crimes and therefore are no longer required to remain in DOC correctional facilities. According to the FY 2000 Budget in Brief, this new facility will provide 150 bed spaces for the commitment and treatment of civilly committed sexual offenders.

The FY 2000 recommendation would provide funding for 95 positions, including 75 custody staff positions for this new sex offender unit. While the Department of Corrections will be responsible for the custody, supervision and care of individuals classified as sexually violent predators, the Department of Human Services, Division of Mental Health Services will be responsible for their treatment.

The Sex Offender Surveillance/Recovery Unit, a unit which provides enhanced tracking, random drug testing and supervision of paroled sex offenders, is recommended to receive an additional \$122,000 in FY 2000. Funding would support the expansion of the unit from two teams of probation officers to three teams. According to the department's budget request, due to the increased number of escapes from various residential community programs, the two existing teams

Program Description and Overview (Cont'd)

spend an inordinate amount of time on the recovery of these inmates and less time on surveillance. The third team would allow more time for supervision of these offenders in order to help safeguard against repeat offenses.

Parole Programs

A new appropriation of \$539,000 is recommended in FY 2000 for a Past Due Parole Eligibility Unit. The unit, to be located at the 300-bed Secaucus satellite facility (formerly the Northern Regional Pre-Release Unit), will expedite the processing of new inmates who are housed in the county jails but are past due or within seven months of their earliest parole eligibility date. Many inmates serve their entire sentence in the county facilities while they are waiting for bed space to become available in a State institution. Oftentimes their parole dates arrive before they have been processed into the institutional population. By processing these inmates more quickly, the department hopes to reduce the number of bed spaces required in county jail facilities. Funding would support 15 positions.

In addition to the Past Due Parole Eligibility Unit, the FY 2000 budget recommends a special appropriation of \$100,000 for the State Parole Board. This appropriation would permit the parole board to place one Hearing officer and staff at the new unit to expedite the actual granting of paroles at this facility.

The FY 2000 recommendation also includes a new appropriation of \$265,000 that would fund an additional parole board panel to expedite the reduction of the backlog of inmates within the institutional population who are eligible for parole, but not yet processed. FY 2000 funding would support two Parole Board members and support staff. Pending legislation (S 1698 and A 2881), would increase the membership of the Parole Board from 8 to 10 members. As of April 15, 1999, both bills were in the Assembly Law and Public Safety Committee.

The FY 2000 recommendation provides funding totaling \$2.6 million for parolee drug treatment, twice the amount that was appropriated in FY 1999. The program provides for the placement of inmates who have completed in-prison and community based treatment programs into specialized parole caseloads where they would receive enhanced levels of supervision and random drug testing, as well as support and counseling from specially trained parole officers. Budget evaluation data indicate that 325 offenders participated in this program in FY 1999 and 650 are expected to participate in FY 2000.

A new recommendation of \$507,000 would create the Violent Offender Fugitive Recovery Unit within the Division of Parole. Funding would support three new squads of two parole officers each, deployed regionally. Currently there are 2,540 fugitives on warrants for parole revocations. The squads will work cooperatively with local, county, State and federal government agencies as a task force to apprehend high profile violent offenders/parolees at large who pose a risk to the safety of the community.

Finally, a new recommendation of \$251,000 would provide the State Parole Board with a comprehensive in-house information system which would automate the Parole Board's inmate database, its eligibility monitoring hearing process and its reporting and decision making process.

Program Description and Overview (Cont'd)

Grants-In-Aid Funding

The FY 2000 budget recommendation for the Purchase of Services for Inmates Incarcerated in County Penal Facilities is \$43.4 million, 40 percent or \$28.4 million less than the FY 1999 adjusted appropriation of \$71.8 million for this program. This reduction reflects the departments efforts to increase the number of community halfway house placements, increase institutional bed spaces by double bunking inmates in various institutions, and reduce reliance on county bed spaces by more efficiently processing and paroling the backlog of inmates who are past due for parole eligibility hearings.

The governor's budget includes \$52.8 million for the Purchase of Community Services in FY 2000, \$12.9 million more than the amount appropriated during FY 1999. According to budget evaluation data, funding would provide for 2,692 beds in residential treatment facilities, an increase of 454 beds (Budget page D-65).

Capital Funding

Pay-as-you-go capital funding totaling \$24 million is recommended in FY 2000 for various repair and renovation projects. Proposed work includes water and sewer system upgrades, security enhancements at various facilities as well as roof repairs, fire safety code compliance, emergency generators and critical repairs. Funding for permanent secure housing construction is also recommended in FY 2000. The department received \$11.8 million for capital construction in FY 1999. The Department of Corrections has been working on a facilities master plan over the past several years which would provide information about the short term and long term construction needs of the department based upon population growth and the status of its current infrastructure.

Inmate Population Growth

From FY 1994 to FY 1999, the institutional prison population (State facilities) has increased by 30 percent. In FY 2000, the department projects that an average of 125 more inmates per month will enter the State's prison system than will leave it.

According to the budget recommendation, the State prison system is projected to house an average daily population of 24,169 inmates in FY 2000 the same number of inmates housed in FY 1999. The projected FY 2000 population figure represents 138 percent of the prison system's rated capacity of 17,458 bed spaces. Since FY 1994, the department has increased its rated capacity from 13,889 beds to 17,458 beds in FY 2000, an increase of 26 percent.

FY 2000 Budget evaluation data indicate that in addition to the institutional population, the county jails will house an average daily population of 2,781 State sentenced offenders. Of this number, 806 are awaiting placement in a State institution. The remaining 1,975 inmates are housed in the counties under county contract and county assistance agreements (Budget page D-65).

In addition, 6,531 offenders will participate in various alternatives to incarceration. This includes: Community-based halfway house placement (2,692); Electronic Monitoring (400); Intensive Surveillance/Supervision (1,425); Intensive Supervision (1,215); High Impact Diversion (700), and Drug Courts (99). An additional 650 parolees are expected to participate in the Parolee Drug Treatment program in FY 2000 in an effort to help them remain out of prison and to reduce

Program Description and Overview (Cont'd)

the need for prison housing.

The following table displays the growth in average daily population of individuals incarcerated and in other alternative programs from FY 1994 to FY 1999.

<u>Average Daily Population: FY 1994-1999</u>			
<u>State Institution</u>	<u>FY 1994</u>	<u>FY 1999</u>	<u>Change + or (-)</u>
New Jersey	2,153	1,856	(297)
Vroom, CRAF	0	1,116	1,116
East Jersey	2,411	2,441	30
South Woods	0	3,322	3,322
Bayside	2,036	2,280	244
Southern	1,483	1,602	119
Mid-State	557	625	68
Riverfront	1,055	1,137	82
Edna Mahan	838	1,140	302
Northern	2,465	3,050	585
Adult Diagnostic, Avenel	680	805	125
Garden State	1,727	1,953	226
Albert C. Wagner	1,402	1,547	145
Mountainview	<u>1,721</u>	<u>1,295</u>	<u>(426)</u>
Total State Institutional Avg. Daily Pop.	18,528	24,169	5,641
Other Incarceration			
County Placements	4,372	2,822	(1,550)
Alternatives to Incarceration			
Halfway House	365	2,238	1,873
Electronic Monitoring	0	400	400
Intensive Surveillance/Supervision	325	1,425	1,100
Intensive Supervision	678	1,215	537
High Impact Diversion	0	700	700
Drug Court	0	99	99
Total Alternatives to Incarceration	1,368	6,077	4,709
TOTAL AVERAGE DAILY POPULATION	24,268	33,068	8,800

Bed Space Expansion

In an effort to reduce reliance on the county jails to house State sentenced inmates and to keep up with the ever increasing State correctional population, the Department of Corrections completed the phased-in occupancy of South Woods State Prison, a new 3,188-bed adult male institution in FY 1998. This institution consists of three 960-bed medium security general population housing units, a 264-bed minimum security unit and a 78-bed long term care facility, of which 44 beds will be for long term care within the institution. The remaining 34 beds are available for short-term hospital treatment and are not included in the permanent bed space count.

Program Description and Overview (Cont'd)

In FY 2000 the department anticipates the addition of 420 bed spaces through double bunking at the following seven institutions: East Jersey State Prison (86 Beds); South Woods State Prison (144 beds); Bayside State Prison (40 beds); Southern State Correctional Facility (30 beds); Adult Diagnostic and Treatment Center, Avenel (60 beds); Garden State Youth Correctional Facility (48 beds); and Albert C. Wagner Youth Correctional Facility (12 beds). Some \$3.1 million is recommended in FY 2000 for these added bed spaces.

Increased funding is recommended to expand the department's purchase of Community Services program in FY 2000. The program provides for the placement of pre-release inmates and prospective pre-release inmates in community based residential facilities. Under the program the department contracts with private vendors to provide certain specialized care for its inmates such as drug and alcohol abuse treatment. Recommended FY 2000 funding of \$52.8 million, a \$13 million increase over the FY 1999 funding level, would support 2,692 contracted beds at community-based treatment facilities. According to the budget data, this represents an increase of 454 bed spaces over the FY 1999 number of 2,238 bed spaces.

Inmates residing in these facilities receive treatment as well as an opportunity for work release. Under N.J.S.A. 30:4-91.4, up to one third of the wages earned by an inmate while on work release is to be used to repay assessments, restitutions and fines owed by that inmate. The remaining two-thirds of the inmate's wages are made available for expenses such as maintenance costs related to the prisoner's confinement, travel expenses to and from work, support of the inmate's dependents, or payment of the inmate's legal debts. The balance, if any, is made available to the inmate upon parole.

County Jails

County jails house approximately 17 percent of the total State sentenced prison inmate population. In exchange, counties are reimbursed by the State at a daily rate after the 15th day of incarceration. This arrangement had been authorized by a series of executive orders beginning in 1981 by Executive Order #106 which was originally issued in response to the over-crowded conditions in the State's prisons. Executive Order #48, which was issued on March 28, 1996, authorized the Commissioner of the Department of Corrections to continue placing State sentenced inmates in county jail facilities for two more years. However, that order expired on March 28, 1998 and has not been renewed. Rather, the department is now required to negotiate with each county for the placement of State sentenced inmates within the county facilities at a daily rate that is acceptable to both the county and State. According to the department's Policy Analysis and Planning Unit's report on Residents, Admissions and Release, as of January 1999, there were 3,997 State sentenced inmates housed in county correctional facilities.

Data Processing Enhancements

The Department of Corrections received \$9 million over two years for the Integrated Information Systems Development program in an effort to replace its existing System 36 computer system with a Year 2000 compliant mini-computer platform. The FY 2000 budget recommends an additional \$7 million for the same purpose. Part of this program would provide for a new revenue collection component to the system that would allow the department to more aggressively collect unpaid fees and fines owed by its inmates as well as provide for the maintenance of the existing Corrections Management Information System (CMIS).

Fiscal and Personnel Summary

AGENCY FUNDING BY SOURCE OF FUNDS (\$000)

	Expended FY 1998	Adj. Approp. FY 1999	Recom. FY 2000	Percent Change	
				1998-00	1999-00
General Fund					
Direct State Services	\$691,980	\$724,273	\$757,252	9.4%	4.6%
Grants - In - Aid	106,169	113,567	98,010	-7.7%	-13.7%
State Aid	0	0	0	0.0%	0.0%
Capital Construction	3,384	11,824	23,957	607.9%	102.6%
Debt Service	0	0	0	0.0%	0.0%
Sub-Total	\$801,533	\$849,664	\$879,219	9.7%	3.5%
Property Tax Relief Fund					
Direct State Services	\$0	\$0	\$0	0.0%	0.0%
Grants-In-Aid	0	0	0	0.0%	0.0%
State Aid	0	0	0	0.0%	0.0%
Sub-Total	\$0	\$0	\$0	0.0%	0.0%
Casino Revenue Fund	\$0	\$0	\$0	0.0%	0.0%
Casino Control Fund	\$0	\$0	\$0	0.0%	0.0%
State Total	\$801,533	\$849,664	\$879,219	9.7%	3.5%
Federal Funds	\$13,523	\$12,726	\$12,529	-7.4%	-1.5%
Other Funds	\$39,894	\$46,583	\$44,351	11.2%	-4.8%
Grand Total	\$854,950	\$908,973	\$936,099	9.5%	3.0%

PERSONNEL SUMMARY - POSITIONS BY FUNDING SOURCE

	Actual FY 1998	Revised FY 1999	Funded FY 2000	Percent Change	
				1998-00	1999-00
State	8,754	8,959	9,427	7.7%	5.2%
Federal	30	34	43	43.3%	26.5%
All Other	391	438	536	37.1%	22.4%
Total Positions	9,175	9,431	10,006	9.1%	6.1%

FY 1998 and revised FY 1999 personnel data reflect actual payroll counts. FY 2000 data reflect the number of positions funded.

AFFIRMATIVE ACTION DATA

Total Minority Percent	39.1%	39.0%	39.0%	----	----
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Significant Changes/New Programs (\$000)

<u>Budget Item</u>	<u>Adj. Approp. FY 1999</u>	<u>Recomm. FY 2000</u>	<u>Dollar Change</u>	<u>Percent Change</u>	<u>Budget Page</u>
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SYSTEM WIDE:

DIRECT STATE

SERVICES:

Mandatory Staff

Training

	\$813	\$0	(\$813)	(100.0)%	D-66
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Under the Holland Consent Decree, the Department of Corrections was required to conduct racial and gender bias training for all employees in FY 1999. According to the department, the training has been completed for all current employees, and no appropriation is requested for FY 2000.

Staff Training

Enhancement

	\$0	\$2,000	\$2,000	—	D-66
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The FY 2000 recommendation would provide for a total of ten hours of annual training for all custody staff. Currently, all custody staff receive training upon entering into the employ with the Department of Corrections. It is expected that funding for this purpose would be requested annually to provide custody staff with continuous training throughout their tenure with the department. The appropriation would fund the cost of overtime generated as a result of posts left vacant during the officers' training period.

Mutual Agreement

Program

	\$4,090	\$4,267	\$177	4.3%	D-66
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The FY 2000 recommendation provides for an increase in the daily rate of housing for the 173 inpatient beds and 58 outpatient slots in the Mutual Agreement Program (MAP). MAP, which provides beds in private community treatment facilities for inmates and parolees selected jointly by the Departments of Corrections, Health and the State Parole Board, is designed for inmates and parolees who are in need of substance abuse treatment. Approximately 65 percent of the current inmate population is estimated to be in need of some form of substance abuse treatment. The program serves as an alternative to incarceration, while providing treatment.

Civilly Committed

Sexual Offender

Facility

	\$2,000	\$9,500	\$7,500	375.0%	D-66
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The FY 2000 recommendation will provide funds for the custody, supervision and care of individuals classified as sexually violent predators. The New Jersey Sexually Violent Predator Act (P.L. 1998 c.71) establishes a civil procedure for the involuntary commitment of inmates classified as sexually violent predators who have completed their sentences for sex crimes and therefore are no longer required to remain in DOC facilities. According to the FY 2000 Budget in Brief, this new facility will provide 150 bed spaces for the commitment and treatment of civilly committed sexual offenders. The FY 2000 recommendation would provide funding for 95 positions, including 75

Significant Changes/New Programs (\$000) (Cont'd)

<u>Budget Item</u>	<u>Adj. Approp.</u> <u>FY 1999</u>	<u>Recomm.</u> <u>FY 2000</u>	<u>Dollar</u> <u>Change</u>	<u>Percent</u> <u>Change</u>	<u>Budget</u> <u>Page</u>
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custody staff positions. While the DOC is responsible for the custody, supervision and care of these individuals, the Department of Human Services is responsible for their treatment.

**Additional Mental
Health Treatment
Services**

	\$2,000	\$16,000	\$14,000	700.0%	D-67
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As a result of ongoing litigation (C.F. vs. Terhune), the department has developed a comprehensive plan to address the mental health needs of inmates under its jurisdiction. The plan would provide for:

- 1) Specialized institutional treatment units at New Jersey State Prison, Northern State Prison and Edna Mahan Correctional Facility for Women;
- 2) Transitional care/residential treatment units at New Jersey State Prison, South Woods State Prison, Northern State Prison and Edna Mahan Correctional Facility for Women;
- 3) Additional mental health intake screening at DOC reception centers;
- 4) Enhanced mental health treatment for inmates; and
- 5) Mental health training for all correction officer staff.

**State Match - Edward
Byrne Drug Treatment
Grant**

	\$134	\$53	(\$81)	(60.4)%	D-67
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Funding from the Edward Byrne Drug Treatment Grant would provide for the monitoring of the delivery of substance abuse treatment, overseeing drug testing operations, and coordinating a case managed "continuum of care". FY 2000 recommended funding would provide matching funds for the \$158,848 in federal funding expected in FY 2000 for the program.

**Drug Testing -
Assumption of Federal
Funding**

	\$0	\$261	\$261	—	D-67
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The recommended funding would provide for the assumption of previous Federal funding for inmate and parolee drug testing in compliance with the Violent Offender Incarceration/Truth in Sentencing requirements. As of September 1999, Federal funding for this program will no longer be available. The recommendation would provide funding for the remaining 10 months of FY 2000.

Significant Changes/New Programs (\$000) (Cont'd)

<u>Budget Item</u>	<u>Adj. Approp. FY 1999</u>	<u>Recomm. FY 2000</u>	<u>Dollar Change</u>	<u>Percent Change</u>	<u>Budget Page</u>
GRANTS-IN-AID:					
Purchase of Service for Inmates Incarcerated in County Penal Facilities	\$71,816	\$43,436	(\$28,380)	(39.5)%	D-67

In FY 2000 the department will attempt to reduce its expenditures for the purchase of service for inmates incarcerated in county penal facilities by double bunking 420 beds at various institutions, increasing the number of community bed spaces by 454, and expediting the parole process in an effort to reduce the department's overall population.

Purchase of Community Services	\$39,901	\$52,824	\$12,923	32.4%	D-67
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The FY 2000 recommendation would provide funding for 2,692 beds for prospective pre-release inmates in community based contracted residential and contracted secure treatment facilities, respectively. The use of these community-based facilities has enabled the department to make available institutional bed spaces to accept State sentenced inmates housed in county jails. This represents an increase of 454 bed spaces over the FY 1999 level of 2,238 community bed spaces.

AMER-I-CAN Program	\$1,500	\$1,650	\$150	10.0%	D-67
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The AMER-I-CAN program has been operating several years at the same level of funding. The FY 2000 recommendation represents a 10 percent increase for the program.

Straight Up Program, North Brunswick	\$250	\$0	(\$250)	(100.0)%	D-67
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The Straight-Up program, which was funded by the Legislature during the FY 1999 appropriations process, deals with high risk youth. The program helps the adolescents and their families confront and define the major problems they must face, and teaches them how to generate new working concepts that will result in positive self esteem. No funding is requested by the department for FY 2000.

NEW JERSEY STATE**PRISON:**

Materials and Supplies	\$5,796	\$6,838	\$1,042	18.0%	D-69
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The FY 2000 budget recommendation is based on the department's FY 1998 expenditure level for this account.

Significant Changes/New Programs (\$000) (Cont'd)

<u>Budget Item</u>	<u>Adj. Approp.</u> <u>FY 1999</u>	<u>Recomm.</u> <u>FY 2000</u>	<u>Dollar</u> <u>Change</u>	<u>Percent</u> <u>Change</u>	<u>Budget</u> <u>Page</u>
VROOM CENTRAL RECEPTION AND ASSIGNMENT FACILITY:					
Materials and Supplies	\$3,862	\$4,863	\$1,001	25.9%	D-71

The FY 2000 recommendation reflects a reduction in the fuel and utilities costs in FY 1999, offset by an increase generated by a change in the department's clothing distribution system for new inmates. Under the new procedures, inmates are issued a full complement of clothing upon reception into the department at CRAF rather than receive these items after arriving at their assigned facility. The facilities are now responsible only for issuing replacement clothing when the need arises.

Maintenance and Fixed Charges	\$785	\$529	(\$256)	(32.6)%	D-71
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The FY 2000 budget recommendation is based on the department's FY 1998 expenditure level for this account.

EAST JERSEY STATE PRISON Other Additional Bed Spaces					
	\$0	\$1,184	\$1,184	—	D-72

The recommended funding would provide operating costs for 86 additional bed spaces at East Jersey State Prison via double bunking.

Past Due Parole Eligibility Staffing	\$0	\$539	\$539	—	D-73
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The FY 2000 recommendation would provide funding to use the 300-bed Secaucus satellite facility (formerly the Northern Regional Pre-Release Unit) as a Past Due Parole Eligibility Unit. The unit will expedite processing new inmates who are housed in the county jails but are past due or within seven months of their earliest parole eligibility date. Many inmates serve their entire sentence in the county facilities while they are waiting for bed space to become available in a State institution. Oftentimes their parole dates arrive before they are processed into the institutional population. By processing and paroling these inmates more quickly, the department hopes to reduce the number of bed spaces required in county jail facilities. Funding would support 15 new positions.

Significant Changes/New Programs (\$000) (Cont'd)

<u>Budget Item</u>	<u>Adj. Approp. FY 1999</u>	<u>Recomm. FY 2000</u>	<u>Dollar Change</u>	<u>Percent Change</u>	<u>Budget Page</u>
SOUTH WOODS STATE PRISON: GENERAL FUND: Other Additional Bed Spaces					
	\$0	\$682	\$682	—	D-74

The recommended funding would provide operating costs for 144 additional bed spaces at South Woods State Prison via double bunking.

BAYSIDE STATE PRISON: Maintenance and Fixed Charges					
	\$1,340	\$1,648	\$308	23.0%	D-76

The FY 2000 budget recommendation is based on the department's FY 1998 expenditure level for this account.

Other Additional Bed Spaces					
	\$0	\$180	\$180	—	D-76

The recommended funding would provide operating costs for 40 additional bed spaces at Bayside State Prison via double bunking.

SOUTHERN STATE CORRECTIONAL FACILITY: Other Additional Bed Spaces					
	\$0	\$134	\$134	—	D-78

The recommended funding would provide operating costs for 30 additional bed spaces at Southern State Correctional Facility via double bunking.

MID-STATE CORRECTIONAL FACILITY: Salaries and Wages					
	\$13,313	\$14,075	\$762	5.7%	D-79

The FY 2000 budget recommendation is based on the department's FY 1998 expenditure level for this account.

Significant Changes/New Programs (\$000) (Cont'd)

<u>Budget Item</u>	<u>Adj. Approp.</u> <u>FY 1999</u>	<u>Recomm.</u> <u>FY 2000</u>	<u>Dollar</u> <u>Change</u>	<u>Percent</u> <u>Change</u>	<u>Budget</u> <u>Page</u>
RIVERFRONT STATE PRISON:					
Services Other Than Personal	\$4,936	\$5,390	\$454	9.2%	D-81

The recommended amounts for the Services Other Than Personal accounts at all of the institutions are based on the average daily population (ADP) of each institution. This also includes the medical costs (\$2,902 per inmate per year) for inmates housed in the community based treatment centers. In order to provide for the medical costs for inmates housed in community based treatment centers, each treatment center is assigned to a parent institution. The costs are then paid out of the parent institution's account, rather than through the Grants-in-Aid account, Purchase of Community Services. The FY 1999 recommended increase is based on a 125 inmate increase in the ADP of the treatment centers (Hope Hall) assigned to Riverfront State Prison.

Maintenance and Fixed Charges	\$384	\$487	\$103	26.8%	D-81
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The FY 2000 budget recommendation is based on the department's FY 1998 expenditure level for this account.

NORTHERN STATE PRISON:					
Maintenance and Fixed Charges	\$828	\$1,771	\$943	113.9%	D-84

The FY 2000 budget recommendation is based on the department's FY 1998 expenditure level for this account.

ADULT DIAGNOSTIC AND TREATMENT CENTER, AVENEL:					
Other Additional Bed Spaces	\$0	\$614	\$614	—	D-86

The recommended funding would provide operating costs for 60 additional bed spaces at the Adult Diagnostic and Treatment Center, Avenel via double bunking.

Significant Changes/New Programs (\$000) (Cont'd)

<u>Budget Item</u>	<u>Adj. Approp. FY 1999</u>	<u>Recomm. FY 2000</u>	<u>Dollar Change</u>	<u>Percent Change</u>	<u>Budget Page</u>
GARDEN STATE YOUTH CORRECTIONAL FACILITY:					
Other Additional Bed Spaces	\$0	\$216	\$216	—	D-88

The recommended funding would provide operating costs for 48 additional bed spaces at Garden State Youth Correctional Facility via double bunking.

ALBERT C. WAGNER YOUTH CORRECTIONAL FACILITY:					
Other Additional Bed Spaces	\$0	\$55	\$55	—	D-90

The recommended funding would provide operating costs for 12 additional bed spaces at the Albert C. Wagner Youth Correctional Facility via double bunking.

Other Special Purpose	\$0	\$10	\$10	—	D-90
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The FY 2000 budget recommendation is based on the department's FY 1998 expenditure level for this account.

MOUNTAINVIEW YOUTH CORRECTIONAL FACILITY:					
Maintenance and Fixed Charges	\$612	\$771	\$159	26.0%	D-91

The FY 2000 budget recommendation is based on the department's FY 1998 expenditure level for this account.

Significant Changes/New Programs (\$000) (Cont'd)

<u>Budget Item</u>	<u>Adj. Approp.</u> <u>FY 1999</u>	<u>Recomm.</u> <u>FY 2000</u>	<u>Dollar</u> <u>Change</u>	<u>Percent</u> <u>Change</u>	<u>Budget</u> <u>Page</u>
OFFICE OF PAROLE: High Impact Diversion Program	\$4,608	\$4,032	(\$576)	(12.5)%	D-93

The FY 2000 recommendation would provide funding for 700 participants in the High Impact Diversion Program, the same number that was funded in FY 1999. The program is designed to place technical parole violators who have committed serious and/or persistent violations of their parole, and parolees on the verge violating parole, into a program providing a particularly intensive level of supervision. Eligible parolees are referred by the State Parole Board; Probable Cause Hearing Officer; and/or District Parole Supervisor. The recommended reduction reflects the elimination of one-time expenses experienced during the first year of this program expansion.

Parolee Drug Treatment	\$1,336	\$2,639	\$1,303	97.5%	D-93
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The increased appropriation would provide for an additional 325 inmates to participate in the Parolee Drug Treatment Program which provides surveillance, supervision and support services for offenders who are being paroled out of community based facilities. In FY 2000, a total of 650 parolees are anticipated to participate in the program.

Violent Offender Fugitive Recovery Unit	\$0	\$507	\$507	—	D-93
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The FY 2000 recommendation would fund a new program consisting of three squads deployed regionally with two parole officers per squad. Currently there are 2,540 fugitives on warrants for parole revocations. The squads will work cooperatively with local, county, State and federal agencies as a task force to apprehend high profile violent offenders/parolees at large who pose a risk to the safety of the community.

Sexual Offender Surveillance/Recovery Unit Enhancement	\$0	\$122	\$122	—	D-93
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The recommended appropriation would provide for the expansion of the Sexual Offender Surveillance/Recovery program. Funding would permit the addition of a third team of two parole officers to the program. Due to the increased number of escapes from various residential community programs, the two existing teams spend an inordinate amount of time on recovery and less on surveillance. The third team will allow more time for supervision of paroled sexual offenders.

Significant Changes/New Programs (\$000) (Cont'd)

<u>Budget Item</u>	<u>Adj. Approp. FY 1999</u>	<u>Recomm. FY 2000</u>	<u>Dollar Change</u>	<u>Percent Change</u>	<u>Budget Page</u>
STATE PAROLE BOARD:					
Parole Board Information System	\$0	\$251	\$251	—	D-95

The FY 2000 recommendation would provide for a comprehensive in-house information system automating the inmate database, the eligibility monitoring hearing process and the reporting and decision making process of the State Parole Board.

Additional Parole Board Panel	\$0	\$265	\$265	—	D-95
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The FY 2000 recommended appropriation would fund an additional parole panel to expedite the reduction of the backlog of inmates who are eligible for parole, but not yet processed. Funding would support two Parole Board members and support staff.

Eligibility Determination and Monitoring	\$0	\$100	\$100	—	D-95
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The recommended appropriation would provide Parole Board staff to process inmates at the new Past Due Parole Eligibility Unit in Secaucus. It is the intention of this program to expedite the processing of new inmates who are housed in the county jails, but past due or within seven months of their earliest parole eligibility date. A new appropriation of \$539,000 is recommended for the staffing of the Secaucus unit at East Jersey State Prison. (page D-73)

CENTRAL PLANNING, DIRECTION AND MANAGEMENT: FEDERAL FUNDS: Administration and Support Services	\$242	\$140	(\$102)	(42.1)%	D-97
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The FY 2000 recommendation reflects a reduction in funding for the Carl D. Perkins Vocational Education federal grant. Grant funds provide one teacher position and non salary expenses for the expansion, improvement, modernization, and development of vocational education programs to met workforce demands.

Significant Changes/New Programs (\$000) (Cont'd)

<u>Budget Item</u>	<u>Adj. Approp. FY 1999</u>	<u>Recomm. FY 2000</u>	<u>Dollar Change</u>	<u>Percent Change</u>	<u>Budget Page</u>
FEDERAL FUNDS: INSTITUTIONAL CARE AND TREATMENT:					
New Jersey State Prison	\$84	\$48	(\$36)	(42.9)%	D-69
Garden State Youth Correctional Facility	\$345	\$294	(\$51)	(14.8)%	D-88
Albert C. Wagner Youth Correctional Facility	\$137	\$85	(\$52)	(38.0)%	D-90
Mountainview Youth Correctional Facility	\$241	\$206	(\$35)	(14.5)%	D-92
TOTAL	\$807	\$633	(\$174)	(21.6)%	

FY 2000 funding would provide funding for the Adult Basic Skills program. Funding is based on the number of students served during the previous school year. The funding reduction represents the Federal Neglected and Delinquent program which provides supplementary educational skills in the basic skills area to students under 21 years of age and not possessing a high school diploma or equivalent.

ALL OTHER FUNDS: INSTITUTIONAL CARE AND TREATMENT:					
New Jersey State Prison	\$718	\$330	(\$388)	(54.0)%	D-69
VROOM Central Reception Assignment Facility	\$454	\$480	\$26	5.7%	D-71
East Jersey State Prison	\$1,462	\$1,167	(\$295)	(20.2)%	D-73
South Woods State Prison	\$591	\$497	(\$94)	(15.9)%	D-75
Bayside State Prison	\$502	\$416	(\$86)	(17.1)%	D-76
Southern State Correctional Facility	\$165	\$110	(\$55)	(33.3)%	D-78
Mid-State Correctional Facility	\$178	\$132	(\$46)	(25.8)%	D-80

Significant Changes/New Programs (\$000) (Cont'd)

<u>Budget Item</u>	<u>Adj. Approp. FY 1999</u>	<u>Recomm. FY 2000</u>	<u>Dollar Change</u>	<u>Percent Change</u>	<u>Budget Page</u>
Riverfront State Prison	\$345	\$386	\$41	11.9%	D-81
Edna Mahan Correctional Facility for Women	\$324	\$267	(\$57)	(17.6)%	D-83
Northern State Prison	\$368	\$225	(\$143)	(38.9)%	D-85
Adult Diagnostic and Treatment Center, Avenel	\$22	\$23	\$1	4.5%	D-87
Garden State Youth Correctional Facility	\$4,318	\$3,931	(\$387)	(9.0)%	D-88
Albert C. Wagner Youth Correctional Facility	\$1,582	\$1,478	(\$104)	(6.6)%	D-90
Total	\$11,029	\$9,442	(\$1,587)	(14.4)%	

The Department of Corrections' education program currently receives funds provided by the Comprehensive Educational Improvement and Financing Act of 1996 (P.L. 1996 c.138) to assure that those inmates under 21 years of age receive a thorough and efficient education. Funds are provided to the department on an annual pupil count conducted on the last school day prior to October 16th. Eligible students are 20 years of age or younger on July 1, enrolled in education programs, and not yet possessing a high school diploma or equivalent. Funds are distributed proportionally based on each facility's pupil count after adjustments are made for central office educational support, various special services and other contingencies. The FY 2000 reduction reflects the population shift within the State's institutions.

**CAPITAL
CONSTRUCTION**

**NEW JERSEY STATE
PRISON:**

Plumbing Fixture Replacement	\$1,097	\$0	(\$1,097)	(100.0)%	E-3
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The FY 1999 funding replaced the existing vitreous china plumbing fixtures in the Wing 1 "Lock Up Unit" with stainless steel combination fixtures and associated piping throughout the unit. Funding was not requested in FY 2000.

Significant Changes/New Programs (\$000) (Cont'd)

<u>Budget Item</u>	<u>Adj. Approp.</u> <u>FY 1999</u>	<u>Recomm.</u> <u>FY 2000</u>	<u>Dollar</u> <u>Change</u>	<u>Percent</u> <u>Change</u>	<u>Budget</u> <u>Page</u>
BAYSIDE STATE					
PRISON:					
Kitchen Refurbishing	\$665	\$0	(\$665)	(100.0)%	E-3

The FY 1999 funding provided for additional storage to ensure a four-day food bank, installation of rethermalization ovens and associated equipment, replacement of the existing floor, replacement of elevators to the main dining hall and a new HVAC system. Funding was not requested in FY 2000.

Upgrade Heating System, Steam Lines and Heat Exchange	\$1,304	\$0	(\$1,304)	(100.0)%	E-3
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The FY 1999 funding provided for a new boiler on the existing pad in the boiler house. Funding was not requested in FY 2000.

RIVERFRONT STATE					
PRISON:					
Replace Facility Systems Computer	\$0	\$900	\$900	—	E-3

The recommended funding would provide for the replacement of the present security computer system. Riverfront State Prison has increased substantially in population, traffic and programs since its current security computer system was installed in 1970. The computer, which monitors every action of all door openings and closing, motion detectors, seismic intrusion detectors, infrared intrusion detectors and microwave detectors in addition to all fire protections and alarms, is no longer adequate.

NORTHERN STATE					
PRISON:					
Water Line Replacement	\$0	\$200	\$200	—	E-3

The FY 2000 recommendation would provide for the repair/replacement of the underground hot water piping at Northern State Prison.

Significant Changes/New Programs (\$000) (Cont'd)

<u>Budget Item</u>	<u>Adj. Approp.</u> <u>FY 1999</u>	<u>Recomm.</u> <u>FY 2000</u>	<u>Dollar</u> <u>Change</u>	<u>Percent</u> <u>Change</u>	<u>Budget</u> <u>Page</u>
ALBERT C. WAGNER YOUTH CORRECTIONAL FACILITY:					
Upgrade Sewage Treatment Plant	\$0	\$1,422	\$1,422	—	E-3

The FY 2000 recommendation would provide funding for the upgrade of the water treatment plant which supplies water for both the Albert C. Wagner Correctional Facility and the Garden State Youth Correctional Facility. This upgrade is required as a result of the increasing population at both facilities.

**DIVISION OF
MANAGEMENT AND
GENERAL SUPPORT:
Fire Safety Code
Compliance**

\$0	\$2,000	\$2,000	—	E-4
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Recommended funding would provide for the first phase of necessary repairs, renovations and installation of required fire safety devices in order to comply with the Fire Safety Code.

**Perimeter Security
Enhancements, Various
Facilities**

\$5,758	\$2,746	(\$3,012)	(52.3)%	E-4
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The scope of work for this project which was initiated in 1996 called for the replacement/upgrade of the perimeter of ten of the department's facilities with a prototype secure perimeter. The prototype included minimum and maximum requirements for fencing and razor ribbon as well as the installation of an electronic detection system. The department notes that with the installation of enhanced secure perimeters it would be able to reduce guard tower staffing needs which would reduce custody staffing costs. To date, the department received \$6.5 million in capital funding in FY 1997, \$1 million in bond funding in FY 1998, and \$5.758 million in capital funding in FY 1999 for this purpose.

**Permanent Secure
Housing Construction**

\$0	\$8,000	\$8,000	—	E-4
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Due to the prison bed space overcrowding crisis, the department initiated a trailer installation program in May, 1981. Over the next nine years trailers were installed at nine sites statewide. At the present time, these units account for approximately 1,800 beds. Recommended funding would begin the phased-in replacement of the trailer units with secure permanent housing structures which are more energy efficient and require less maintenance.

Significant Changes/New Programs (\$000) (Cont'd)

<u>Budget Item</u>	<u>Adj. Approp.</u> <u>FY 1999</u>	<u>Recomm.</u> <u>FY 2000</u>	<u>Dollar</u> <u>Change</u>	<u>Percent</u> <u>Change</u>	<u>Budget</u> <u>Page</u>
Security Improvements	\$0	\$4,656	\$4,656	—	E-4

The FY 2000 recommendation would provide security improvements at various correctional facilities throughout the State, such as the upgrade of security/surveillance equipment and the replacement of locking systems.

Sewage Separators and System Upgrades	\$0	\$1,033	\$1,033	—	E-4
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The recommended funding would provide for the installation of sewage separators or grinders to eliminate sewer line clogging at the Adult Diagnostic and Treatment Center, Avenel, Bayside State Prison, Southern State Prison, and East Jersey State Prison and Mid-State Correctional Facility.

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Such sums as are necessary to pay prior year claims to counties for housing State inmates in county assistance bed spaces, and for any fiscal year 1999 costs required in addition to the amount hereinabove, are appropriated subject to the approval of the Director of the Division of Budget and Accounting.

Deletes the phrase "in county assistance bed spaces."

Explanation

The recommended language change provides the authority to appropriate funding for all prior year county claims, rather than just those related to the county assistance program. The remainder of the footnote, which remains unchanged in FY 2000, authorized unlimited appropriations for county placements, subject only to the approval of the Director of the Division of Budget and Accounting.



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The unexpended balance, as of June 30, 1998 in the Start-up Equipment account is appropriated for the same purpose, subject to the approval of the Director of the Division of Budget and Accounting.

No comparable language

Explanation

The start-up equipment for South Woods State Prison has been installed and the facility is fully operational. This language is no longer required.



Discussion Points

1. The February 1999 issue of Governing magazine contained a 50-state rating of how well the states are performing in five key public management areas. The study was conducted in conjunction with the Maxwell School of Citizenship and Public Affairs at Syracuse University.

In discussing the area of Financial Management in New Jersey, the report contained the following statement:

"New Jersey's legislature continues to low ball its projections on prison spending. Estimates have come in at least 6 percent under actual expenses for three years, requiring supplemental appropriations that are jokingly referred to as the 'mid-course corrections correction.'"

While the substance of the Governing statement is correct -- these supplemental appropriations totaled \$40.2 million in FY 1997, \$44.1 million in FY 1998, and a projected \$59.6 million in FY 1999 -- its characterization of the Legislature's role is debatable, because it implies that the Legislature has reduced corrections funding below what has been requested in the Governor's budget. This has not been the case in recent years. To a great extent, the Legislature has continued to rely upon budget projections made and defended by the Department of Corrections and the Office of Management and Budget, often in response to pointed legislative questioning about their accuracy.

! *Question:* Please comment on the causes and responsibility for the consistent under budgeting of the Department of Corrections. Are specific factors, such as prison population or staffing needs, especially subject to uncertainty and fluctuation from year to year? Or are proposed cost-saving initiatives not being realized?

! *Question:* Excluding capital construction and special purpose items such as enhanced mental health services, the FY 2000 budget recommendation for the department is almost flat compared to the FY 1999 adjusted appropriation, even though the number of State-sentenced inmates housed in State prisons and county jails is expected to grow by almost 5 percent between July 1999 and July 2000. How is this population growth to be accommodated within the department's recommended budget?

2. During the Department of Corrections' October 1998 hearing before the Capital Budgeting and Planning Commission on the department's FY 2000 capital budget, the commissioner stated that the governor's executive order permitting the department to house State sentenced inmates in county correctional facilities has expired. Since no subsequent order has been issued, it has been necessary for the department to enter into agreements with the counties on an individual basis to house these prisoners. The commissioner stated that many counties have signed such agreements.

! *Question:* Which counties have signed formal agreements with the State to house State sentenced inmates? How many inmates are housed by each county? What rate is each county being paid to house these inmates? How did the department arrive at the individual rates to be paid to the counties? What provisions have been made by the department for housing inmates above the number contracted for with the counties? Under what authority is the department housing inmates in counties with which the department has no formal agreement?

Discussion Points (Cont'd)

3. The FY 2000 budget recommendation would reduce by \$28.4 million, or 39.5 percent, funding for the Purchase of Service for Inmates Incarcerated in County Penal Facilities, from \$71.8 million in FY 1999 to \$43.4 million in FY 2000. According to the department, this reduction reflects DOC's use of double bunking, increased community based bed spaces and increased use of various alternatives to incarceration. FY 2000 evaluation data (budget page D-65) indicate that the average number of inmates awaiting placement in a State facility will be reduced from 847 inmates in FY 1999 to 806 inmates in FY 2000, a 4.8 percent reduction.

! *Question:* Please explain how the amount appropriated is reduced by such a significantly greater percentage than the number of inmates awaiting bed spaces in state facilities. Does the department have sufficient funding in this account to preclude the need for a supplemental appropriation prior to the end of FY 2000? Does the department anticipate carrying forward unspent FY 1999 balances in this account?

4. In response to ongoing litigation (C.F. vs. Terhune), the FY 2000 budget recommends \$16 million for additional mental health treatment services for the department's inmates. The departmental plan would provide treatment units at 4 institutions as well as enhanced mental health treatment for inmates and mental health training for custody staff.

! *Question:* What organization will provide this mental health treatment? How will this organization interact with Correctional Medical Services, the department's current inmate health care provider? What types of mental health treatments will be offered to inmates? What type of mental health training will be offered to custody staff?

5. In its FY 2000 budget request the Department of Corrections stated that there has been an increased number of escapes from various residential community programs, requiring an additional Sex Offender Surveillance Unit to provide more time for surveillance of these offenders.

! *Question:* Why are there so many escapes? Are these escapees all sex offenders? What type of oversight does the department maintain on the community programs? What type of security do these programs provide? What penalties, if any, are these programs subject to when an escape occurs? What type of accountability do the community programs have? What controls can the department place on these programs to reduce the number of escapes?

6. Pursuant to P.L.1998, c.71, the "New Jersey Sexually Violent Predator Act," the FY 2000 budget recommends \$9.5 million for a facility for the civil commitment of sexual offenders who have completed their time of incarceration for crimes they committed but are still deemed to be a danger to the community. The recommended appropriation is an increase of \$7.5 million over the FY 1999 funding level of \$2 million. Until this facility is permanently sited, the Budget in Brief notes that the program will begin at a temporary site in August 1999.

! *Question:* What is the status of this facility? Has a location been identified for this new facility? How was the \$9.5 million cost estimate developed in terms of inmate population and custody and treatment staff? What type of treatment will be provided for the facility's inmates? What will be the security level of this facility? What added precautions will be taken to preclude escape?

Discussion Points (Cont'd)

7. P.L. 1998, c.72 provides that if a determination is made that a sex offender is repetitive and compulsive, a further determination would be made of the offender's amenability to sex offender treatment and willingness to participate in that treatment. If the offender is not willing to participate in treatment, that offender would be sentenced to a facility other than the Adult Diagnostic and Treatment Center (ADTC). The statute also provides that if the sentence imposed is greater than 7 years, a sex offender would first be confined to a facility other than the ADTC whether he is amenable to treatment or not.

! **Question:** How has this statute affected the population level of the Adult Diagnostic and Treatment Center? How has it affected the backlog of inmates awaiting a bed at the ADTC? How has this statute affected the treatment participation rates and quality of treatment offered at ADTC? What provisions have been made, if any, to segregate and provide for the safety of sex offenders placed within the general population? Has it been necessary to provide safeguards for these inmates' protection from the general population?

8. The Department of Corrections received \$9 million over two years for the Integrated Information Systems Development program in an effort to replace the department's existing System 36 computer system with a Year 2000 compliant mini-computer platform. The FY 2000 budget recommends an additional \$7 million for the same purpose. Part of this program would provide for a new revenue collection component to the system that would allow the department to more aggressively collect unpaid fees and fines owed by its inmates as well as provide for the maintenance of the existing Corrections Management Information System (CMIS).

! **Question:** What is the status of this upgrade? What is the total estimated cost of the upgrade? When can the department expect to begin making collections of past due fees and fines from its inmates? How much does the department expect to collect?

9. The FY 2000 budget recommends funding for an additional parole board panel as well as additional parole board staff for the proposed Past Due Parole Eligibility Unit in Secaucus. According to the department, these new positions would permit the Parole Board to hold additional parole hearings and would substantially reduce the backlog of inmates who are eligible for parole. This, in turn, is expected to save the department about \$12.6 million on inmate housing. While the budget indicates that the Parole Board is expected to conduct 12,000 more parole hearings in FY 2000 than in FY 1999 (budget page D-94), Office of Parole budget evaluation data indicate that the number of paroles granted in FY 2000 will be reduced to 10,300 from 10,500 granted in FY 1999 (budget page D-92).

! **Question:** Please discuss the apparent discrepancy in the data concerning the increased level of parole hearings to be held vs. the reduced number of paroles to be granted in FY 2000. How did the department arrive at the estimated \$12.6 million in savings?

10. For several years the Department of Corrections has stated that it is in the process of developing a Correctional Facilities Master Plan. However, to date, no plan has been produced.

! **Question:** What is the status of the master plan? What has caused the delay in its completion? When does the department anticipate that this plan will be made available to the Legislature? How has the department dealt with capital construction and facility maintenance and renovation issues in anticipation of this plan?

Discussion Points (Cont'd)

11. A June 5, 1998 U.S. Supreme Court ruling (Pennsylvania Department of Corrections v. Yesk) stated that State prisons and prisoners are covered under the federal Americans With Disabilities Act (ADA). In this ruling, the Supreme Court noted that services, programs and activities in prisons are not distinguished from other public entities.

! *Question:* How does this ruling affect the operations of the department? What impact, if any, will this ruling have on the department's capital program, especially the older institutions? What renovations would be required to bring the department into compliance with the ADA?

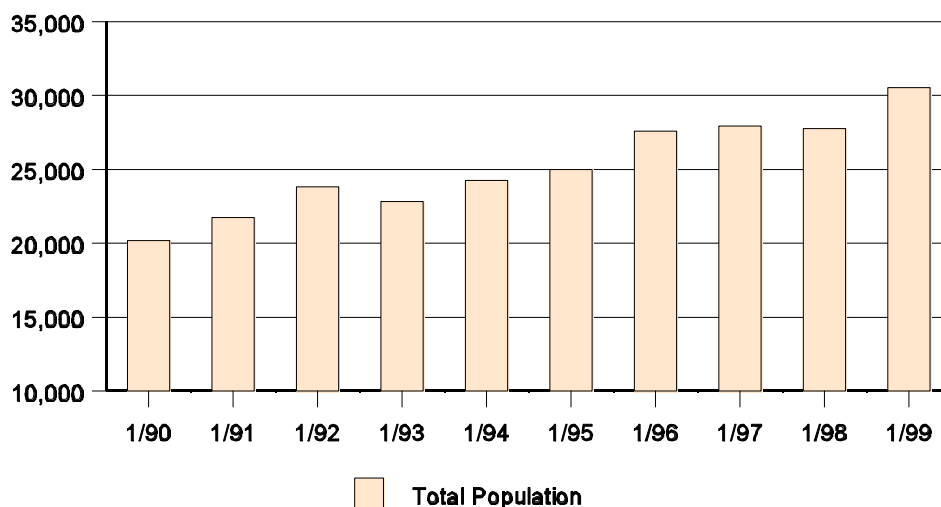
Background Paper: Inmate Population Growth

Budget Pages... C-7, C-15, C-20, C-26, D-63 to D-97, E-3 to E-4, H-1 to H-2

Introduction

Prison crowding is of major concern to prison officials. When a prison is overcrowded, space that is normally used for recreational, educational and religious purposes must be used for beds. Inmate personal space becomes more restricted, the prison environment becomes more tense and volatile, and control and management become more difficult. Overcrowding generally reduces the ability of the correctional system to conduct meaningful rehabilitative programs such as substance abuse counseling and vocational education. The State of New Jersey has been wrestling with the problem of overcrowded prisons for over a decade, and is continually attempting to alleviate the pressure caused by the overcrowding.

INMATE POPULATION GROWTH



Population Growth

As of January 31, 1999, there were 30,555 State sentenced inmates housed in State and county correctional facilities and in residential halfway house placements. (State sentenced refers to a term of incarceration of one year or more). This represents an increase of 10 percent or 2,779 over the January 31, 1998 level of 27,776 incarcerated inmates, constituting an average increase of 231 more inmates entering the prison population than leaving it each month.

Over the past several years, the number of State sentenced prison inmates entering the correctional system every month has been greater than the number leaving it. This is due to both the increase in the number of minimum mandatory sentences imposed as well as the application of more stringent parole eligibility criteria. As a result, the prison population has risen continuously and out-paced the State's available facilities to adequately house all inmates. While the trend of new admissions has fluctuated from year to year from between 100 to 225 new inmates per month, the

Background Paper: Inmate Population Growth (Cont'd)

department has experienced consistent growth of the inmate population. Thus, even though the State has increased available bed spaces, the growth of the inmate population has placed the department in a position of continually seeking new ways to house inmates. During FY 2000, the Department of Corrections estimates that 125 more inmates will enter the State's correctional system than will leave it each month.

New Construction and Inmate Bed Space Expansion

In an effort to keep up with the ever increasing State correctional population, the Department of Corrections has increased its rated capacity through the construction and renovation of new beds. By making use of these methods, the department has increased its rated capacity by 25.7 percent over the 8-year period from FY 1991 to FY 1999. In actual bed terms, the department increased its rated capacity from 13,894 bed-spaces in FY 1991, to 17,458 bed spaces in FY 1999, an increase of 3,564 beds.

The two major contributors to this bed space expansion includes the construction of South Woods State Prison in Bridgeton, and the opening of the Vroom Central Reception and Assignment Facility in Trenton.

The construction and opening of South Woods State Prison in FY 1997 created an additional 3,188 beds for the department. The institution consists of three 960-bed medium security general population housing units, a 264-bed minimum security unit and a 78-bed long term care facility, of which 44 beds are allocated for medium custody classified inmates requiring specialized medical care within the security perimeter fencing. The remaining 34 beds are available for short-term hospital treatment and are not included in the 3,188 bed count.

In addition, the department took possession of the vacated Vroom building on the grounds of the Trenton Psychiatric Hospital in FY 1996, creating 644 new bed-spaces for the department. Initially used to house overflow inmates from the nearby overcrowded New Jersey State Prison and operated as a satellite to the facility, the department renovated the facility to provide permanent inmate bed spaces and transformed it into an independent institution. In addition to providing bed spaces, Vroom assumed the inmate reception and processing activities from the Garden State Reception and Youth Correctional Facility and was renamed the Vroom Central Reception and Assignment Facility (CRAF).

To supplement the construction of new bed spaces, the Department of Corrections has made use of double bunking in many of its institutions. While double bunking at the institutions does not increase their official rated capacities, it permits the department to house additional inmates at these facilities. In FY 2000 the department anticipates the addition of 420 bed spaces through double bunking at seven institutions as follows: East Jersey State Prison (86 Beds); South Woods State Prison (144 beds); Bayside State Prison (40 beds); Southern State Correctional Facility (30 beds); Adult Diagnostic and Treatment Center, Avenel (60 beds); Garden State Youth Correctional Facility (48 beds); and Albert C. Wagner Youth Correctional Facility (12 beds).

County Jails

County jails house approximately 17 percent of the total State sentenced prison inmate population. In exchange, counties have been reimbursed by the State at the rate of \$58.50 per day

Background Paper: Inmate Population Growth (Cont'd)

after the 15th day of incarceration. This arrangement had been authorized by a series of executive orders beginning in 1981 by Executive Order #106 which was originally issued in response to the over-crowded conditions in the State's prisons. Executive Order #48, which was issued on March 28, 1996, authorized the Commissioner of the Department of Corrections to continue placing State sentenced inmates in county jail facilities for two more years. However, that order expired on March 28, 1998 and has not been renewed. In lieu of the authority imposed by the executive order, the department is currently required to negotiate with each county for the placement of State sentenced inmates within the county facilities at a daily rate that is acceptable to both the county and State. As of January 1999, there were 3,997 State sentenced inmates housed in county correctional facilities.

The FY 2000 budget recommendation would reduce by \$28.4 million, or 39.5 percent, funding for the Grants-in-Aid program, Purchase of Service for Inmates Incarcerated in County Penal Facilities, from \$71.8 million in FY 1999 to \$43.4 million in FY 2000. This reduction reflects the department's use of double bunking in State facilities and efforts to increase community based bed spaces as well as attempts to provide various alternatives to incarceration for the increasing population of State sentenced inmates.

Purchase of Community Services

In keeping with the Department of Corrections' stated intention of reducing reliance on county jail facilities for the incarceration of State sentenced inmates, and its commitment to providing substance abuse treatment for its inmates, the FY 2000 budget recommendation includes \$52.8 million for the purchase of community services, \$12.9 million more than the FY 1999 appropriation of \$39.9 million. The program provides for the placement of pre-release inmates and prospective pre-release inmates in contractual community based residential facilities. This appropriation will permit the department to contract with private vendors to provide certain specialized care for its inmates such as drug and alcohol abuse treatment. Budget evaluation data (Budget page D-65) indicate that funding would provide 2,692 beds in residential treatment facilities, an increase of 454 beds over the FY 1999 level.

Alternatives to Incarceration

Several diversion programs have been implemented at the State level to reduce overcrowding in the jails. One of these programs, the Intensive Supervision/Surveillance Program (ISSP) targets offenders who would not otherwise be appropriate for release, providing them with an opportunity to be paroled under a particularly intensive level of supervision. ISSP participants are placed upon recommendation of the State Parole Board, the District Parole Supervisor and/or Probable Cause Hearing Officer. The FY 2000 recommendation of \$4.5 million, would provide funding for 1,425 parolees.

A complementary program, the Adult Intensive Supervision Program (ISP) has been operated for several years, and aids in the reduction of the prison population. The ISP program places State sentenced non-violent offenders in alternative, strictly supervised community programs after two months of incarceration. Operated by the Judiciary, ISP diverted 1,165 adult offenders from the State's prisons during FY 1998, and 1,215 during FY 1999. Of these offenders, 297 were returned to prison for various infractions of the ISP regulations in FY 1999. The FY 2000 recommended appropriation of \$9.3 million (Judiciary, Budget page D-444) would again support 1,215 program

Background Paper: Inmate Population Growth (Cont'd)

participants.

The State's Electronic Monitoring/Home Confinement program has been used as a less expensive alternative to incarceration for low risk offenders as well as for parole violators who would have otherwise been remanded to institutions for incarceration had this option not existed. The program provides for participants to be confined to their homes, and to fitted with electronic bracelets verify their location by parole officers in a "house arrest" situation. The FY 2000 recommendation of \$4.2 million would provide continuation funding for the 200 State sentenced inmates and 200 parole violators in the program.

The department's High Impact Diversion Program is designed to place technical parole violators who have committed serious and or persistent violations of their parole, and parolees on the verge of being violated, into a program providing a particularly intensive level of supervision, thus, eliminating the need to re-incarcerate the violators. Eligible parolees are referred by the State Parole Board, Probable Cause Hearing Officer; and/or District Parole Supervisor. The FY 2000 appropriation would fund 700 program participants.

The Drug Court Program involves the Judiciary and the Departments of Corrections, Health and Public Defender in a cooperative effort to oversee intensive, court supervised substance abuse treatment for carefully screened non-violent, addicted offenders as an alternative to incarceration.

Over the years, the department has gradually expanded its use of various alternatives to incarceration, both to provide treatment and work release opportunities for the inmates as well as to reduce the cost of inmate incarceration. The following table illustrates the increase in the use of alternatives to incarceration from FY 1994 to FY 2000:

	FY 1994	FY 2000
Halfway House placements	365	2,692
Intensive Supervision/Surveillance	325	1,425
Intensive Supervision	678	1,215
Electronic Monitoring	0	400
High Impact Diversion	0	700
Drug Court	<u>0</u>	<u>99</u>
TOTAL	1,368	6,531

The FY 2000 recommendation also provides for an expansion of the parolee drug program. The program provides for the placement of inmates who have completed in-prison and community based treatment programs into specialized parole caseloads where they would receive enhanced levels of supervision and random drug testing, as well as support and counseling from specially trained parole officers in an effort to keep them from committing new offenses and reentering the prison setting. The FY 2000 recommendation doubles the FY 1999 appropriation from \$1.3 million to \$2.6 million. Budget evaluation data indicate that the number of participants will double in FY 2000, from 325 to 650.

Background Paper: Overtime

Budget Pages.... C-7, C-15, C-20, C-26, D-63 to
D-97, E-3 to E-4, H-1 to H-2

Overtime is a major issue facing the Department of Corrections. Because of the nature of custody supervision, all posts must be filled in order to assure adequate security to the institution and to the community at large. Therefore, when a post stands empty as a result of position vacancy, illness, vacation or any other leave, that post must still be covered by trained custody staff. In the past, the department has addressed this issue by employing its current staff on an overtime basis.

Overtime is divided into three categories: regular overtime, holiday overtime and shift overlap. Regular overtime is used to cover vacant posts as a result of position vacancies or temporary leave. Holiday overtime is budgeted to cover time taken by corrections officers during any State holiday. Shift overlap, which is a part of the State correctional officers' negotiated contract, provides for overtime payments for an extra 20 minutes per day in FY 2000, 10 minutes before the shift starts, and 10 minutes at the shift's end. This overtime is necessary to assure post coverage during the change of shifts. At this time, the outgoing shift conducts a "head count" of all inmates while the incoming shift staffs the various posts. Holiday and shift overlap overtime are not controllable by the Department of Corrections. Regular overtime is.

A 1997 OLS audit of the Department of Corrections' overtime program noted that the department calculates the number of custody staff required to cover all authorized posts for each shift through a method called a "post trick analysis". The audit states:

We found that department-wide the post trick requirements exceeded the actual staffing by nearly 500 officers. As a result, many correctional facilities find that they do not always have enough correctional officers to cover their essential posts and must call in officers to work regular overtime. Over 70 percent of regular overtime can be directly attributed to correctional officer staffing below the post trick analysis requirements.

The audit report further noted that while on the surface it appears that the solution to the problem of increasing overtime expenses could be found by hiring additional custody staff, this action would not result in reduced overall expenses. Rather, the audit report notes:

because of the cost of employee benefits, contractual allowances and guarantees, and the actual time an officer is at a post, it is actually less expensive to pay custodial officer premium rate overtime than hire additional staff. . . .By keeping staff count low, scheduling inefficiency could be eliminated because all available staff, as well as overtime staff, would only be in essential posts.

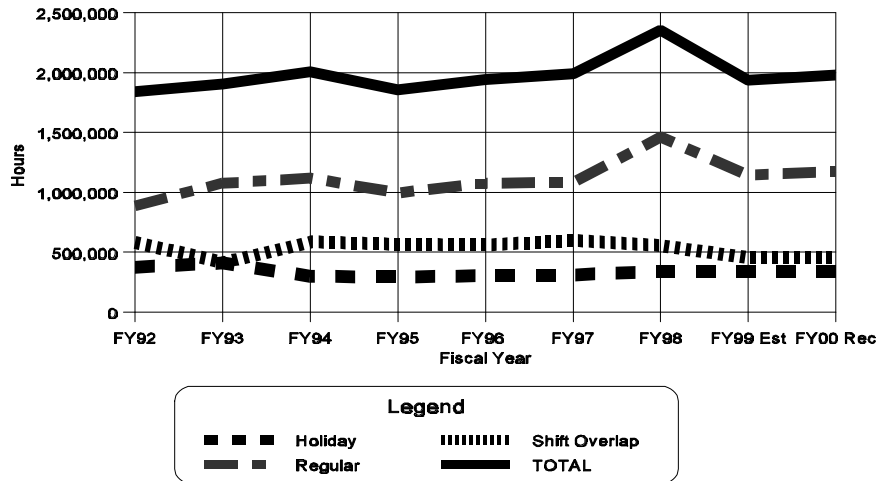
The audit also notes that "overtime, when paid for necessary post coverage, is actually an efficient mechanism." However, the audit went on to discuss various ways in which overtime could be better managed to restrain both its use and its costs.

The following charts illustrate the growth in overtime hours and expenditures for the Department of Corrections since FY 1992. As shown in the charts, the department's custody staff worked 1.8 million overtime hours in FY 1992 at a cost of \$50.3 million. This figure grew to 2.4 million overtime hours in FY 1998, costing \$83.6 million. The rise in overtime expenditures can be

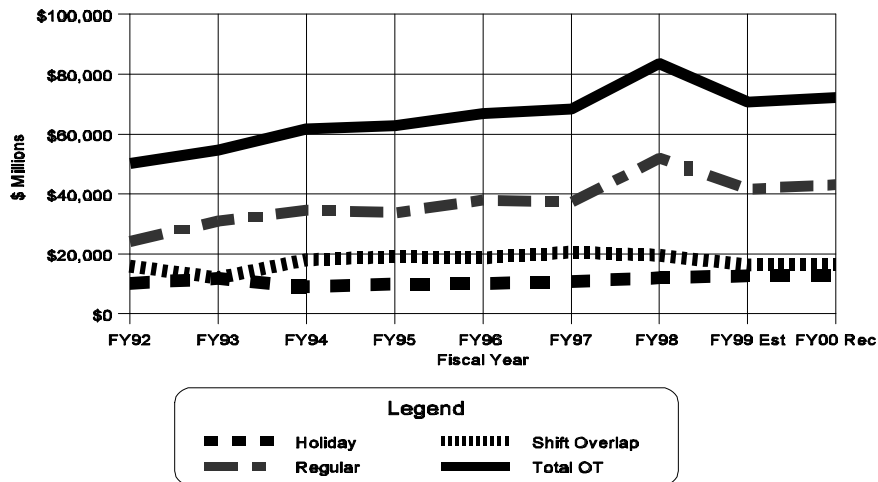
Background Paper: Overtime (Cont'd)

explained through a combination of the growth of the number of departmental custody staff, the increase in overtime hours worked by custody staff, and the increase in negotiated salary increases for this staff. Over the same time period, the average daily institutional population of the Department of Corrections increased from 17,954 inmates in FY 1992 to 22,531 inmates in FY 1998. The FY 1998 "spike" in overtime shown in the charts is largely due to additional overtime hours as a result of a lockdown of Bayside State Prison after the fatal stabbing of a corrections officer in FY 1998.

Overtime Hours Worked



Overtime Expenditures



Background Paper: Overtime (Cont'd)

In the FY 1999 Appropriations Act, \$52 million was appropriated to the department for custody overtime. However, the department's second quarter spending plan projects that the department will incur \$71.6 million in custody overtime, \$19.6 million more than the amount projected. The FY 1999 adjusted appropriation amount shown in the FY 2000 budget recommendation assumes an anticipated supplemental appropriation of \$7.8 million in Direct State Services funding for departmental operations and \$51.8 million for the purchase of services for inmates housed in county correctional facilities. The Direct State Services supplemental appropriation is expected to be used to relieve a portion of the overtime deficit that is facing the department.

According to the Department of Corrections, the FY 1999 overtime deficit is largely the result of its decision not to proceed on three cost reduction initiatives which had been built into its FY 1999 appropriations as follows:

- ! The installation of upgraded perimeter security fencing to permit the elimination of guard towers (\$6.4 million);
- ! The conversion of Southern State Prison from medium to minimum security (\$3.8 million); and
- ! The implementation of a "suspension for the record" program whereby a custody staff officer being sanctioned for an infraction of departmental regulations would receive a suspension notice in the officer's personnel file, but be required to report to work, thereby eliminating the need to fill that post on an overtime basis (\$2.0 million).

According to the department, a variety of initiatives have been implemented over the years in an effort to reduce its overtime expenditures or to keep its growth in check. These initiatives include:

- ! More closely monitoring the use of sick leave to reduce sick leave abuse;
- ! Paying custody staff for overtime worked and eliminating compensatory time off;
- ! Hiring civilian personnel to permit the custody staff who are currently performing non-custody functions to return to custody posts;
- ! Hiring additional custody staff to fill posts which were formerly filled on an overtime basis;
- ! Reducing the length of shift overlap for custody staff;
- ! "Right sizing" custody staff to better reflect the custody needs of each institution allowing for the transfer of excess staff to positions which were formerly staffed on an overtime basis;
- ! Reducing visiting hours;
- ! Eliminating inmate food and gift packages from the outside; and
- ! Standardizing the inmate uniform, eliminating the use of clothing and personal objects obtained from outside the prison.

While the latter two practices were instituted primarily to eliminate contraband from entering the State's correctional facilities, they have also had the added effect of reducing the amount of custody staff overtime required to inspect items prior to distribution to the inmates.

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Individuals wishing information and committee schedules on the FY 2000 budget are encouraged to contact:

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