

# ANALYSIS OF THE NEW JERSEY FISCAL YEAR 2000 - 2001 BUDGET



## DEPARTMENT OF CORRECTIONS

PREPARED BY

OFFICE OF LEGISLATIVE SERVICES

NEW JERSEY LEGISLATURE

APRIL 2000

## NEW JERSEY STATE LEGISLATURE

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# DEPARTMENT OF CORRECTIONS

Budget Pages..... C-8; C-16; C-21; C-27; D-69 to  
D-106; G-1 to G-2

## Fiscal Summary (\$000)

	Expended FY 1999	Adjusted. Appropriation FY 2000	Recommended FY 2001	Percent Change 2000-01
State Budgeted	\$863,573	\$933,975	\$965,903	3.4%
Federal Funds	18,873	13,940	16,321	17.1%
<u>Other</u>	<u>53,586</u>	<u>55,176</u>	<u>54,813</u>	<u>(0.7)%</u>
Grand Total	\$936,032	\$1,003,091	\$1,037,037	3.4%

## Personnel Summary - Positions By Funding Source

	Actual FY 1999	Revised FY 2000	Funded FY 2001	Percent Change 2000-01
State	8,978	8,870	9,513	7.2%
Federal	34	34	44	29.4%
<u>Other</u>	<u>440</u>	<u>460</u>	<u>491</u>	<u>6.7%</u>
Total Positions	9,452	9,364	10,048	7.3%

FY 1999 (as of December) and revised FY 2000 (as of September) personnel data reflect actual payroll counts. FY 2001 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 Office of Parole and Community Programs 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, but is included in the department's budget for organizational purposes.

## Key Points

- ! The department's FY 2001 Direct State Services recommendation totals \$764.7 million, \$4.1 million or 0.5 percent more than the FY 2000 adjusted appropriation of \$760.6 million.
- ! Grants-in-Aid funding is recommended to increase from \$148.8 million in FY 2000 to \$168.0 million in FY 2001, a 12.9 percent increase.
- ! As of January 31, 2000, there were 30,386 State sentenced inmates housed in State and county correctional facilities and halfway house placements. Of this amount, 4,078 inmates were housed in county correctional facilities. The department estimates that 125 more inmates will enter the State's prison system each month than will leave it during FY 2001.
- ! According to the FY 2001 budget evaluation data, with a projected population level of 24,143 inmates in the institutional population, the State prisons are expected to operate at 139 percent of their rated capacity of 17,383 bed spaces in FY 2001. 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 2001 budget includes a \$17.8 million recommendation for additional mental health treatment services for inmates, an increase of \$1.8 million over the FY 2000 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 2001 recommendation of \$1.7 million for the Inmate Work Details program would provide continuation funding for the 10 details supported in FY 2000, plus an additional 3 details.
- ! A new appropriation of \$1.3 million is recommended in FY 2001 for the realignment of 28 educational staff funded from SFEA-funded (State Facilities Education Act) positions to Direct State Services funded positions to bring the department into compliance with SFEA regulations which require the department to use SFEA funding only for those who train SFEA eligible students. 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. Prior to this, the department had used SFEA funding for teaching staff who were teaching students who were not eligible for SFEA funds.
- ! The FY 2001 budget recommends \$4.1 million for the Drug Court Treatment Program, a \$2.1 million increase. The recommendation would fund the estimated treatment costs of 200 program participants.

## Key Points (Cont'd)

- ! The FY 2001 budget recommends a new appropriation of \$2.1 million for the correction officer recruit training program to supplement the current capacity at Sea Girt. Currently the department trains 500 correction officer recruits and 60 parole officer recruits annually, which maximizes the facility's capacity. The recommended funding will permit the department to train an additional 400 officers per year. Funding would support 14 new positions.
- ! The State Parole Board is recommended to receive \$454,000 for Eligibility Determinations and Monitoring in FY 2001, a \$354,000 increase over the FY 2000 appropriation. The appropriation will allow the Parole Board to assume the duties of the Past Due Parole Eligibility Unit which was formerly located at East Jersey State Prison and has since been discontinued.
- ! A new appropriation of \$489,000 is recommended for a 10 percent State cash match for the federally funded 100-bed Assessment/Evaluation and Treatment Center for female inmates. The center will provide residential substance abuse treatment and operate as an assessment and evaluation center for those inmates meeting the eligibility criteria for a residential community release program. The department anticipates that the State money will be matched with \$4.398 million in federal funding.
- ! The governor's budget includes \$62.5 million for the Grants-in-Aid program, Purchase of Community Services, \$9.7 million more than the amount appropriated in FY 2000. According to the Budget in Brief (page 66), this funding would support 755 more beds than those provided in FY 2000.
- ! The FY 2001 budget recommendation would increase by \$2.9 million, or 3.1 percent, funding for the Grants-in-Aid program, Purchase of Service for Inmates Incarcerated in County Penal Facilities, from \$94.2 million in FY 2000 to \$97.1 million in FY 2001. Although Executive Order #106, which authorized the State to house State sentenced inmates in county jail facilities, expired in March 1998, the Department of Corrections continues to house State inmates within county facilities. To do so, the State has agreed to various reimbursement rates with each of the counties.
- ! A new Grants-in-Aid appropriation of \$6.7 million is recommended for the Halfway Back Program, which would provide a highly supervised environment consisting of drug treatment and relapse prevention services for offenders on parole. The program would also address life skills development, anger and aggression management, unemployment and other issues confronted by offenders who are having difficulty adhering to the conditions of parole. FY 2001 funding would support 500 beds.
- ! As a result of the recent deregulation of the energy industry, the State expects to accrue a savings in its energy costs. In response to this, the FY 2001 recommendation anticipates a savings of \$544,000 in electrical costs, department wide. As the entire \$544,000 reduction is taken from the New Jersey State Prison fuel account, recommended budget language (Budget page D-77), would permit the department to transfer funds from other institutional accounts within the department that have actually realized the savings, back to the New Jersey State Prison account.

## Key Points (Cont'd)

- ! The FY 2001 budget recommendation includes \$33 million for capital projects, an increase of \$8.6 million over the FY 2000 level of \$24.6 million. Proposed work includes expansion of the bed space capacity of the existing New Lisbon Boot Camp, a new 350- bed dormitory unit, hot water system upgrades, electrical system upgrades, emergency generators, perimeter security enhancements, and security improvements.
- ! Included in the \$33 million recommended for capital funding is \$10.7 million to increase the bed space capacity of the existing Boot Camp for young male offenders on the grounds of the New Lisbon Developmental Center by 180 beds. Funding is intended for design and construction costs. The work will include the increase in beds and the installation of the additional support and program space required to accommodate the increased population.
- ! Included in the \$33 million recommended for capital funding recommended is \$10.2 million for the construction of a new 350-bed conventionally constructed minimum security dormitory housing unit to be located at Southern State Prison.
- ! Historically, the Department of Corrections has required sizable mid-year supplemental appropriations in order to enable it to continue operations through the end of the fiscal year and to meet its county payment obligations. According to the department's second quarter spending plan, no such supplemental appropriation is anticipated in the current fiscal year, rather, the department projects a net surplus of \$12.2 million. However, this estimate does not include potential increases in custody salary costs resulting from ongoing arbitration.
- ! The FY 2001 recommendation includes a Federal appropriation of \$14 million for the State Criminal Alien Assistance Program (SCAAP), an increase of \$2.3 million over the FY 2000 adjusted appropriation. Each year the federal government partially reimburses the State for the costs of housing illegal immigrants in their correctional facilities after state conviction for felony offenses. The amount awarded each year is based on the number of illegal immigrants incarcerated by the State and the amount of funds appropriated by the Federal government for this program.

## 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 for crimes committed within the State's boundaries. 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 is also responsible for monitoring State sentenced offenders who are placed under community supervision and into halfway houses, for those convicted but participating in various forms of alternatives to incarceration, and for those released on parole after serving their court imposed sentences. 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 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 \$683 million expended in FY 1995 to \$909 million appropriated in FY 2000, for an average annual increase of 5.9 percent. The FY 2001 Direct State Services and Grant-in-Aid recommended budgets of \$933 million is 2.6 percent more than the FY 2000 adjusted appropriation.

It should be noted that historically, the Department of Corrections has required sizable mid-year supplemental appropriations so that the department could meet its salary and county payment obligations through the end of the fiscal year. According to the department's second quarter spending plan, no supplemental appropriation is anticipated in the current fiscal year. Rather, the department projects a net surplus of \$12.2 million. However, this estimate does not include potential increases in custody salary costs resulting from ongoing arbitration.

### New and Expanded Programs

#### Training & Mental Health

A new appropriation of \$2.14 million would provide funding for increased capacity for the correction officer recruit training program to supplement the current capacity at Sea Girt. Currently the department trains 500 adult and juvenile correction officer recruits and 60 parole officer recruits annually, which maximizes the facility's capacity. The recommended funding would permit the

## Program Description and Overview (Cont'd)

department to train an additional 400 officers per year. Funding would support 14 new positions.

In response to 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 provides 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 at Vroom Central Reception and Assignment Facility, the Adult Diagnostic and Treatment Center and the Edna Mahan Correctional Facility for Women;
- ! Enhanced mental health treatment (outpatient services) for inmates discharged from Residential Treatment Units and other general population inmates; and
- ! Mental health training for all correction officer staff and additional training for those correction officers assignment to treatment units.

The FY 2001 budget includes a recommended appropriation of \$17.8 million for this purpose, almost \$2 million more than the amount appropriated in FY 2000. The increased appropriation represents full-year funding for the program.

### Parole Programs

A new appropriation of \$6.66 million is recommended in FY 2001 to fund the Halfway Back Program, a program which would provide a highly supervised environment consisting of drug treatment and relapse prevention services for offenders on parole. The program would also address life skills development, anger and aggression management, unemployment and other issues confronted by offenders who are having difficulty adhering to the conditions of parole.

According to the Department of Corrections, the average length that an offender would participate in the program is 90 days, after which successful participants would continue on parole. Under the program, the department would contract for 500 Halfway Back beds and services to be provided to approximately 2,000 technical parole violators annually. Funding is recommended based on the current rate of \$58.80 per day, with a phase-in timetable of 50 offenders entering the program each month, beginning July, 2000.

The department's Past Due Parole Eligibility Unit at East Jersey State Prison, which received an appropriation of \$539,000 in FY 2000 has been terminated and its functions shifted to the State Parole Board. The Parole Board is recommended to receive \$454,000 in FY 2001 for Parole Eligibility and Determinations and Monitoring. This represents an increase of \$354,000 over its FY 2000 appropriation of \$100,000 and would permit the Parole Board to increase the number of parole hearings conducted annually.

## Program Description and Overview (Cont'd)

### Additional Programs

A new appropriation of \$489,000 is recommended for a 10 percent State cash match for the federally funded 100-bed Assessment/Evaluation and Treatment Center for female inmates. The center will provide residential substance abuse treatment and operate as an assessment and evaluation center for those inmates meeting the eligibility criteria for a residential community release program. The department anticipates that the State money will be matched with \$4.398 million in federal funding.

The FY 2001 recommendation also provides \$1.7 million for the Inmate Work Details program a \$400,000 increase over the FY 2000 appropriation. This would provide continuation funding for the 10 details supported in FY 2000, plus an additional 3 details. Referred to as "Paying Communities Back", the program engages inmates in service projects that would benefit communities which might not otherwise be able to undertake these projects as well as heighten public visibility of offenders performing such work. Funding would support 4 additional positions for the program.

A new appropriation of \$1.3 million is recommended in FY 2001 for the realignment of 28 educational staff funded from SFEA-funded (State Facilities Education Act) positions to Direct State Services funded positions to bring the department into compliance with SFEA regulations which require the department to use SFEA funding only for those who train SFEA eligible students. 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. Prior to this, the department had used SFEA funding for teaching staff who were teaching students who were not eligible for SFEA funds.

### Anticipated Savings

As a result of the recent deregulation of the energy industry, the State expects to accrue a savings in its electricity costs. In response to this, \$544,000 was deducted from the New Jersey State Prison account that pays for fuel and utilities. As the entire \$544,000 reduction is taken from the New Jersey State Prison fuel and utilities account, recommended budget language would permit the department to transfer funds from the accounts of other institutions that have realized the savings, back to the New Jersey State Prison account (Budget page D-77).

### **Grants-In-Aid Funding**

The FY 2001 budget recommendation for the Purchase of Services for Inmates Incarcerated in County Penal Facilities is \$97.1 million, \$2.9 million more than the FY 2000 adjusted appropriation of \$94.2 million. Although Executive Order #106, authorizing the State to place inmates in county facilities, expired in March 1998, the Department of Corrections continues to house State inmates beyond the capacity of State institutions within these counties at various reimbursement rates agreed upon between the State and the host counties. The FY 2001 recommendation is based on the actual population through October 1999, and a projected population growth of 125 more inmates entering the correctional system than leaving it each month.

The governor's budget includes \$62.5 million for the Purchase of Community Services in FY 2001, \$9.7 million more than the amount appropriated during FY 2000. According to the Budget in Brief (page 66), this funding would support 755 more beds than those provided in FY 2000.

## Program Description and Overview (Cont'd)

A new Grants in Aid appropriation totaling \$6.66 million is recommended for the Halfway Back Program. This program is more fully described under the parole programs heading on page 6 of this section.

### Capital Funding

Pay-as-you-go capital funding totaling \$33 million is recommended in FY 2001 for various repair and renovation projects. Proposed work includes hot water system upgrades, electrical system upgrades, security improvements and increased capacity construction.

Included in the \$33 million recommendation for capital funding is \$10.7 million to increase the bed space capacity of the existing Boot Camp for young male offenders on the grounds of the New Lisbon Developmental Center by 180 beds, expanding the number of beds of that facility to 300 beds. Funding is intended for design and construction costs. The work will include the new beds and the installation of the additional support and program space required to accommodate the increased population.

The FY 2001 capital budget recommendation also includes \$10.2 million for the construction of a new 350-bed conventionally constructed minimum security dormitory housing unit to be located at Southern State Prison. According to the department's second quarter spending plan, this dormitory unit will be a 90,000 square foot facility located adjacent to the existing facility. Residents will be transferred from those institutions currently housing minimum custody inmates within the secure perimeter. By transferring these inmates to the new minimum security location, secure bed spaces will be made available for violent offenders.

The sum of \$3 million is also recommended for the renovation of Maple Hall, a facility located at the Ancora Psychiatric Hospital, to create bed spaces for 200 minimum custody inmates in a dormitory setting. While Ancora Psychiatric Hospital is operated by the Department of Human Services for mentally ill patients, the Department of Corrections currently maintains and houses a minimum security inmate work detail at the hospital. The renovation work will include, but not be limited to, an upgrade of the plumbing, electric, environmental and fire safety systems.

While the Department of Corrections has been receiving capital funding over the past several years for various construction projects, the department has been simultaneously working on a facilities master plan which is intended to 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. To date, the plan is not yet available.

### Inmate Population Growth -- Five Year Trends

From FY 1995 to FY 2000, the average daily population of State sentenced inmates increased from 25,464 inmates to an estimated 36,523 inmates, a 43 percent increase. Of this number, the population housed within the State's institutions increased from 19,331 inmates to 24,143 inmates, a 25 percent increase. The number of State sentenced inmates housed in the county correctional facilities has remained relatively constant during this period, increasing from 4,448 inmates to 4,927 inmates, a 10 percent increase. Although the Department of Corrections operated a variety of alternatives to incarceration in FY 1995, it has greatly expanded its use of alternatives to incarceration as a method to deal with the continuous growth of the State prison inmate population over the past five years. In FY 1995, the average daily population of State

## Program Description and Overview (Cont'd)

sentenced inmates housed in department-sponsored alternatives to incarceration totaled 1,655 inmates. In FY 2000 this number increased to 7,453 inmates, a 350 percent increase. On an annual basis, this increase represents an average increase of 35 percent per year.

The following table displays the growth in average daily population of individuals incarcerated and in other alternative programs from FY 1995 to FY 2000.

### Average Daily Population: FY 1995-2000

<u>State Institution</u>	<u>FY 1995</u>	<u>FY 2000</u>	<u>Change + or (-)</u>
New Jersey	2,278	1,856	(422)
VROOM CRAF	0	1,116	1,116
East Jersey	2,403	2,441	38
South Woods	0	3,322	3,322
Bayside	2,188	2,380	192
Southern State	1,492	1,662	170
Mid State	555	625	70
Riverfront	1,070	1,137	67
Edna Mahan	876	1,140	264
Northern State	2,976	2,714	(262)
ADTC, Avenel	721	805	84
Kearny Unit	0	250	250
Garden State	1,567	1,853	286
Wagner	1,492	1,547	55
Mountainview	1,713	1,295	(418)
Total State Institution Avg Daily Population	19,331	24,143	4,812
<u>Other Incarceration</u>			
County Placements	4,448	4,927	479
<u>Alternatives to Incarceration</u>			
Halfway House	562	2,541	1,979
Electronic Monitoring	0	400	400
Intensive/Surveil Supervision	325	1,425	1,100
Intensive Supervision	768	1,217	449
High Impact Diversion	0	700	700
Parolee Drug Treatment	0	650	650
Day Reporting Centers	0	400	400
Adult Offender Boot Camp	0	120	120
Total Alternatives to Incarceration	1,655	7,453	5,798
TOTAL AVG DAILY POPULATION	25,464	36,523	11,059

## Program Description and Overview (Cont'd)

### Inmate Population Growth -- Current

According to the budget recommendation, the State prison system is projected to house an average daily population of 24,143 inmates in FY 2001, the same number of inmates housed in FY 2000. The projected FY 2001 population figure represents 139 percent of the prison system's rated capacity of 17,383 bed spaces. Since FY 1995, the department has increased its rated capacity from 13,844 beds to 17,383 beds in FY 2001, an increase of 25 percent, or an average annual increase of 3.9 percent.

FY 2001 budget evaluation data indicate that in addition to the institutional population, the county jails will house an average daily population of 4,680 State sentenced offenders in FY 2001. Of this number, 1,789 will be awaiting placement in a State institution. The remaining 2,891 inmates will be housed in the counties under county contract and county assistance agreements (Budget page D-72).

In addition, about 8,000 offenders will participate in various alternatives to incarceration in FY 2001. This includes: Community-based halfway house placement (3,271); Electronic Monitoring (400); Intensive Surveillance/Supervision (1,425); Intensive Supervision (1,217); High Impact Diversion (700); Day reporting centers (400); Adult Offender Boot Camp (120); Halfway Back (500) and Drug Courts. An additional 650 parolees are expected to participate in the Parolee Drug Treatment program in FY 2001 in an effort to help them remain out of prison and to reduce the need for prison housing.

### Bed Space Expansion

In an effort to keep up with the ever increasing State correctional population, and to reduce reliance on the counties for housing the department's growing overflow population, the Department of Corrections has turned to various construction efforts as well as expanded its State operated and contracted alternatives to incarceration.

The FY 2001 budget recommends funding for the construction of a new 350- bed minimum security dormitory housing unit to be located at Southern State Prison (\$10.2 million), the renovation of a 200 bed minimum security dormitory unit at Ancora Psychiatric hospital (\$3 million), and expansion of the bed space capacity of the Boot Camp for young male offenders on the grounds of the New Lisbon Developmental Center by 180 beds (\$10.7 million).

Increased funding is recommended to expand the department's purchase of Community Services program in FY 2001. 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 2001 funding of \$62.5 million, a \$10 million increase over the FY 2000 funding level, would support 755 additional 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

## Program Description and Overview (Cont'd)

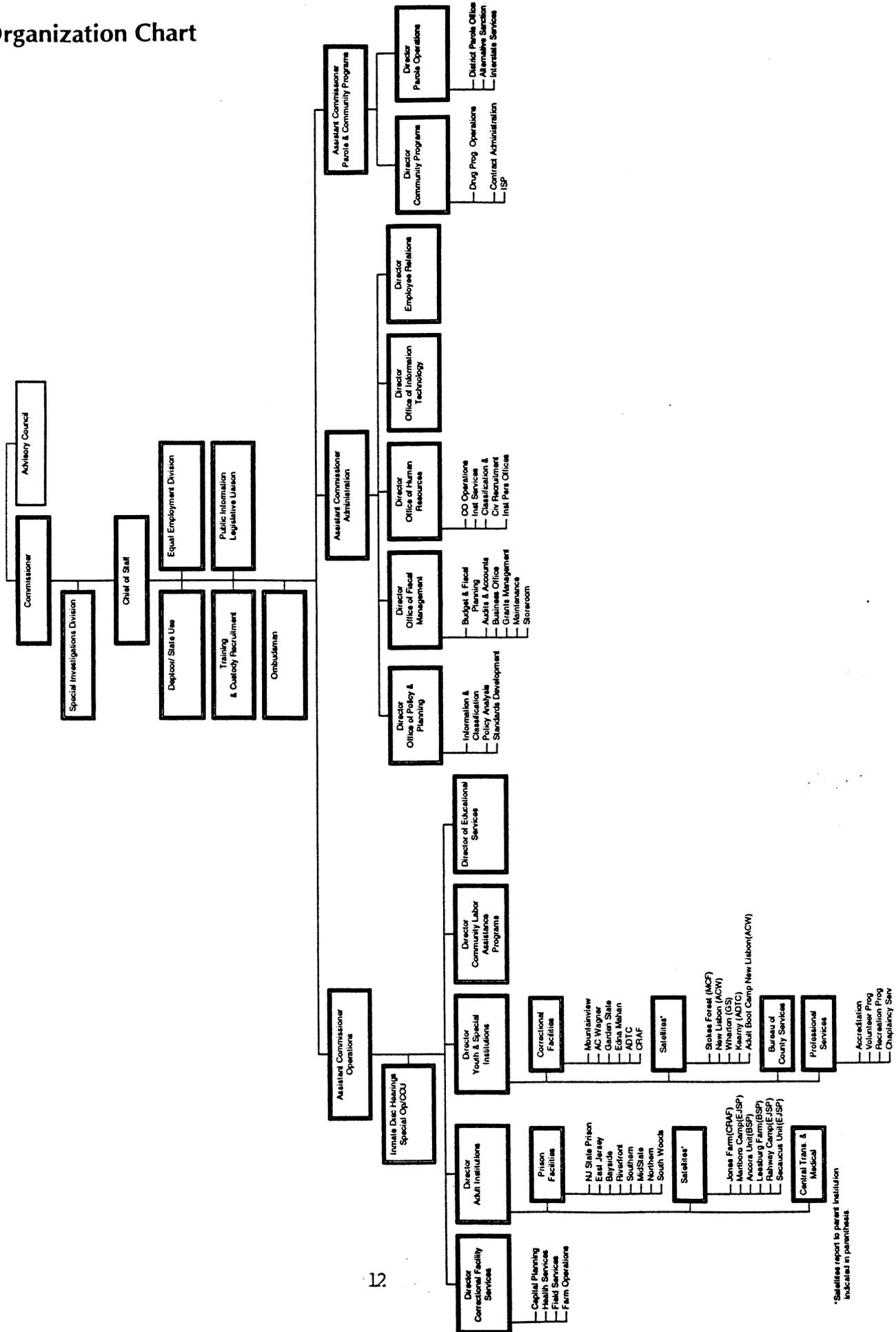
inmate's dependents, or payment of the inmate's legal debts. The balance, if any, is made available to the inmate upon parole.

### County Jails

County jails house approximately 13.5 percent of the total State sentenced average daily prison inmate population. In exchange, counties are reimbursed by the State at a daily rate after the 15th day of incarceration. Although Executive Order #106, authorizing the State to place State sentenced inmates in county correctional facilities, expired in March 1998, the Department of Corrections continues to house State inmates beyond the capacity of State institutions within these counties at various reimbursement rates agreed upon between the State and the host counties. According to the department's Policy Analysis and Planning Unit's report on Residents, Admissions and Releases, as of January 2000, there were 4,078 State sentenced inmates housed in county correctional facilities. Because the counties represent the overflow of State sentenced prison inmates, the number housed in the counties is largely dependent upon the number of admissions processed each month offset by the number of releases and paroles granted, and is subject to monthly fluctuations.

# Organization Chart

## State of New Jersey Department of Corrections



\*Satellite report to parent institution indicated in parenthesis

# Fiscal and Personnel Summary

## AGENCY FUNDING BY SOURCE OF FUNDS (\$000)

	Expended FY 1999	Adj. Approp. FY 2000	Recom. FY 2001	Percent Change	
				1999-01	2000-01
<b>General Fund</b>					
Direct State Services	\$719,428	\$760,616	\$764,665	6.3%	0.5%
Grants - In - Aid	134,862	148,802	168,040	24.6%	12.9%
State Aid	0	0	0	0.0%	0.0%
Capital Construction	9,283	24,557	33,198	257.6%	35.2%
Debt Service	0	0	0	0.0%	0.0%
<b>Sub-Total</b>	<b>\$863,573</b>	<b>\$933,975</b>	<b>\$965,903</b>	<b>11.9%</b>	<b>3.4%</b>
<b>Property Tax Relief Fund</b>					
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%
<b>Sub-Total</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>0.0%</b>	<b>0.0%</b>
<b>Casino Revenue Fund</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>0.0%</b>	<b>0.0%</b>
<b>Casino Control Fund</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>0.0%</b>	<b>0.0%</b>
<b>State Total</b>	<b>\$863,573</b>	<b>\$933,975</b>	<b>\$965,903</b>	<b>11.9%</b>	<b>3.4%</b>
<b>Federal Funds</b>	<b>\$18,873</b>	<b>\$13,940</b>	<b>\$16,321</b>	<b>-13.5%</b>	<b>17.1%</b>
<b>Other Funds</b>	<b>\$53,586</b>	<b>\$55,176</b>	<b>\$54,813</b>	<b>2.3%</b>	<b>-0.7%</b>
<b>Grand Total</b>	<b>\$936,032</b>	<b>\$1,003,091</b>	<b>\$1,037,037</b>	<b>10.8%</b>	<b>3.4%</b>

## PERSONNEL SUMMARY - POSITIONS BY FUNDING SOURCE

	Actual FY 1999	Revised FY 2000	Funded FY 2001	Percent Change	
				1999-01	2000-01
State	8,978	8,870	9,513	6.0%	7.2%
Federal	34	34	44	29.4%	29.4%
All Other	440	460	491	11.6%	6.7%
<b>Total Positions</b>	<b>9,452</b>	<b>9,364</b>	<b>10,048</b>	<b>6.3%</b>	<b>7.3%</b>

FY 1999 (as of December) and revised FY 2000 (as of September) personnel data reflect actual payroll counts. FY 2001 data reflect the number of positions funded.

## AFFIRMATIVE ACTION DATA

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

<u>Budget Item</u>	<u>Adj. Approp. FY 2000</u>	<u>Recomm. FY 2001</u>	<u>Dollar Change</u>	<u>Percent Change</u>	<u>Budget Page</u>
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**SYSTEM WIDE****DIRECT STATE  
SERVICES:**

<b>Salaries and Wages</b>	<b>\$21,659</b>	<b>\$18,032</b>	<b>(\$3,627)</b>	<b>(16.7)%</b>	<b>D-73</b>
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The FY 2001 recommendation anticipate the receipt of increased federal funding for the State Criminal Alien Assistance Program (SCAAP). Each year the federal government partially reimburses the State for the costs of housing illegal immigrants in their correctional facilities after state conviction for felony offenses. The amount awarded each year is based on the number of illegal immigrants incarcerated by the State and the amount of funds appropriated by the Federal government for this program. The increase will be applied to this account, permitting the department to decrease the State funding for salaries and wages.

**Services Other than  
Personal**

<b>\$437</b>	<b>\$742</b>	<b>\$305</b>	<b>69.8%</b>	<b>D-73</b>
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The recommended increase includes a \$290,000 appropriation to fund New Jersey Office of Information Technology (NJOIT) charges to support the department's new integrated information data processing system.

**Special Purpose:  
Inmate Work Details  
Program**

<b>\$1,280</b>	<b>\$1,690</b>	<b>\$410</b>	<b>32.0%</b>	<b>D-73</b>
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The FY 2001 recommendation for the Inmate Work Details program would provide continuation funding for the 10 details supported in FY 2000, plus an additional 3 details. Referred to as "Paying Communities Back", the program engages inmates in service projects that would benefit communities which might not otherwise be able to undertake these projects and heighten public visibility of offenders performing such work. Funding would support 4 positions for the program.

**Drug Court Treatment  
Programs**

<b>\$2,048</b>	<b>\$4,125</b>	<b>\$2,077</b>	<b>101.4%</b>	<b>D-73</b>
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The FY 2001 recommendation would fund the estimated treatment costs of 200 participants in the Drug Court Treatment Program. The recommendation provides full year funding for the program.

**Legal Costs - C.F. vs.  
Terhune**

<b>\$360</b>	<b>\$0</b>	<b>(\$360)</b>	<b>(100.0)%</b>	<b>D-73</b>
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The FY 2000 appropriation funded the State's legal costs for the C.F. vs. Terhune litigation requiring the department to develop a comprehensive plan to address the mental health needs of inmates under its care. No funding is required for this purpose in FY 2001.

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

<u>Budget Item</u>	<u>Adj. Approp. FY 2000</u>	<u>Recomm. FY 2001</u>	<u>Dollar Change</u>	<u>Percent Change</u>	<u>Budget Page</u>
<b>Additional Mental Health Treatment Services</b>	<b>\$16,000</b>	<b>\$17,760</b>	<b>\$1,760</b>	<b>11.0%</b>	<b>D-74</b>

As a result of 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 includes:

- 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 at Vroom Central Reception and Assignment Facility, the Adult Diagnostic and Treatment Center and the Edna Mahan Correctional Facility for Women;
- 4) Enhanced mental health treatment (outpatient services) for inmates discharged from Residential Treatment Units and other general population inmates; and
- 5) Mental health training for all correction officer staff and additional training for those correction officers assignment to treatment units.

The FY 2001 recommendation provides full year funding for the program which was initiated in FY 2000. The increased funding would support 28 positions.

<b>Education Program Realignment</b>	<b>\$0</b>	<b>\$1,260</b>	<b>\$1,260</b>	<b>—</b>	<b>D-74</b>
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The FY 2001 recommendation provides for the realignment of 28 educational staff from SFEA-funded (State Facilities Education Act) positions to Direct State Services funded positions to bring the department into compliance with SFEA regulations which require the department to use SFEA funding only for those which would train SFEA eligible students. Eligible students are 20 years of age or younger on July 1, enrolled in education programs, and not yet possessing high school diploma or equivalent. Prior to this, the department had used SFEA funding for teaching staff who were teaching students who were not eligible for SFEA funds.

<b>Expanded Custody Recruit Training</b>	<b>\$0</b>	<b>\$2,140</b>	<b>\$2,140</b>	<b>—</b>	<b>D-74</b>
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The recommended appropriation would provide funding for increased training capacity for the correction officer recruit training program to supplement the current capacity at Sea Girt. Currently the department trains 500 adult and juvenile correction officer recruits and 60 parole officer recruits annually, which maximizes the facility's capacity. The recommended funding would permit the department to train an additional 400 officers per year. Funding would support 14 new positions.

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

<u>Budget Item</u>	<u>Adj. Approp. FY 2000</u>	<u>Recomm. FY 2001</u>	<u>Dollar Change</u>	<u>Percent Change</u>	<u>Budget Page</u>
State Match - Women's Assessment Center	\$0	\$489	\$489	—	D-74

Funding for this program would provide the 10 percent State case match required for the federally funded 100-bed Assessment/Evaluation and Treatment Center for female inmates. The center will provide residential substance abuse treatment and operate as an assessment and evaluation center for those inmates meeting the eligibility criteria for a residential community release program. The department anticipates that the State money will be matched with \$4.398 million in federal funding for the program.

**GRANTS-IN-AID:**

<b>Purchase of Service for Inmates Incarcerated in County Penal Facilities</b>	<b>\$94,228</b>	<b>\$97,129</b>	<b>\$2,901</b>	<b>3.1%</b>	<b>D-74</b>
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Although Executive Order #106 expired in March 1998, the Department of Corrections continues to house State inmates beyond the capacity of State institutions at various reimbursement rates agreed upon between the State and the counties. The FY 2001 recommendation is based on the actual population through October 1999, and a projected population growth of 125 more inmates entering the correctional system than leaving it each month.

<b>Purchase of Community Services</b>	<b>\$52,824</b>	<b>\$62,501</b>	<b>\$9,677</b>	<b>18.3%</b>	<b>D-74</b>
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The FY 2001 recommendation would provide funding for a total of 3,447 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 755 bed spaces over the FY 2000 level of 2,692 community bed spaces.

<b>Halfway Back Program</b>	<b>\$0</b>	<b>\$6,660</b>	<b>\$6,660</b>	<b>—</b>	<b>D-74</b>
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The FY 2001 recommendation for this new program would permit the department to contract with private providers at various locations throughout the State who would provide a highly supervised residential environment consisting of drug treatment and relapse prevention services for offenders on parole. The program would also address life skills development, anger and aggression management, unemployment and other issues confronted by offenders who are having difficulty adhering to the conditions of parole. The recommended funding would support 500 beds.

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

<u>Budget Item</u>	<u>Adj. Approp.</u> <u>FY 2000</u>	<u>Recomm.</u> <u>FY 2001</u>	<u>Dollar</u> <u>Change</u>	<u>Percent</u> <u>Change</u>	<u>Budget</u> <u>Page</u>
<b>FEDERAL FUNDS:</b>					
<b>Institutional Program Support</b>	<b>\$12,078</b>	<b>\$14,472</b>	<b>\$2,394</b>	<b>19.8%</b>	<b>D-74</b>

The major portion of this increase (\$2.3 million) represents the funding received by the State under the State Criminal Alien Assistance Program (SCAAP). Each year the federal government partially reimburses the State for the costs of housing illegal immigrants in their correctional facilities after state conviction for felony offenses. The amount awarded each year is based on the number of illegal immigrants incarcerated by the State and the amount of funds appropriated by the Federal government for this program.

**NEW JERSEY STATE PRISON****DIRECT STATE SERVICES:**

<b>Materials and Supplies</b>	<b>\$6,806</b>	<b>\$5,700</b>	<b>(\$1,106)</b>	<b>(16.3)%</b>	<b>D-76</b>
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As a result of the recent deregulation of the energy industry, the State expects to accrue a savings in its energy costs. In response to this, the FY 2001 recommendation anticipates a savings of \$544,000 in electric costs, department wide. While the entire \$544,000 reduction is taken from the New Jersey State Prison electricity account, recommended budget language (budget page D-77), would permit the department to transfer funds from other accounts within the department that have actually realized the savings back to the New Jersey State Prison account.

<b>Maintenance and Fixed Charges</b>	<b>\$759</b>	<b>\$1,055</b>	<b>\$296</b>	<b>39.0%</b>	<b>D-76</b>
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The FY 2001 budget recommendation is based on the department's FY 1999 expenditure level for this account.

**FEDERAL FUNDS:**

<b>Institutional Care and Treatment</b>	<b>\$48</b>	<b>\$90</b>	<b>\$42</b>	<b>87.5%</b>	<b>D-77</b>
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The recommended increase represents increased funding under Title I of Improving America's Schools Act of 1994 (IASA). Funds for this program are used to provide supplementary educational services in the basic skills areas to eligible (under age 21 and not possessing a high school diploma or equivalent) students demonstrating the greatest need. Funds are generated based on pupil count on a specific date in a prior year, rather than on an average daily attendance, as was the previous method used. FY 2001 funds would provide one authorized teaching position which was not funded in FY 2000.

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

<u>Budget Item</u>	<u>Adj. Approp. FY 2000</u>	<u>Recomm. FY 2001</u>	<u>Dollar Change</u>	<u>Percent Change</u>	<u>Budget Page</u>
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VROOM CENTRAL  
RECEPTION AND  
ASSIGNMENT  
FACILITY

ALL OTHER FUNDS:  
Institutional Care and  
Treatment

	\$480	\$373	(\$107)	(22.3)%	D-78
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The FY 2001 recommendation represents funding allotted to the VROOM Central Reception and Assignment Facility under the State Facilities Education Act of 1979 (SFEA) (P.L. 1979 c. 207). Funds for this program are generated based on annual pupil count that is conducted on the last school day prior to October 16th for the following school year. Eligible students are 20 years of age or younger on July 1, enrolled in education programs, and not yet possessing 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 services, various special services and other contingencies.

EAST JERSEY STATE  
PRISON

DIRECT STATE  
SERVICES:

Special Purpose:

Past Due Parole  
Eligibility Staffing

	\$539	\$0	(\$539)	(100.0)%	D-80
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STATE PAROLE BOARD

DIRECT STATE  
SERVICES:

Special Purpose:

Eligibility  
Determinations and  
Monitoring

	\$100	\$454	\$354	354.0%	D-103
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The Past Due Parole Eligibility program has been eliminated from East Jersey State Prison. Its functions have been transferred to the State Parole Board, which is recommended to receive increased funding in FY 2001 for this purpose.

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

<u>Budget Item</u>	<u>Adj. Approp. FY 2000</u>	<u>Recomm. FY 2001</u>	<u>Dollar Change</u>	<u>Percent Change</u>	<u>Budget Page</u>
<b>EAST JERSEY STATE PRISON</b>					
<b>FEDERAL FUNDS:</b>					
<b>Institutional Care and Treatment</b>	<b>\$260</b>	<b>\$216</b>	<b>(\$44)</b>	<b>(16.9)%</b>	<b>D-80</b>

East Jersey State Prison is recommended to receive \$59,000 under Title I of Improving America's Schools Act of 1994 (IASA). This represents a reduction of \$24,000 under the FY 2000 appropriation. Funds for this program are used to provide supplementary educational services in the basic skills areas to eligible (under age 21 and not possessing a high school diploma or equivalent) students demonstrating the greatest need. Funds are generated based on pupil count on a specific date in a prior year, rather than on an average daily attendance, as was the previous method used. FY 2001 funds would provide two authorized teaching positions.

In addition, East Jersey State Prison received federal funding for Basic Skills and English as a Second Language for adults through the level of secondary completion. As of FY 2001, funding will be awarded on a competitive basis, rather than on the number of students served during the previous school year. The FY 2001 recommendation anticipates the receipt of \$157,000, \$20,000 less that received in FY 2000. FY 2001 funds would provide three authorized teaching positions.

<b>ALL OTHER FUNDS:</b>					
<b>Institutional Care and Treatment</b>	<b>\$1,167</b>	<b>\$988</b>	<b>(\$179)</b>	<b>(15.3)%</b>	<b>D-80</b>

The FY 2001 recommendation represents funding allotted to the East Jersey State Prison under the State Facilities Education Act of 1979 (SFEA) (P.L. 1979 c. 207). Funds for this program are generated based on annual pupil count that is conducted on the last school day prior to October 16th for the following school year. Eligible students are 20 years of age or younger on July 1, enrolled in education programs, and not yet possessing 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 services, various special services and other contingencies.

**SOUTH WOODS STATE PRISON**

<b>DIRECT STATE SERVICES:</b>					
<b>Maintenance and Fixed Charges</b>	<b>\$1,379</b>	<b>\$1,686</b>	<b>\$307</b>	<b>22.3%</b>	<b>D-81</b>

The FY 2001 budget recommendation is based on the department's FY 1999 expenditure level for this account.

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

<u>Budget Item</u>	<u>Adj. Approp.</u> <u>FY 2000</u>	<u>Recomm.</u> <u>FY 2001</u>	<u>Dollar</u> <u>Change</u>	<u>Percent</u> <u>Change</u>	<u>Budget</u> <u>Page</u>
<b>ALL OTHER FUNDS:</b>					
<b>Institutional Care and Treatment</b>	<b>\$497</b>	<b>\$348</b>	<b>(\$149)</b>	<b>(30.0)%</b>	<b>D-82</b>

The FY 2001 recommendation represents funding allotted to the South Woods State Prison under the State Facilities Education Act of 1979 (SFEA) (P.L. 1979 c. 207). Funds for this program are generated based on annual pupil count that is conducted on the last school day prior to October 16th for the following school year. Eligible students are 20 years of age or younger on July 1, enrolled in education programs, and not yet possessing 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 services, various special services and other contingencies.

**BAYSIDE STATE PRISON****DIRECT STATE SERVICES:**

<b>Maintenance and Fixed Charges</b>	<b>\$1,648</b>	<b>\$1,277</b>	<b>(\$371)</b>	<b>(22.5)%</b>	<b>D-83</b>
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The FY 2001 budget recommendation is based on the department's FY 1999 expenditure level for this account.

**RIVERFRONT STATE PRISON****DIRECT STATE SERVICES:**

<b>Maintenance and Fixed Charges</b>	<b>\$487</b>	<b>\$725</b>	<b>\$238</b>	<b>48.9%</b>	<b>D-88</b>
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The FY 2001 budget recommendation is based on the department's FY 1999 expenditure level for this account.

**CAPITAL CONSTRUCTION:**

<b>Replace Facility Systems Computer</b>	<b>\$900</b>	<b>\$0</b>	<b>(\$900)</b>	<b>(100.0)%</b>	<b>D-89</b>
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The FY 2000 funding provided 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 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. No funding is

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

<u>Budget Item</u>	<u>Adj. Approp. FY 2000</u>	<u>Recomm. FY 2001</u>	<u>Dollar Change</u>	<u>Percent Change</u>	<u>Budget Page</u>
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recommended for this purpose in FY 2001.

**EDNA MAHAN  
CORRECTIONAL  
FACILITY FOR  
WOMEN**

**DIRECT STATE  
SERVICES:**

**Services Other Than  
Personal**

	<b>\$4,091</b>	<b>\$4,466</b>	<b>\$375</b>	<b>9.2%</b>	<b>D-90</b>
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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 (\$2,800 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 recommended increase primarily reflects the cost of medical services provided by Correctional Medical Services for 1,255 inmates.

**Maintenance and Fixed  
Charges**

	<b>\$732</b>	<b>\$925</b>	<b>\$193</b>	<b>26.4%</b>	<b>D-90</b>
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The FY 2001 budget recommendation is based on the department's FY 1999 expenditure level for this account.

**NORTHERN STATE  
PRISON**

**DIRECT STATE  
SERVICES:**

**Services Other Than  
Personal**

	<b>\$11,920</b>	<b>\$12,694</b>	<b>\$774</b>	<b>6.5%</b>	<b>D-92</b>
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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 (\$2,800 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 recommended increase primarily reflects the cost of medical services provided by Correctional Medical Services for 3,673 inmates.

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

<u>Budget Item</u>	<u>Adj. Approp. FY 2000</u>	<u>Recomm. FY 2001</u>	<u>Dollar Change</u>	<u>Percent Change</u>	<u>Budget Page</u>
<b>CAPITAL CONSTRUCTION:</b>					
Water Line Replacement	\$200	\$0	(\$200)	(100.0)%	D-92

The FY 2000 recommendation provided for the repair/replacement of the underground hot water piping at Northern State Prison. No funding is recommended for this purpose in FY 2001.

**ADULT DIAGNOSTIC  
AND TREATMENT  
CENTER**

<b>DIRECT STATE SERVICES:</b>					
Services Other Than Personal	\$4,169	\$4,717	\$548	13.1%	D-94

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 (\$2,800 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 recommended increase primarily reflects the cost of medical services provided by Correctional Medical Services for 1,297 inmates.

Maintenance and Fixed Charges	\$375	\$492	\$117	31.2%	D-94
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The FY 2001 budget recommendation is based on the department's FY 1999 expenditure level for this account.

**GARDEN STATE  
YOUTH  
CORRECTIONAL  
FACILITY**

<b>DIRECT STATE SERVICES:</b>					
Additions, Improvements and Equipment	\$128	\$161	\$33	25.8%	D-95

The FY 2001 increase would provide funding to permit the department to begin replacing its

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

<u>Budget Item</u>	<u>Adj. Approp. FY 2000</u>	<u>Recomm. FY 2001</u>	<u>Dollar Change</u>	<u>Percent Change</u>	<u>Budget Page</u>
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security staff's obsolete hand held radio equipment.

**FEDERAL FUNDS:**

<b>Institutional Care and Treatment</b>	<b>\$294</b>	<b>\$366</b>	<b>\$72</b>	<b>24.5%</b>	<b>D-96</b>
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The recommended increase in federal funding provides services for eligible handicapped children. The program, authorized under the Individuals with Disabilities Act, Part B, distributes funding on the basis of a formula related to the number of eligible offenders (under age 21 and not possessing a high school diploma or equivalent) handicapped children (those who have been formerly educationally classified) on the attendance rolls of programs as of December 1st of the preceding year. Funds are used to supply direct supplemental educational services in the basic skills area.

**ALL OTHER FUNDS:**

<b>Institutional Care and Treatment</b>	<b>\$3,931</b>	<b>\$3,732</b>	<b>(\$199)</b>	<b>(5.1)%</b>	<b>D-96</b>
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The FY 2001 recommendation represents funding allotted to the Garden State Reception and Youth Correctional Facility State Prison under the State Facilities Education Act of 1979 (SFEA) (P.L. 1979 c. 207). Funds for this program are generated based on annual pupil count that is conducted on the last school day prior to October 16th for the following school year. Eligible students are 20 years of age or younger on July 1, enrolled in education programs, and not yet possessing 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 services, various special services and other contingencies.

**ALBERT C. WAGNER  
YOUTH  
CORRECTIONAL  
FACILITY**

**DIRECT STATE  
SERVICES:**

<b>Maintenance and Fixed Charges</b>	<b>\$483</b>	<b>\$804</b>	<b>\$321</b>	<b>66.5%</b>	<b>D-97</b>
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The FY 2001 budget recommendation is based on the department's FY 1999 expenditure level for this account.

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

<u>Budget Item</u>	<u>Adj. Approp. FY 2000</u>	<u>Recomm. FY 2001</u>	<u>Dollar Change</u>	<u>Percent Change</u>	<u>Budget Page</u>
<b>Additions, Improvements and Equipment</b>	<b>\$128</b>	<b>\$161</b>	<b>\$33</b>	<b>25.8%</b>	<b>D-97</b>

The FY 2001 increase would provide funding to permit the department to begin replacing its security staff's obsolete hand held radio equipment.

**CAPITAL****CONSTRUCTION:**

<b>Boot Camp Expansion</b>	<b>\$0</b>	<b>\$10,700</b>	<b>\$10,700</b>	<b>—</b>	<b>D-97</b>
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The Department of Corrections plans to increase the bed space capacity of the existing Boot Camp for young male offenders on the grounds of the New Lisbon Developmental Center by 180 beds, increasing the total capacity to 300 beds. Funding is intended for design and construction costs. The scope of work will include the increase in beds and the installation of the additional support and program space required to accommodate the increased population.

<b>Upgrade Water Treatment Plant</b>	<b>\$1,422</b>	<b>\$0</b>	<b>(\$1,422)</b>	<b>(100.0)%</b>	<b>D-97</b>
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The FY 2000 recommendation provided 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. The upgrade was required as a result of the increasing population at both facilities. No funding is recommended for this purpose in FY 2001.

**ALL OTHER FUNDS:****Institutional Care and**

<b>Treatment</b>	<b>\$1,478</b>	<b>\$1,380</b>	<b>(\$98)</b>	<b>(6.6)%</b>	<b>D-98</b>
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The FY 2001 recommendation represents funding allotted to the Albert C. Wagner Youth Correctional Facility and the Stabilization and Reintegration Program at New Lisbon, under the State Facilities Education Act of 1979 (SFEA) (P.L. 1979 c. 207). Funds for this program are generated based on annual pupil count that is conducted on the last school day prior to October 16th for the following school year. Eligible students are 20 years of age or younger on July 1, enrolled in education programs, and not yet possessing 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 services, various special services and other contingencies.

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

<u>Budget Item</u>	<u>Adj. Approp. FY 2000</u>	<u>Recomm. FY 2001</u>	<u>Dollar Change</u>	<u>Percent Change</u>	<u>Budget Page</u>
<b>MOUNTAINVIEW YOUTH CORRECTIONAL FACILITY</b>					
<b>CAPITAL CONSTRUCTION:</b>					
Replace Steam Line, Condensate Lines and Traps	\$0	\$665	\$665	—	D-99

The FY 2001 recommendation would provide for the design and replacement of steam lines used for the heating and domestic hot water systems, including approximately 350 steam traps. Recently, the replacement of high pressure steam lines yielded a significant cost savings. According to the department, replacement of the balance of the system, along with the new steam traps would greatly increase efficiency and produce a significant cost reduction.

<b>Electrical Service Update</b>	<b>\$0</b>	<b>\$433</b>	<b>\$433</b>	<b>—</b>	<b>D-100</b>
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The FY 2001 recommendation would fund the design of a new electrical distribution system for Housing Units 1, 2, 3, 4, 7, 9, and 10. Due to the poor condition of the electrical service in the cottages, many inmates use batteries. These batteries are often used as weapons by the inmates. The installation of an upgraded electrical service will eliminate the need for batteries and take away the threat of harm to both inmates and staff. Once designed, the system implementation is estimated to cost an additional \$4.6 million. This amount will be requested in the FY 2002 budget.

**OFFICE OF PAROLE**

<b>DIRECT STATE SERVICES:</b>					
Maintenance and Fixed Charges	\$338	\$530	\$192	56.8%	D-101

The FY 2001 budget recommendation is based on the department's FY 1999 expenditure level for this account.

<b>Special Purpose:</b>					
State Match - Truth in Sentencing Grant	\$650	\$509	(\$141)	(21.7)%	D-101

The FY 2001 recommendation would provide State funding to match \$4.5 million in Federal grant monies to continue a program of eight day reporting centers, Statewide, servicing 50 participants each.

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

<u>Budget Item</u>	<u>Adj. Approp. FY 2000</u>	<u>Recomm. FY 2001</u>	<u>Dollar Change</u>	<u>Percent Change</u>	<u>Budget Page</u>
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CENTRAL PLANNING,  
DIRECTION AND  
MANAGEMENTDIRECT STATE  
SERVICES:Maintenance and Fixed  
Charges

	\$470	\$1,030	\$560	119.1%	D-104
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The FY 2001 budget recommendation is based on the department's FY 1999 expenditure level for this account.

CAPITAL  
CONSTRUCTION:

## Emergency Generators

	\$1,000	\$0	(\$1,000)	(100.0)%	D-105
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FY 2000 funding provided for the upgrade or installation of larger capacity emergency electrical generators at various facilities. No funding is recommended for this purpose in FY 2001.

New 350-Bed  
Dormitory Unit

	\$0	\$10,200	\$10,200	—	D-105
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The FY 2001 recommendation would provide funding for the construction of a new 350-bed conventionally constructed minimum security dormitory housing unit to be located at the Southern State Correctional Facility.

Maple Hall  
Renovations, Ancora

	\$0	\$3,000	\$3,000	—	D-105
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The FY 2001 recommendation would provide for the construction of necessary renovation required to enable occupancy of the building by 200 minimum custody inmates in a dormitory setting. This work will include, but not be limited to, an upgrade of the plumbing, electric, environmental and fire safety systems.

Perimeter Security  
Enhancements, Various  
Facilities

	\$2,746	\$5,200	\$2,454	89.4%	D-105
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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. An eleventh facility was added to the department list of institutions to be upgraded. The department notes that with the installation of enhanced

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

<u>Budget Item</u>	<u>Adj. Approp. FY 2000</u>	<u>Recomm. FY 2001</u>	<u>Dollar Change</u>	<u>Percent Change</u>	<u>Budget Page</u>
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secure perimeters it would be able to reduce guard tower staffing needs which would reduce custody staffing costs.

<b>Fire Safety Code Compliance</b>	<b>\$2,000</b>	<b>\$0</b>	<b>(\$2,000)</b>	<b>(100.0)%</b>	<b>D-105</b>
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The FY 2000 funding provided necessary repairs, renovations and installation of required fire safety devices in order to comply with the Fire Safety Code. No funding is recommended for this purpose in FY 2001.

<b>Permanent Secure Housing Construction</b>	<b>\$8,000</b>	<b>\$0</b>	<b>(\$8,000)</b>	<b>(100.0)%</b>	<b>D-105</b>
----------------------------------------------	----------------	------------	------------------	-----------------	--------------

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. FY 2000 funding began the phased-in replacement of the trailer units with secure permanent housing structures which are more energy efficient and require less maintenance. No funding is recommended in FY 2001 for this purpose.

<b>Sewage Separators &amp; System Upgrades</b>	<b>\$1,033</b>	<b>\$0</b>	<b>(\$1,033)</b>	<b>(100.0)%</b>	<b>D-105</b>
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The FY 2000 funding provided 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. No funding is recommended in FY 2000.

<b>Security Improvements</b>	<b>\$4,656</b>	<b>\$1,000</b>	<b>(\$3,656)</b>	<b>(78.5)%</b>	<b>D-105</b>
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The recommended amount 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.

<b>High Point Cleanup</b>	<b>\$600</b>	<b>\$0</b>	<b>(\$600)</b>	<b>(100.0)%</b>	<b>D-105</b>
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The department received \$600,000 in FY 2000 to clean up the vacated High Point correctional facility. Funding is not recommended in FY 2001.

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

<u>Budget Item</u>	<u>Adj. Approp. FY 2000</u>	<u>Recomm. FY 2001</u>	<u>Dollar Change</u>	<u>Percent Change</u>	<u>Budget Page</u>
<b>ALL OTHER FUNDS:</b>					
<b>Administration and Support Services</b>	<b>\$1,596</b>	<b>\$1,852</b>	<b>\$256</b>	<b>16.0%</b>	<b>D-106</b>

The FY 2001 recommendation represents funding allotted to the Office of Education Services under the State Facilities Education Act of 1979 (SFEA) (P.L. 1979 c. 207). Funds for this program are generated based on annual pupil count that is conducted on the last school day prior to October 16th for the following school year. Eligible students are 20 years of age or younger on July 1, enrolled in education programs, and not yet possessing 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 services, various special services and other contingencies.

## Language Provisions

### 2000 Appropriations Handbook

### 2001 Budget Recommendations

p. B-21

The unexpended balance as of June 30, 1999 in the Mandatory Staff Training account is appropriated for the same purpose

No comparable language

#### Explanation

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 carry forward language is no longer required.



### 2000 Appropriations Handbook

### 2001 Budget Recommendations

No comparable language.

p. D-75

Notwithstanding any other law to the contrary, the amount hereinabove appropriated for the purchase of Community Services is funded from the Drug Enforcement and Demand Reduction Fund in an amount not to exceed \$1,900,000, subject to the approval of the Director of the Division of Budget and Accounting.

#### Explanation

The recommended language permits the Department of Corrections to use funds generated by the Drug Enforcement Demand Reduction Fund (DEDR) up to \$1.9 million, to support the Purchase of Community Services program. This program provides housing for prospective pre-release inmates in community based contracted residential and contracted secure treatment facilities, respectively.



## Language Provisions (Cont'd)

2000 Appropriations Handbook

No comparable language.

2001 Budget Recommendations

p. D-77

In addition to the sums appropriated hereinabove for Materials and Supplies for Administration and Support Services, the Commissioner of Corrections, with the approval of the Director of the Division of Budget and Accounting, may transfer or credit to these accounts, an amount up to \$544,000 from other appropriations to reflect savings from electric deregulation.

Explanation

As a result of the recent deregulation of the energy industry, the State expects to accrue a savings in its energy costs. In response to this, the FY 2001 recommendation anticipates a savings of \$544,000 in electrical costs, department wide. As the entire \$544,000 reduction is taken from the New Jersey State Prison fuel and utilities account, the recommended budget language would permit the department to transfer funds from other institutional accounts within the department that have actually realized the savings, back to the New Jersey State Prison account.

2000 Appropriations Handbook

p. B-35

Of the amount hereinabove for the Department of Corrections, no sums shall be charged to the State Lottery Fund.

2001 Budget Recommendations

No comparable language.

Explanation

The New Jersey State Constitution (Article IV, Section VII, Paragraph 2) was amended in FY 2000 to preclude the State from using State Lottery funds for the support of correctional institutions. FY 2000 language regarding the use of State Lottery funds is no longer required.

## Discussion Points

1. A new appropriation of \$6.66 million is recommended in FY 2001 for the Halfway Back Program, a program which would provide a highly supervised environment consisting of drug treatment and relapse prevention services for offenders on parole. The program would also address life skills development, anger and aggression management, unemployment and other issues confronted by offenders who are having difficulty adhering to the conditions of parole.

**!** *Question:* How does this program differ from other drug treatment programs that are currently operated by the department? What vendor has been selected to operate the program?

2. The Department of Human Services (DOH) currently has about \$100 million in unexpended balances of federal Temporary Assistance to Needy Families (TANF) block grant program funds. These funds can be used for a variety of programs which could aid families.

**!** *Question:* What programs does the Department of Corrections currently operate for inmates who will eventually be returning to their families, or which support inmate families? Are there potential programs which the department could conduct for inmates' families? Has the department discussed with the Department of Human Services the possibility of using unexpended Federal TANF funds for appropriate DOC programs?

3. In FY 1999, custody staff worked a total of 1.91 million overtime hours, and in FY 2000 the department estimates that custody staff will work 1.95 million hours overtime. The FY 2001 budget recommends funding for 1.87 million hours of custody staff overtime.

**!** *Question:* What programs has the department put into place, or plans to put into place, which will reduce custody staff overtime? What is the estimated cost savings for each of these programs?

4. The FY 2001 budget recommendation would increase by \$2.9 million, or 3.1 percent, funding for the Grants-in-Aid program, Purchase of Service for Inmates Incarcerated in County Penal Facilities, from \$94.2 million in FY 2000 to \$97.1 million in FY 2001. However, budget evaluation data indicate that the FY 2001 average daily population of State sentenced inmates housed in county jail facilities will be 247 less than the number of inmates housed in the counties in FY 2000.

**!** *Question:* Please discuss the reasons the recommended appropriation has increased although the projected population is expected to decrease.

5. As a result of the recent deregulation of the energy industry, the State expects to accrue a savings in energy costs. In response to this, \$544,000 was deducted from the New Jersey State Prison account that pays for fuel and utilities. Budget language would permit the department to transfer funds from the accounts of other institutions that have realized the savings, back to the New Jersey State Prison account. However, recent increases in fuel oil prices may have an effect on the projected savings.

**!** *Question:* Please discuss the impact that the recent fuel oil price increases will have on the department's fuel accounts? Based on current oil prices, how much additional funding would now be required to fully fund the fuel and utility accounts?

## Discussion Points (Cont'd)

6. The FY 2001 Budget recommends \$10.7 million in capital funding to increase the bed space capacity of the existing Boot Camp for young male offenders on the grounds of the New Lisbon Developmental Center by 180 beds. However, recent published reports indicate that other states are closing down their boot camp operations.

**!** *Question:* How does the department's boot camp operation differ from other states' operations? How does the department measure the success of the boot camp? How does this success rate compare with other types of alternatives to incarceration currently operating in the State?

7. The department is recommended to receive \$5.2 million in capital funding in FY 2001 for perimeter security enhancements at various facilities. The scope of work for this project which was initiated in 1996 called for the replacement/upgrade of the perimeter of eleven of the department's facilities with a prototype secure perimeter. The plan included the installation of fencing and razor ribbon as well as an electronic detection system. To date, the department received \$6.5 million in capital funding in FY 1997; \$1 million in bond funding in FY 1998; \$5.758 million in capital funding in FY 1999; and \$2.746 million in capital funding in FY 2000 for this purpose.

**!** *Question:* Please provide a list of facilities which have received the perimeter security enhancements along with a description of the enhancements which have been installed at each. What plans exist for the remaining facilities? Is the current perimeter security adequate for the remaining facilities? How does the security upgrade affect the department's plans to continue or not to continue staffing the guard towers at these facilities?

8. Pursuant to P.L.1998, c.71, the "New Jersey Sexually Violent Predator Act," the FY 2001 budget recommends \$3 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. While the program is currently operating at the Kearny facility, the department has indicated that this is a temporary site until a permanent location for the facility can be identified.

**!** *Question:* Has a location been identified for the new facility? What sites are currently being considered for this facility? What are the anticipated costs of preparing each of these sites for the proposed facility? When does the department anticipate that the permanent facility will be operational?

9. 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 responsiveness to 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 many sex offenders are currently housed in the general population under the provisions of this statute? In which institutions are they being housed? Has it been necessary to provide safeguards for the protection of these inmates from the general population?

## Discussion Points (Cont'd)

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?

11. The Department of Corrections received funding over several years to upgrade the Integrated Information Systems Development program which would enable it to more efficiently manage its online database and to more aggressively collect unpaid fees and fines owed by its inmates. Many of the fines were to be forwarded to the Victims of Crime Compensation Board for payment to victims of violent crimes. According to the VCCB quarterly report, as of March, 2000, collections by the Department of Corrections for VCCB assessments totaled \$302,565, 28 percent less than the FY 1999 receipts for the comparable eight month period.

**!** *Question:* Is the new collection system fully operable? What is the reason for the decrease in collections?

## Background Paper: Prison Population Growth

Budget Pages.... C-8; C-16; C-21; C-27; D-69 to D-106; G-1 to G-2

### INTRODUCTION

Over the past decade, the number of criminals housed within the State's correctional system has grown at a steady pace. This is due primarily to the enactment of various legislative initiatives aimed at securing a safer environment for New Jersey's population resulting in new and longer sentences for various drug offenses, drug related criminal activity and violent crimes. In addition, minimum mandatory sentences imposed on several offenses required longer prison stays for convicted offenders. Finally, statutes mandating stiffer parole eligibility criteria served to keep offenders incarcerated longer, swelling the State prison population.

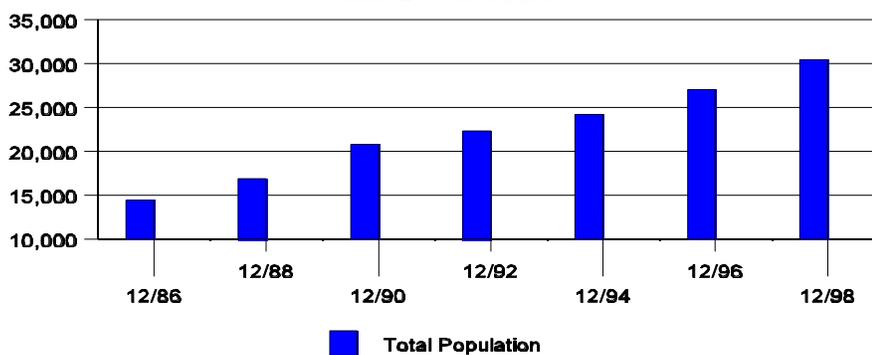
The Department of Corrections (DOC) has attempted to accommodate this growth through a variety of ways. New construction, increasing the capacity of its standing facilities, expanding the number of bed spaces in community treatment centers and the expanding the number and types of alternatives to incarceration for selected non-violent offenders have all be used in an effort to alleviate over crowding and to find space for the growing offender population.

### Population Growth

Prison population growth and the overcrowding of the State prison population poses a major problem for prison officials. When a facility becomes overcrowded, space that is normally used for recreational, educational and religious purposes must be used for beds. As inmate personal space becomes more restricted, the prison environment becomes more tense and volatile, creating management and control difficulties. Overcrowding generally reduces the State's ability to conduct meaningful rehabilitative programs such as substance abuse counseling and vocational education.

## INMATE POPULATION GROWTH

### ALL OFFENSES



Source: New Jersey Department of Corrections, "Residents, Admissions and Releases" report, issued monthly by the DOC Division of Policy Analysis and Planning.

The preceding graph page tracks the State prisons' continuous growth in population during the 1980's through the 1990's. For example, on December 31, 1986, the Department of Corrections housed 14,346 adult and young adult State sentenced inmates in State and county correctional facilities as well as in various community based halfway house facilities. By December

## Background Paper: Prison Population Growth (Cont'd)

31, 1998, the number of State sentenced inmates more than doubled, to 30,434 adult and young adult inmates in State and county correctional facilities and community placements.

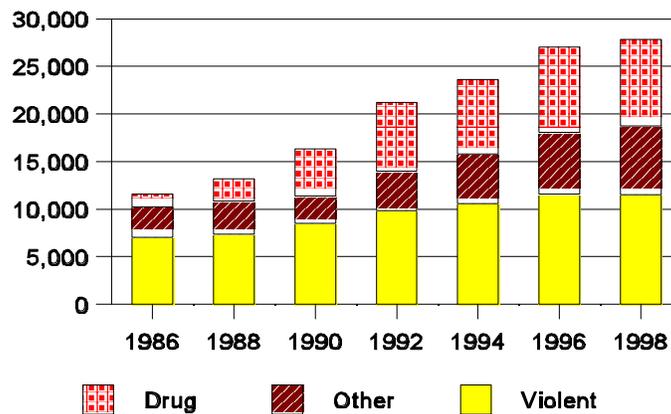
### Offender Characteristics

From 1986 through 1998, the State sentenced prison population increased by a total of 112 percent or an average annual increase of 6.47 percent per year. Over this time, the increasing percentage of the number of adult and young adult inmates are those sentenced for drug offenses.

As of December 31, 1986, a total of 11 percent of the State prison population consisted of drug offenders. Another 61 percent were convicted of violent crimes, while the remaining 28 percent were convicted of all other types of crimes. By December 31, 1998 the number of drug offenders in the State prisons consisted of 33 percent of the total population, while the number of violent criminals numbered 41 percent. The number of individuals convicted crimes other than violent or drug related offenses constituted 26 percent of the total prison population.

## POPULATION GROWTH

### BY OFFENSE



Source: New Jersey Department of Corrections "Offender Characteristics Report", issued annually by the DOC division of Policy Analysis and Planning.

The preceding chart illustrates that, between 1986 and 1998, the drug offender inmate population increased at a faster rate than those convicted of violent and other types of crime. Specifically, the drug offender population increased by an average of 17.63 percent per year, or 602 percent over 12 years. Over this same period, the growth in the number of violent criminals and in the number of individuals convicted of other offenses increased at a rate that more closely mirrors the annual rate of the total prison population growth (6.47 percent). The violent offender population increased by an average of 4.16 percent per year, or 63 percent in total, while the population of all other incarcerated criminal offenders increased by an average of 7.03 percent per year, or 126 percent in total.

## Background Paper: Prison Population Growth (Cont'd)

### Statutory Changes

During the 1980's and into the 1990's, public outcry over the growth in criminal activity prompted the Legislature to enact various statutes imposing mandatory minimum sentences on individuals convicted of criminal offenses. Under a mandatory minimum term, an inmate must serve a specified minimum amount of time before becoming eligible for parole. Prior to the enactment of these laws, individuals who were convicted of crimes generally served from one-third to one-half of the sentence imposed due to good behavior credits and work credits earned while incarcerated.

During this time period, the Legislature enacted various drug enforcement statutes imposing mandatory minimum sentences on individuals convicted of offenses involving the manufacture, use and sale of drugs. As a result, the drug offender inmate population grew at a more rapid pace than the population of other types of offenders within the system.

The "Comprehensive Drug Reform Act of 1986" (N.J.S.A. 2C:35-1 et seq.), a major statute concerning drug offenses, provides that offenders convicted of crimes involving the manufacture, distribution, dispensing or possession of controlled dangerous substances, or of employing a juvenile in a drug distribution scheme would be subject to mandatory minimum sentences before becoming eligible for parole. The drug free school zone statute, P.L. 1987, c. 101(N.J.S.A. 2C:35-7), takes this concept one step further and, in an attempt to protect school children from drug pushers, identifies the area falling within 1,000 feet of school property as a drug free school zone. Under this act, offenders convicted of using or selling controlled dangerous substances within these zones would be sentenced to mandatory minimum terms before becoming eligible for parole.

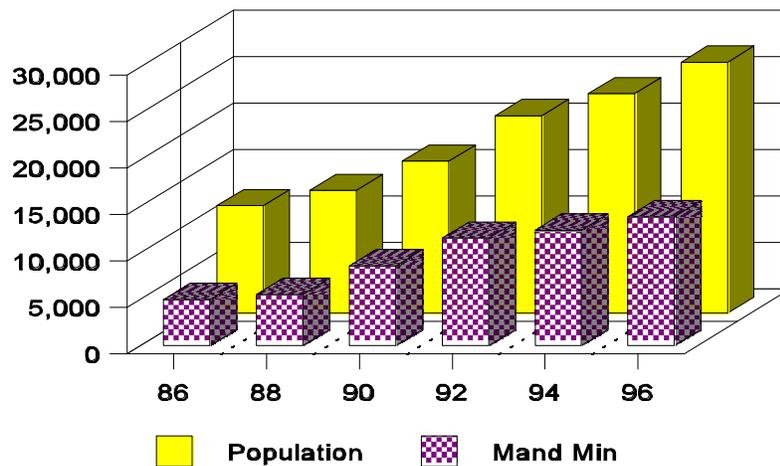
In addition to the mandatory minimum sentences imposed by the drug statutes, statutes providing for mandatory minimum sentences for the commission of various violent crimes were enacted. P.L. 1981, c. 31(N.J.S.A. 2C:43-6) provides for the imposition of a mandatory minimum term of imprisonment for offenses which were committed with the use of a firearm.

Further enhanced penalty statutes include P.L. 1990, c. 32 (N.J.S.A. 2C:43-6) which provides a mandatory minimum sentence for individuals convicted of "possessing a machine gun or assault firearm with intent to use it against the person or another", or for an offender who uses a machine gun or assault firearm during the commission of a crime. P.L. 1993, c.219(N.J.S.A. 2C:43-6) extends the mandatory minimum statute to provide that a person causing bodily injury while eluding capture must serve a minimum sentence before becoming eligible for parole.

The following chart illustrates that since 1986, the number of inmates serving mandatory minimum terms has continued to grow at a greater pace than the total number of inmates in the correctional population. For example, in FY 1986, about 42 percent of the state's total adult population were serving mandatory minimum terms. By FY 1996, this number increased to 51 percent of the total inmate population.

Background Paper: Prison Population Growth (Cont'd)

### Mandatory Minimum Term



Source: New Jersey Department of Corrections "Offender Characteristics Report", issued annually by the DOC division of Policy Analysis and Planning.

While not yet having an impact on the State's correctional population, recently enacted legislation could further shape the future growth in the number of State inmates. The "Persistent Offender Accountability Act" (Three Strikes) (P.L. 1995, c.126, N.J.S.A. 2C:43-7) provides for life imprisonment without parole and extended terms for repeat offenders. More recently, the "No Early Release Act" (P.L. 1997, c.117, N.J.S.A. 2C:43-7.2) provides that an individual convicted of a violent crime of the first or second degree must serve a minimum of 85 percent of the sentence imposed before becoming eligible for parole.

Although it is too early for the correctional system to experience the impact of these statutes on the prison population, these laws could affect its future population growth. The effects of these statutes will be seen when the offenders convicted under these statutes reach the date upon which they might otherwise have been paroled, and begin serving their extended sentences.

#### Departmental Strategies for Bed Space Expansion

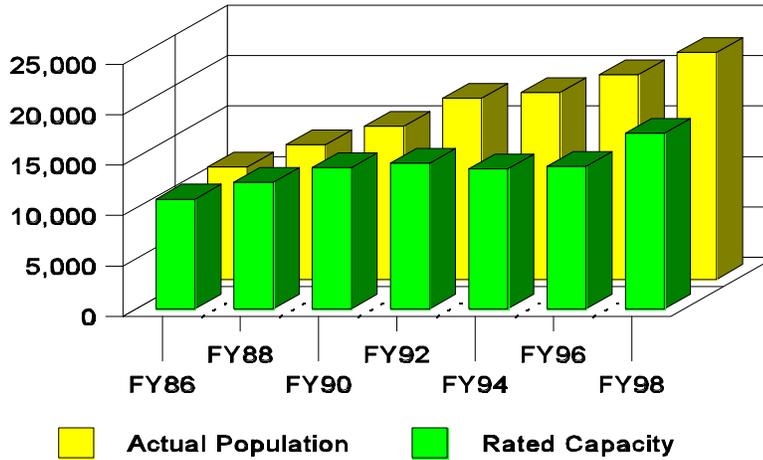
In an effort to keep up with the State's growing inmate population, the Department of Corrections has used a variety of techniques. Between FY 1986 and FY 1998, the department constructed additional bed spaces in existing institutions and opened new institutions, increasing the department's rated capacity from 10,889 bed spaces in FY 1986 to 17,458 bed spaces in FY 1998, a 60 percent increase.

Further, the department succeeded in housing more inmates at each facility than their rated capacities by double bunking inmates in some cells, and converting space originally intended for administrative, recreational, and other purposes to inmate living space. In this way, the institutional population has been able to surpass its rated capacity and to grow from 11,163 inmates in FY 1986 (2.5 percent over rated capacity) to 22,531 inmates in FY 1998 (29.0 percent over rated capacity).

The following chart illustrates the growing gap between the department's rated capacities and its population.

Background Paper: Prison Population Growth (Cont'd)

### Capacity vs. Population



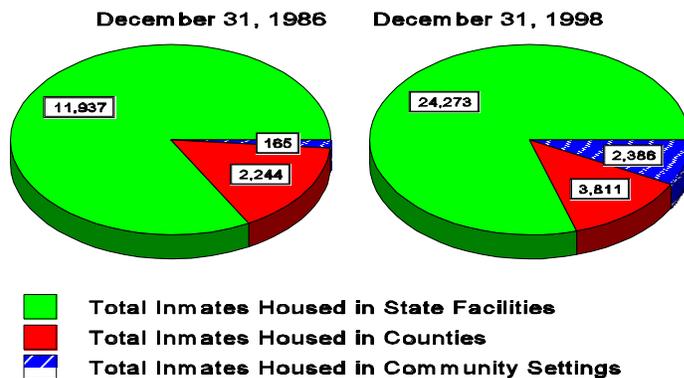
Source: State of New Jersey Annual Budget Recommendations

#### Alternative Housing Options

While increasing the number of bed spaces within many institutions has increased their populations beyond the original design capacities, the department was still faced with the challenge of acquiring secure housing for its growing population of offenders. In response, DOC has made use of county correctional facilities and expanded its use of community based halfway house and treatment facilities and various alternatives to incarceration such as the electronic monitoring program, drug courts and the Intensive Supervision Program.

In December, 1986, while DOC had a total of 14,346 inmates, 11,937 of them were housed in State facilities. Of the remaining number, 2,244 were housed in county facilities and 165 were housed in community setting (which includes both community based treatment centers and alternatives to incarceration). By, December, 1998, the number of State sentenced inmates totaled 30,434, of which 24,237 were housed in State operated facilities. The number of county placements increased to 3,811, and the number of community placements totaled 2,386.

### Population Distribution



Source: New Jersey Department of Corrections, "Residents, Admissions and Releases" report, issued monthly by the DOC Division of Policy Analysis and Planning.

## Background Paper: Prison Population Growth

The preceding graph demonstrates the growth in the use of county facilities and the department's increasing use of community based alternatives to incarceration.

### Summary

In sum, New Jersey's adult and young adult State prison population has steadily increased over the past decade. In concert with this growth, the number of drug offenders has increased more rapidly than the number of offenders incarcerated for all other offenses. Offenders who were subject to the mandatory minimum sentences for serious crimes which were passed during this time also contributed to the growth in population and stricter parole eligibility requirements lengthened the amount of time that many inmates must serve before being released on parole.

## Background Paper: Overtime Trends

Budget Pages.... C-8; C-16; C-21; C-27; D-69 to D-106; G-1 to G-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 2001, 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.

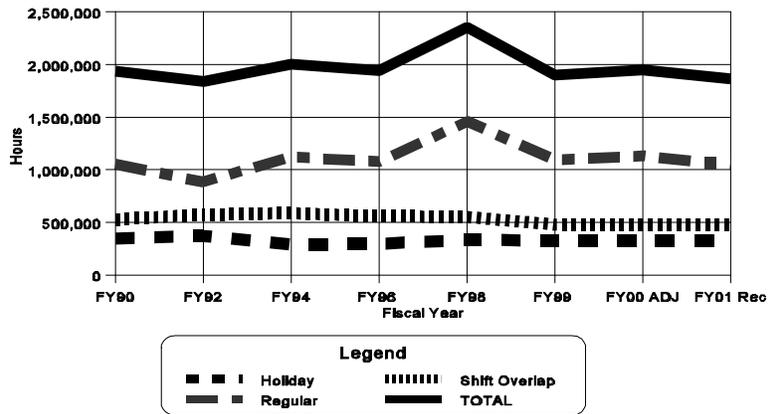
The audit also notes that "overtime, when paid for necessary post coverage, is actually an efficient mechanism." However, the audit went on to discuss various ways in which overtime could be better managed to restrain both its use and its costs.

The following graphs illustrate the growth in overtime hours and expenditures for the Department of Corrections since FY 1990. As shown in the graphs, the department's custody staff worked 1.94 million overtime hours in FY 1990 at a cost of \$45.4 million. While fluctuating over the years, the number of overtime hours worked in FY 1999 was slightly less, at 1.91 million overtime hours, costing \$69.6 million. The rise in overtime expenditures over this time period can

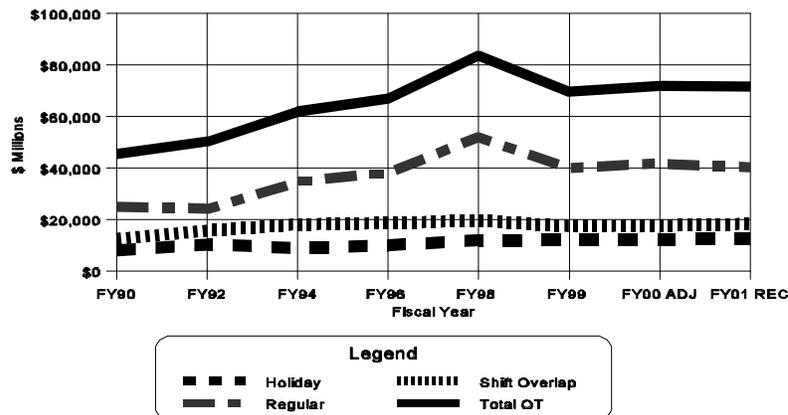
## Background Paper: Overtime Trends (Cont'd)

be explained by 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 15,621 inmates in FY 1990 to 24,169 inmates in FY 1999. 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 Trends (Cont'd)

Over the past several years, the Department of Corrections has required sizable mid-year supplemental appropriations so that the department could meet its obligations through the end of the fiscal year. These obligations have consisted primarily of overtime expenditures and the cost of housing inmates in county correctional facilities. According to the department's second quarter spending plan, no supplemental appropriation is anticipated for FY 2000. While the department expects to complete FY 2000 with a deficit in the county reimbursement account, anticipated surpluses in the salary accounts would cover this shortfall. The custody overtime account is expected to maintain a \$2.8 million surplus at the completion of FY 2000.

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 from 30 minutes to 20 minutes per day;
- ! "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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