

ANALYSIS OF THE NEW JERSEY
FISCAL YEAR 2002 - 2003 BUDGET



DEPARTMENT OF CORRECTIONS

PREPARED BY
OFFICE OF LEGISLATIVE SERVICES
NEW JERSEY LEGISLATURE
MAY 2002

NEW JERSEY STATE LEGISLATURE

SENATE BUDGET AND APPROPRIATIONS COMMITTEE

Wayne R. Bryant (D), 5th District (Parts of Camden and Gloucester), *Co-Chair*
Robert E. Littell (R), 24th District (Sussex and parts of Hunterdon and Morris), *Co-Chair*
Martha W. Bark (R), 8th District (Part of Burlington)
Anthony R. Bucco (R), 25th District (Part of Morris)
Barbara Buono (D), 18th District (Part of Middlesex)
Joseph Charles, Jr. (D), 31st District (Part of Hudson)
Sharpe James (D), 29th District (Parts of Essex and Union)
Walter J. Kavanaugh (R), 16th District (Parts of Morris and Somerset)
Bernard F. Kenny, Jr. (D), 33rd District (Part of Hudson)
Joseph M. Kyrillos, Jr. (R), 13th District (Parts of Middlesex and Monmouth)
Leonard Lance (R), 23rd District (Warren and part of Hunterdon)
Joseph Suliga (D), 22nd District (Parts of Middlesex, Somerset and Union)

GENERAL ASSEMBLY BUDGET COMMITTEE

Louis D. Greenwald (D), 6th District (Part of Camden), *Chairman*
William D. Payne (D), 29th District (Parts of Essex and Union), *Vice-Chairman*
Francis J. Blee (R), 2nd District (Part of Atlantic)
Joseph Cryan (D), 20th District (Part of Union)
Douglas H. Fisher (D), 3rd District (Salem and parts of Cumberland and Gloucester)
Linda R. Greenstein (D), 14th District (Parts of Mercer and Middlesex)
Thomas H. Kean, Jr. (R), 21st District (Parts of Essex, Morris, Somerset and Union)
Joseph R. Malone III (R), 30th District (Parts of Burlington, Mercer, Monmouth and Ocean)
Kevin J. O'Toole (R), 40th District (Parts of Bergen, Essex and Passaic)
Elba Perez-Cinciarelli (D), 31st District (Part of Hudson)
Bonnie Watson Coleman (D), 15th District (Part of Mercer)

OFFICE OF LEGISLATIVE SERVICES

Alan R. Kooney, *Legislative Budget and Finance Officer*
Frank W. Haines III, *Assistant Legislative Budget and Finance Officer*

Glenn E. Moore, III, *Director, Central Staff*
Patricia K. Nagle, *Section Chief, Judiciary Section*

This report was prepared by the Judiciary Section of the Office of Legislative Services under the direction of the Legislative Budget and Finance Officer. The primary author was Anne C. Raughley with additional contributions by Beth Adubato-Patrick.

Questions or comments may be directed to the OLS Judiciary Section (Tel. 609-292-5526) or the Legislative Budget and Finance Office (Tel. 609 292-8030).

DEPARTMENT OF CORRECTIONS

Budget Pages..... C-23, C-28, C-35, D-83 to D-121,
G-1 to G-2, H-31

Fiscal Summary (\$000)

	Expended FY 2001	Adjusted. Appropriation FY 2002	Recommended FY 2003	Percent Change 2002-03
State Budgeted	\$922,538	\$899,640	\$867,064	(3.6)%
Federal Funds	21,536	13,894	14,491	4.3%
<u>Other</u>	<u>55,732</u>	<u>50,551</u>	<u>51,834</u>	<u>2.5%</u>
Grand Total	\$999,806	\$964,085	\$933,389	(3.2)%

Personnel Summary - Positions By Funding Source

	Actual FY 2001	Revised FY 2002	Funded FY 2003	Percent Change 2002-03
State	9,343	9,782	9,769	(0.1)%
Federal	36	34	43	26.5%
<u>Other</u>	<u>426</u>	<u>412</u>	<u>436</u>	<u>5.8%</u>
Total Positions	9,805	10,228	10,248	0.2%

FY 2001 (as of December) and revised FY 2002 (as of September) personnel data reflect actual payroll counts. FY 2003 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. Additionally, the department is responsible for housing offenders who have completed their term of incarceration but who have been classified as sexually violent predators and are considered to be a danger to the

Introduction (Cont'd)

public and have been involuntarily committed to a State operated facility. While the Department of Corrections is responsible for housing and providing security for these individuals, the Department of Human Services is responsible for treatment services.

P.L.2001, c.79 transferred the department's Office of Parole and Community Programs and its responsibilities to the State Parole Board. The State Parole Board determines when and under what conditions inmates are released on parole or returned to prison in the case of parole violations, and is responsible for supervising parolees in the community and those released to halfway houses. It operates independently of the Department of Corrections, but is included in the department's budget for organizational purposes.

Key Points

- As of January 31, 2002, there were 27,253 State sentenced inmates housed in State and county correctional facilities and halfway house placements. The department estimates that the number of admissions to the State prison system will equal the number of releases during FY 2003.
- According to the FY 2003 budget evaluation data, with an average projected population level of 22,963 inmates, the State prisons are expected to operate at 134 percent of their rated capacity of 17,092 bed spaces in FY 2003. The excess population is accommodated primarily through double bunking at various institutions and the conversion of other facility operating space to inmate bed spaces.

DIRECT STATE SERVICES

- The department's FY 2003 Direct State Services recommendation totals \$774.7 million, \$15.6 million or 2.0 percent under the FY 2002 adjusted appropriation of \$790.4 million. Included in this reduction is \$7.7 million deducted from various accounts department wide as part of the Administration's 5 percent reduction plan; a reduction of \$4.9 million in the Integrated Information Systems Development account; a reduction of \$1.3 million in the Expansion of Custody Recruit Training account; and a reduction of \$2.7 million in the institutional salary overtime accounts.
- A new appropriation of \$800,000 is recommended in FY 2003 for the replacement of custody protection vests that have reached their expiration date. The FY 2003 request would supplement about \$2.4 million generated from the Body Armor Replacement Fund for this purpose. The Body Armor Fund which was created by P.L.1997, c.177 provides for grants to be made to local law enforcement agencies, the Division of State Police, the Division of Criminal Justice, the Administrative Office of the Courts and the Department of Corrections for the purchase of body vests for the law enforcement officers, investigators, probation officers and corrections officers of those agencies. The fund is supported through \$1 surcharge on all tickets issued in the State as well as a \$1 surcharge on all bail forfeitures.
- A new appropriation of \$811,000 is recommended in FY 2003 for continuation of the NuWay Drug therapeutic community drug treatment program at the South Woods State Prison which was previously supported by federal funding and a State match of \$89,000.

Key Points (Cont'd)

- Under the program, inmates participate in 9 to 12 months of intensive inpatient drug treatment before transitioning to other programs.
- The department anticipates the receipt of \$482,000 in federal funding in FY 2003 for Project IN-SIDE (Inmate-Network-Skills in Developing Employment), a three year program to initiate a system of vocational training and college programs for incarcerated individuals who are below the age of 25 and within five years of parole. This program has allowed for the restoration of post-secondary certificate programs which had been eliminated due to budget constraints. Funding for Project IN-SIDE requires no State match.
 - A combined increase of \$2 million is recommended for the Civilly Committed Sexual Offender Facility and the Civilly Committed Sexual Offender Facility - Annex in FY 2003. According to the department this increase provides an additional \$500,000 for each facility for mental health treatment costs. The remaining \$1 million increase is recommended for the Civilly Committed Sexual Offender Facility - Annex to adjust for \$1 million in funds which carried forward from FY 2001 into FY 2002 and are not included in the FY 2002 adjusted appropriation amount. As of May 4, 2002 a total of 212 individuals were housed in the two facilities, 141 in the Civilly Committed Sexual Offender Facility and 71 in the Annex. Budget evaluation data projects that the department will house 253 individuals in these facilities in FY 2003, an 18 percent increase over the current resident count.
 - The FY 2003 budget includes a reduction of \$4.9 million, from \$12.9 million in FY 2002 to \$8.0 million in the Integrated Information Systems Development account. The reduction represents the delayed implementation of the C-Tag portion of the system which extends the data collection and maintenance to the status of parolees. The amount recommended includes \$3.629 million for salary costs and \$4.329 million for non salary costs. The non-salary recommendation would fund portions of the Master Lease payments associated with the conversion of the legacy System 36 to the Department of Corrections Management Information Systems (DOC MIS) and the UPS tracking system.
 - The Albert C. Wagner Youth Correctional Facility has changed the mission of the Adult Offender Boot camp from military style rehabilitation programs to treatment and counseling programs. The FY 2003 recommendation of \$3.5 million is based upon the continuation of the FY 2002 funding level of \$4.4 million for 120 inmates less \$900,000 for the reduction of 18 custody positions.
 - The State Parole Board is recommended to receive \$53.6 million in FY 2003, a reduction of \$2 million or 3.6 percent under the FY 2002 adjusted appropriation of \$55.6 million. Included in this decrease is a reduction of \$1 million to account for a decline in funded vacancies within the State Parole Board; and \$897,000 in equipment funding, including \$195,000 for non-recurring parole enhancement expenses.

NEW STATE MATCH TO FEDERALLY FUNDED PROGRAMS

- The FY 2003 recommendation of \$53,000 constitutes a 10 percent State cash match for the Therapeutic Community at Northern State Prison. The department would address the need

Key Points (Cont'd)

for drug treatment of inmates assessed as chronic or severe substance abusers, and would be modeled after the department's existing program at South Woods State prison. The department anticipates a federal match of \$473,000 for the program.

- The sum of \$44,000 is recommended in FY 2003 as a 10 percent State cash match for the Drug Interdiction Unit (DIU). The department's interdiction efforts, provide a visual and proactive presence in the institutions to underscore the "zero tolerance" drug policy and helps eliminate the flow of illicit narcotics to the inmate population. The department anticipates a federal match of \$389,000 in Violent Offender Incarceration/Truth in Sentencing (VOI/TIS) funding for the program.
- The FY 2003 budget recommends \$23,000 to serve as a 25 percent State cash match for the expansion of victim services programming provided to women inmates at the Edna Mahan Correctional Facility for Women. Funded under the Stop Violence Against Women Formula Grant Program (Saving our Sisters), the program would expand community outreach and aftercare services for the entire inmate population and develop specific in-prison services for Hispanic inmates. The department anticipates a federal match of \$69,000 for the program.
- The FY 2003 recommends \$82,000 serve as a 25 percent State cash match for a privatized Therapeutic Community drug program at Mountainview Youth Correctional Facility. The program, which is run by Correctional Medical Services, provides six to eight months of intensive, inpatient drug treatment to 88 inmates at a time. The department anticipates a federal match of \$246,000 for the program.

GRANTS-IN-AID

- Grants-in-Aid funding is recommended to decrease from \$90.1 million in FY 2002 to \$89.4 million in FY 2003, a .78 percent reduction. However, taking into consideration carry forward balances of \$25.4 million and reallocating for deficit reduction of \$8.9 million, the actual reduction in these accounts is \$17.1 million or about 16 percent.
- The FY 2003 recommendation for the Purchase of Services for Inmates Incarcerated in County Correctional Institutions totals \$29 million. Funding available in FY 2002 for this account totaled \$16 million in the adjusted appropriation amount plus \$25.4 million in funds carried forward from FY 2001, less \$1.1 million transferred to other accounts and \$2.5 million held in reserve, for total resources of \$37.8 million. The FY 2003 recommendation represents a 23 percent decrease in resources and is based on the actual inmate population through January 2002. It is assumed that the number of admissions to the State prison system will equal the number of inmates released from February 1, 2002 through June 30, 2003.
- The FY 2003 recommends \$58.8 million for the Purchase of Community Services would fund bed spaces for prospective pre-release inmates in community based contracted residential and contracted secure treatment facilities, respectively. This represents a \$3.7 million reduction under the FY 2002 appropriation for this account, but when adjusted for the reallocation of FY 2002 funds for deficit reduction, comprises a \$2.7 million or 5

Key Points (Cont'd)

percent increase above FY 2002 projected spending. 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.

- Recommended FY 2003 budget language would require the Department of Corrections to obtain approval from the Director of the Division of Budget and Accounting prior to implementing any increases in the rates paid to the county jails or community based treatment facilities and halfway houses.

CAPITAL PROJECTS

- The FY 2003 budget recommendation includes \$2.9 million for capital projects, a decrease of \$16.3 million below the FY 2002 level of \$19.2 million. Proposed work includes the installation, repair and maintenance of fire safety alarms and suppressions systems in institutions to comply with the New Jersey Fire Safety Code; the replacement of a stairwell at Albert C. Wagner Correctional Facility to prevent injury to inmates and staff; and an upgrade of a surveillance system at Northern State Prison to maintain security and safety.

Background Papers

Overtime	p. 30
Inmate Population Growth Trends	p. 32
New Jersey's Female Offender Population	p. 38

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. 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 is also responsible for monitoring State sentenced offenders who are placed under community supervision and into halfway houses, and for those convicted but participating in various forms of alternatives to incarceration.

Additionally, the department is responsible for housing offenders who have completed their term of incarceration but who have been classified as sexually violent predators and are considered to be a danger to the public and have been involuntarily committed to a State operated facility. While the Department of Corrections is responsible for housing and providing security for these individuals, the Department of Human Services is responsible for treatment services. Because the individuals placed in these facilities are no longer considered inmates of the Department of Corrections, but patients of the Department of Human Services, the population is not included in the Department of Corrections' inmate population count.

P.L.2001, c. 79 transferred the Department of Corrections' Bureau of Parole and its responsibilities to the State Parole Board, effective September 1, 2001. Prior to the consolidation of these two agencies, the State Parole Board determined when and under what conditions inmates were released on parole or returned to prison in the case of parole violations, while the Department of Corrections was responsible for monitoring those individuals placed on parole by the Parole Board. P.L. 2001, c.79 provides for the coordination of activities between these two parole agencies, particularly with regard to notification of the appropriate authorities when an inmate is scheduled for release. Under the statute, the State Parole Board is charged with the responsibility of notifying the prosecutor when an inmate is scheduled to be released. The New Jersey State Parole Board operates independently of the Department of Corrections, and is included in the department's budget for organizational purposes.

Department's Budget Summary

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 FY 2003 Direct State Services and Grant-in-Aid recommended budgets of \$864 million is 1.8 percent or \$16 million less than the FY 2002 adjusted appropriation of \$880 million for these accounts. The Department is recommended to receive \$2.9 million in capital funding for critical repairs and fire safety compliance in FY 2003.

The department's FY 2003 Direct State Services recommendation totals \$774.7 million,

Program Description and Overview (Cont'd)

\$15.7 million or 2.0 percent under the FY 2002 adjusted appropriation of \$790.4 million. Included in this reduction is \$7.7 million deducted from various accounts department-wide as part of the Administration's 5 percent reduction plan; a reduction of \$4.9 million in the Integrated Information Systems Development account; a reduction of \$1.3 million in the Expansion of Custody Recruit Training account; and a reduction of \$2.7 million in the institutional salary overtime accounts.

New and Expanded Programs

Body Armor Replacement

In response to a fatal stabbing incident at Bayside State Prison in FY 1998 (July 30, 1997), all custody staff throughout the department were outfitted with protective armor providing protection against stab attempts. A new appropriation of \$800,000 is recommended in FY 2003 for the replacement of custody protection vests that were purchased at that time and have since reached their expiration date. The FY 2003 request would supplement about \$2.4 million generated from the Body Armor Replacement Fund for this purpose. The Body Armor Fund, which was created by P.L.1997, c.177 provides for grants to be made to local law enforcement agencies, the Division of State Police, the Division of Criminal Justice, the Administrative Office of the Courts and the Department of Corrections for the purchase of body vests for the law enforcement officers, investigators, probation officers and corrections officers of those agencies. The fund is supported through \$1 surcharge on all tickets issued in the State as well as a \$1 surcharge on all bail forfeitures.

NuWay Drug Treatment

The FY 2003 recommendation includes \$811,000 for the NuWay Drug therapeutic community drug treatment program at the South Woods State Prison. The program was funded through the Edward Byrne Memorial Grant Funds through September 14, 2001. Federal VOI/TIS funding will continue this program through September 14, 2002. State funding is required for program continuation from September 15, 2002 to June 30, 2003. The department received \$89,000 in matching funds for program operation in FY 2002.

The program is the department's largest in-prison drug treatment program. Under the program, inmates participate in 9 to 12 months of intensive inpatient drug treatment before transitioning to other programs. The program serves 488 inmates.

Civilly Committed Sex Offender Unit

The FY 2003 budget recommends \$8.4 million for the operation of the Civilly Committed Sexual Offender Facility in Kearny. Another \$8.9 million in operating funding is recommended for the annex at Rahway Camp. The combined \$17.3 million appropriation for these two facilities represents a \$2 million increase over last year's appropriation of \$15.3 million. According to the Department of Corrections, an additional \$500,000 would be allocated to each facility for additional mental health treatment costs in FY 2003. The remaining \$1 million would adjust for \$1 million in funds which carried forward into FY 2002 and are not reflected in the FY 2002 adjusted appropriation amount but were available to the facilities. No carry forward is anticipated for FY 2003.

Program Description and Overview (Cont'd)

The Sexually Violent Predator Act (P.L. 1998 c.71) established a civil procedure for the involuntary commitment of sexually violent predators who:

- Have been convicted, adjudicated delinquent or found not guilty by reason of insanity for commission of a sexually violent offense, or have been charged with a sexually violent offense but found to be incompetent to stand trial; and
- Suffer from a mental abnormality or personality disorder that makes the person likely to engage in acts of sexual violence if not confined in a secure facility for control, care and treatment.

Under the statute, the Department of Corrections was made responsible for the operation of any facility designated for the custody, care and treatment of sexually violent predators, and would provide or arrange for custodial care. The Division of Mental Health Services in the Department of Human Services would provide or arrange for treatment which would be tailored to address the specific needs of sexually violent predators. As of May 4, 2002 a total of 212 individuals were housed in the two facilities, 141 in the Civilly Committed Sexual Offender Facility and 71 in the Annex. Budget evaluation data projects that the department will house 253 individuals in these facilities in FY 2003, an 18 percent increase over the current resident count.

Other Programs

Stabilization Reintegration Facility Expansion

The Albert C. Wagner Youth Correctional Facility has changed the mission of the Adult Offender Boot camp from military style rehabilitation programs to treatment and counseling programs. The FY 2003 recommendation of \$3.5 million is based upon the continuation of the FY 2002 funding level of \$4.4 million for 120 inmates less \$900,000 for the reduction of 18 custody positions no longer required.

Integrated Information Systems Development

The FY 2003 budget includes an appropriation of \$8 million for the Integrated Information Systems Development, a reduction of \$4.9 million under the FY 2002 adjusted appropriation of \$12.9 million. The reduction represents the delayed implementation of the C-Tag portion of the inmate tracking system which extends the data collection and maintenance to parolee status. The amount recommended includes \$3.629 million for salary costs and \$4.329 million for non salary costs. The non-salary recommendation would fund portions of the Master Lease payments associated with the conversion of the legacy System 36 to the Department of Corrections Management Information Systems (DOCMIS) and the UPS tracking system.

State Parole Board

P.L.2001, c.79 transferred the Department of Corrections' Office of Parole and Community Programs and its responsibilities to the State Parole Board effective September 1, 2001. The State

Program Description and Overview (Cont'd)

Parole Board determines when and under what conditions inmates are released on parole or returned to prison in the case of parole violations, and is responsible for supervising parolees in the community and those released to halfway houses. The board is responsible for notifying the prosecutor when inmates are released on parole. It is also responsible for the collection of fines, penalties and restitution payments owed by parolees. The State Parole Board operates independently of the Department of Corrections, but is included in the department's budget for organizational purposes.

The State Parole Board is recommended to receive \$53.6 million in FY 2003, a reduction of \$2 million or 3.6 percent under the FY 2002 adjusted appropriation of \$55.6 million. Included in this decrease is a reduction of \$1 million from its Salaries and Wages appropriation as a result of a decline in funded vacancies within the State Parole Board. An additional \$702,000 is recommended to be deducted from the State Parole Board's Additions Improvements and Equipment account as part of the Administration's FY 2003 budget reduction effort. Another \$195,000 is recommended to be deducted from this account for non-recurring parole enhancement expenses in FY 2003.

State Match To Federally Funded Programs

The sum of \$44,000 is recommended in FY 2003 as a 10 percent State cash match for the Drug Interdiction Unit (DIU). Through interdiction efforts, the department has a visible and proactive presence in the institutions to underscore the "zero tolerance" drug policy and to help eliminate the flow of illicit narcotics to the inmate population. The department anticipates a federal match of \$389,000 in Violent Offender Incarceration/Truth in Sentencing (VOI/TIS) funding for the program in FY 2003.

The FY 2003 recommendation of \$53,000 for the Therapeutic Community at Northern State Prison, a 10 percent State cash match for the program. Under the program, the department would address the need for drug treatment of inmates assessed as chronic or severe substance abusers, and would be modeled after an existing DOC program at South Woods State prison. The department anticipates a federal match of \$473,000 for the program in FY 2003.

The FY 2003 budget also recommends \$23,000 to serve as a 25 percent State cash match for the expansion of victim services programming provided to women inmates at the Edna Mahan Correctional Facility for Women. Funded under the Stop Violence Against Women Formula Grant Program (Saving our Sisters), the program would expand community outreach and aftercare services for the entire inmate population and develop specific in-prison services for Hispanic inmates. The department anticipates a federal match of \$69,000 for the program in FY 2003.

The FY 2003 recommends \$82,000 serve as a 25 percent State cash match for a privatized Therapeutic Community drug program at Mountainview Youth Correctional Facility. The program, which is run by Correctional Medical Services, provides six to eight months of intensive, inpatient drug treatment to 88 inmates at a time. The department anticipates a federal match of \$246,000 for the program in FY 2003.

Grants-In-Aid Funding

The FY 2003 budget recommendation for the Purchase of Services for Inmates Incarcerated in County Penal Facilities is \$29 million, \$13 million more than the FY 2002 adjusted appropriation of \$16 million. Funding available in FY 2002 for this account totaled \$37.8 million, including \$16

Program Description and Overview (Cont'd)

million in the adjusted appropriation amount plus \$25.4 million in funds carried forward from FY 2001, less \$1.1 million transferred to other accounts and \$2.5 million held in reserve. The FY 2003 recommendation represents a 23 percent decrease in available resources.

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 reduced funding level reflects the decreasing number of State sentenced inmates being housed in county correctional facilities. The FY 2003 recommendation is based on the actual inmate population through January 2002. It is assumed that the number of admissions will equal the number of inmates released from February 1, 2002 through June 30, 2003.

The governor's budget includes \$58.8 million for the Purchase of Community Services in FY 2003, \$3.7 million or 5.9 percent less than the amount appropriated in FY 2002. However when adjusted for the reallocation of FY 2002 funds for deficit reduction, the FY 2003 recommendation comprises a \$2.7 million or 5 percent increase above FY 2002 projected spending. Budget evaluation data indicate that this level of funding would support 2,700 beds in community based settings in FY 2003.

Capital Funding

Pay-as-you-go capital funding totaling \$2.9 million is recommended in FY 2003, a decrease of \$16.3 million below the FY 2002 level of \$19.2 million. Proposed work includes the installation, repair and maintenance of fire safety alarms and suppressions systems in institutions to comply with the New Jersey Fire Safety Code; the replacement of a stairwell at Albert C. Wagner Correctional Facility to prevent injury to inmates and staff; and an upgrade of a surveillance system at Northern State Prison to maintain security and safety.

Inmate Population Growth -- Five Year Trends

From FY 1997 to FY 2002, the population housed within the State's institutions increased from 20,434 inmates to 22,293 inmates, a 9.1 percent increase. The number of State sentenced inmates housed in the county correctional facilities has dropped during this period, falling from 5,453 inmates in FY 1997 to 1,945 inmates in FY 2002, a 64 percent decrease. Although the Department of Corrections operated a variety of alternatives to incarceration in FY 1997, 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 1997, the average daily population of State sentenced inmates housed in department-sponsored alternatives to incarceration totaled 3,132 inmates. In FY 2002 this number increased to 7,444 inmates, a 137 percent increase. This five year rate of growth represents an annual average increase of 19 percent.

Program Description and Overview (Cont'd)

The following table displays the growth in average daily population of individuals incarcerated and in other alternative programs from FY 1997 to FY 2002.

Average Daily Population: FY 1997-2002

<u>State Institution</u>	<u>FY 1997</u>	<u>FY 2002</u>	<u>Change + or (-)</u>
New Jersey	2,605	1,856	(749)
Vroom CRAF	0	1,116	1,116
East Jersey	2,405	1,971	(434)
South Woods	49	3,322	3,273
Bayside	2,378	2,380	2
Southern State	1,544	1,662	118
Mid State	631	625	(6)
Riverfront	1,110	1,137	27
Edna Mahan	896	1,140	244
Northern State	3,008	2,714	(294)
ADTC, Avenel	737	755	18
Garden State	1,864	1,903	39
Wagner	1,375	1,417	42
Mountainview	1,832	1,295	(537)
Total State Institution Avg Daily Population	20,434	22,293	1,859
 <u>Other Incarceration</u>			
County Placements	5,453	1,945	(3,508)
 <u>Alternatives to Incarceration</u>			
Halfway House	1,038	2,637	1,599
Electronic Monitoring	126	320	194
Intensive/Surveil Supervision	610	1,500	890
Intensive Supervision	840	1,217	377
High Impact Diversion	269	650	381
Parolee Drug Treatment	0	330	330
Day Reporting Centers	0	346	346
Adult Offender Boot Camp	101	130	29
Mutual Agreement Program	166	175	9
Halfway Back	0	139	139
Total Alternatives to Incarceration	3,150	7,444	4,294
 TOTAL AVG DAILY POPULATION	 29,037	 31,682	 2,645

Program Description and Overview (Cont'd)

Not included in this tally is the number of former inmates incarcerated for committing sexually violent offenses and civilly committed after completing their term of incarceration. They are not included in the department's total inmate count because these individuals have completed their terms of incarceration, and are no longer State sentenced inmates. Rather, they are classified as residents of the Civilly Committed Sexual Offender Facility and the Civilly Committed Sexual Offender Facility -- Annex. As of May 4, 2002, there were 212 civilly committed sexual offenders housed by the Department of Corrections. Treatment services are provided to these inmates by the Department of Health and Senior Services.

Inmate Population Growth -- Current

While the five year trend portrays a growth in the State sentenced prison population, in more recent history, the Department of Corrections' inmate population has begun to level off, and to experience a slight decline in numbers. According to the budget recommendation, the State prison system is projected to house an average daily population of 22,963 inmates in FY 2003, 330 inmates less than those housed in FY 2002. This can be attributed to a variety of factors, including:

- Many inmates who had been sentenced under the mandatory minimum sentences statutes are beginning to reach the end of their terms of incarceration and be paroled.
- The increase in Parole Board and Division of Parole staff has permitted the Parole Board to reduce the backlog of inmates awaiting parole hearings and to parole a larger number of inmates.
- The expansion of the State's various alternatives to incarceration has diverted potential inmates from the State prison population into other venues such as intensive supervision, drug court treatment, halfway houses, adult offender boot camp and electronic monitoring.

While the growth in the State prison population has begun to slow down, and even to decline somewhat, the department's institutional population still exceeds the rated capacity of its facilities. The projected FY 2003 population figure represents 134 percent of the prison system's rated capacity of 17,092 bed spaces.

FY 2003 budget evaluation data indicate that in addition to the institutional population, the county jails will house an average daily population of 1,296 State sentenced offenders in FY 2003. These inmates will be housed in the counties under county contract and county assistance agreements (Budget page D-87).

In addition, more than 7,000 offenders will participate in various alternatives to incarceration in FY 2003. This includes: Community-based halfway house placement (2,700); Electronic Monitoring (320); Intensive Supervision/Surveillance (1,500); Intensive Supervision (1,217); High Impact Diversion (650); Day Reporting Centers (350); Young Adult Offender Boot Camp (130); Halfway Back (313), Mutual Agreement Program (175) and Drug Courts. An additional 330 parolees are expected to participate in the Parolee Drug Treatment program in FY 2003 in an effort to help them remain out of prison and reduce the need for prison housing.

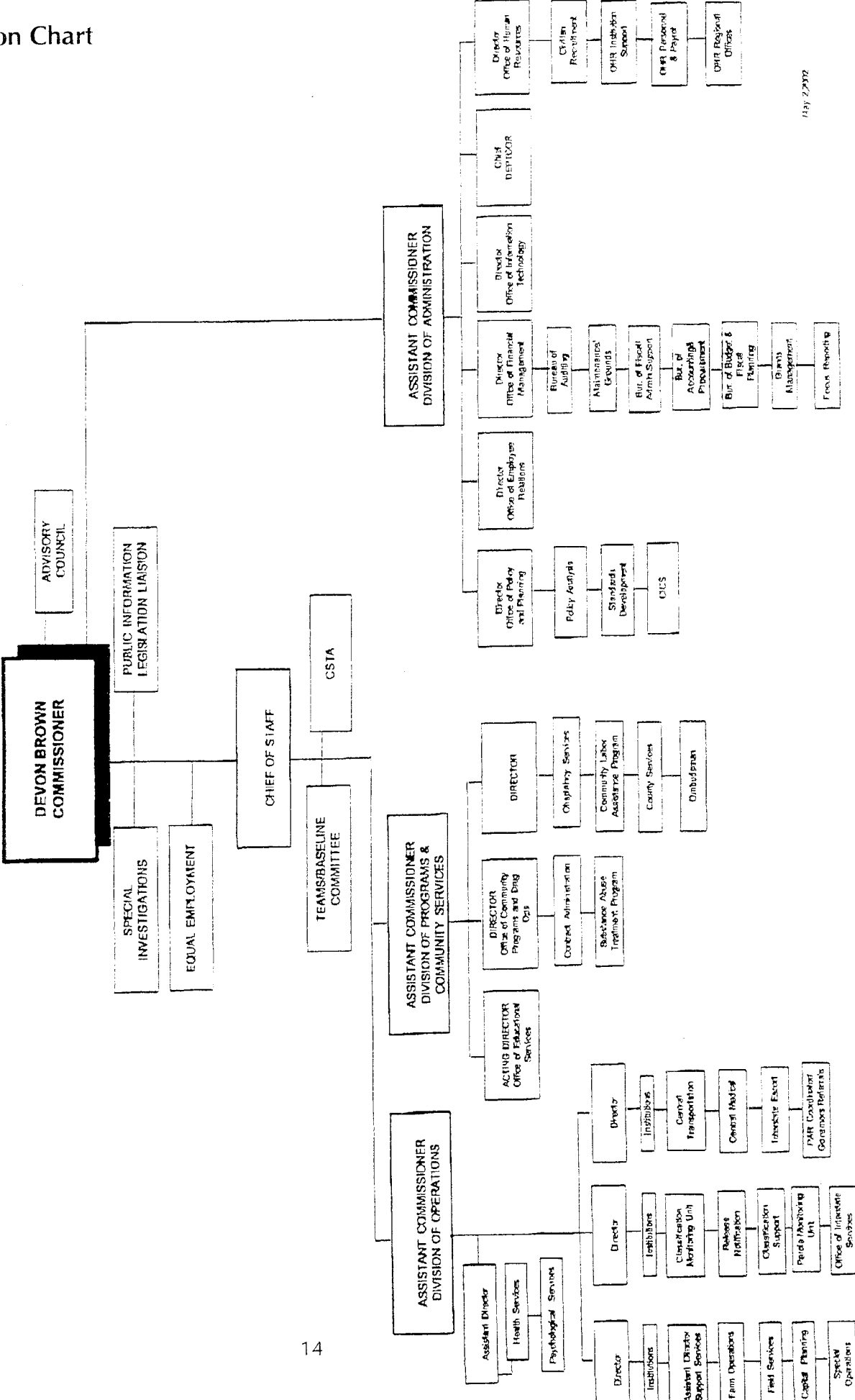
Program Description and Overview (Cont'd)

County Jails

In FY 2002, county jails housed approximately 6 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 December 2001, there were 2,019 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. The department estimates that the number of admissions to the State prison system will equal the number of releases during FY 2003 and therefore, the number of inmates housed in the county jails should remain constant.

Organization Chart

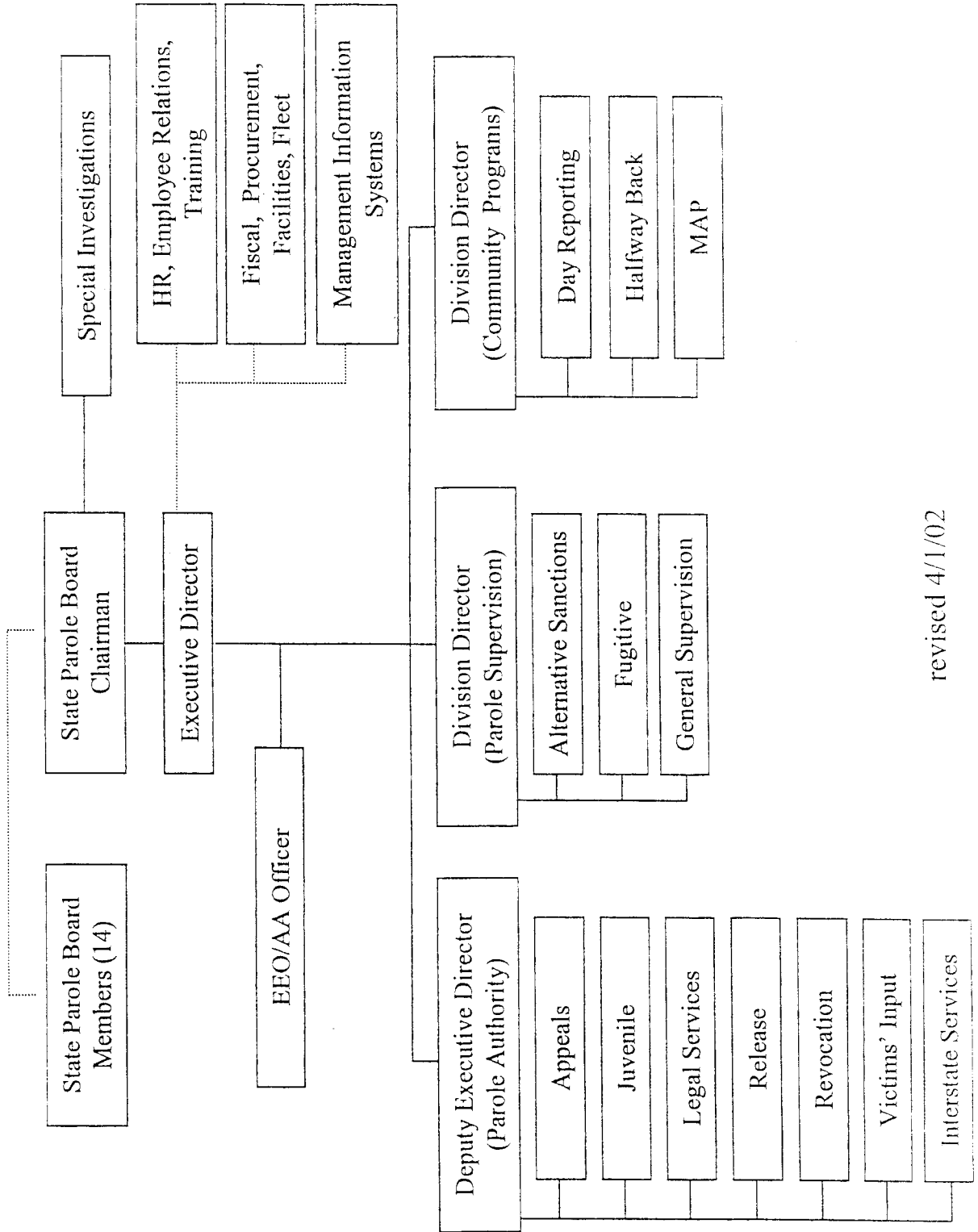
STATE OF NEW JERSEY
DEPARTMENT OF CORRECTIONS



May 2, 2002

Organization Chart

State Parole Board



revised 4/1/02

Fiscal and Personnel Summary

AGENCY FUNDING BY SOURCE OF FUNDS (\$000)

	Expended FY 2001	Adj. Approp. FY 2002	Recom. FY 2003	Percent Change	
				2001-03	2002-03
General Fund					
Direct State Services	\$788,269	\$790,358	\$774,729	(1.7)%	(2.0)%
Grants-In-Aid	115,254	90,105	89,435	(22.4)%	(0.7)%
State Aid	0	0	0	0.0%	0.0%
Capital Construction	19,015	19,177	2,900	(84.7)%	(84.9)%
Debt Service	0	0	0	0.0%	0.0%
Sub-Total	\$922,538	\$899,640	\$867,064	(6.0)%	(3.6)%
Property Tax Relief Fund					
Direct State Services	\$0	\$0	\$0	0.0%	0.0%
Grants-In-Aid	0	0	0	0.0%	0.0%
State Aid	0	0	0	0.0%	0.0%
Sub-Total	\$0	\$0	\$0	0.0%	0.0%
Casino Revenue Fund	\$0	\$0	\$0	0.0%	0.0%
Casino Control Fund	\$0	\$0	\$0	0.0%	0.0%
State Total	\$922,538	\$899,640	\$867,064	(6.0)%	(3.6)%
Federal Funds	\$21,536	\$13,894	\$14,491	(32.7)%	4.3%
Other Funds	\$55,732	\$50,551	\$51,834	(7.0)%	2.5%
Grand Total	\$999,806	\$964,085	\$933,389	(6.6)%	(3.2)%

PERSONNEL SUMMARY - POSITIONS BY FUNDING SOURCE

	Actual FY 2001	Revised FY 2002	Funded FY 2003	Percent Change	
				2001-03	2002-03
State	9,343	9,782	9,769	4.6%	(0.1)%
Federal	36	34	43	19.4%	26.5%
All Other	426	412	436	2.3%	5.8%
Total Positions	9,805	10,228	10,248	4.5%	0.2%

FY 2001 (as of December) and revised FY 2002 (as of September) personnel data reflect actual payroll counts. FY 2003 data reflect the number of positions funded.

AFFIRMATIVE ACTION DATA

Total Minority Percent	41.2%	41.7%	42.0%	----	----
------------------------	-------	-------	-------	------	------

Significant Changes/New Programs (\$000)

<u>Budget Item</u>	<u>Adj. Approp. FY 2002</u>	<u>Recom FY 2003</u>	<u>Dollar Change</u>	<u>Percent Change</u>	<u>Budget Page</u>
--------------------	---------------------------------	--------------------------	--------------------------	---------------------------	------------------------

**SYSTEM-WIDE
PROGRAM SUPPORT****Special Purpose:**

Body Armor Replacement	\$0	\$800	\$800	—	D-88
-----------------------------------	------------	--------------	--------------	----------	-------------

In response to a fatal stabbing incident at Bayside State Prison in FY 1998, all custody staff throughout the department were outfitted with protective armor providing protection against stab attempts. The FY 2003 request would supplement about \$2.4 million generated from the Body Armor fund the replacement of custody protection vests that have reached their expiration date. The Body Armor Fund, which was created by P.L.1997, c.177 provides for grants to be made to local law enforcement agencies, the Division of State Police, the Division of Criminal Justice, the Administrative Office of the Courts and the Department of Corrections for the purchase of body vests for the law enforcement officers, investigators, probation officers and corrections officers of those agencies. The fund is supported through \$1 surcharge on all tickets issued in the State as well as a \$1 surcharge on all bail forfeitures.

**Integrated Information
Systems Development**

Direct State Services	\$12,868	\$7,958	(\$4,910)	(38.2)%	D-88
Capital	\$400	\$0	(\$400)	(100.0)%	D-89

The FY 2003 reduction represents the delayed implementation of the C-Tag portion of the system which extends the data collection and maintenance to the status of parolees. The amount recommended includes \$3.629 million for salary costs and \$4.329 million for non salary costs. The non-salary recommendation would fund portions of the Master Lease payments associated with the conversion of the legacy System 36 to the Department of Corrections Management Information Systems (DOCMIS) and the UPS tracking system.

**Drug Interdiction Unit -
State Match**

\$0	\$44	\$44	—	D-88
------------	-------------	-------------	----------	-------------

The FY 2003 recommendation represents a 10 percent State cash match funding for the Drug Interdiction Unit (DIU) as a means of assisting in the elimination of the flow of illicit narcotics to the inmate population. The department anticipates a federal match of \$389,000 for the program.

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

<u>Budget Item</u>	<u>Adj. Approp. FY 2002</u>	<u>Recom . FY 2003</u>	<u>Dollar Change</u>	<u>Percent Change</u>	<u>Budget Page</u>
Expand Custody Recruit Training	\$1,291	\$0	(\$1,291)	(100.0)%	D-89

The FY 2002 adjusted appropriation provided one-time funding to permit the department to conduct an additional custody staff recruit training class in FY 2002 in an effort to increase the number of custody officers and reduce the need for overtime expenditures. To date, no funds have been expended in FY 2002, and \$1.27 million was targeted to lapse for deficit reduction.

State Match - Edward Byrne Drug Treatment Grant	\$53	\$0	(\$53)	(100.0)%	D-89
--	------	-----	--------	----------	------

The FY 2002 recommendation provided state matching funds for the monitoring of the department's delivery of substance abuse treatment, oversight of drug testing operations and coordination of a case management "continuum of care." The Federal funding for this program has been exhausted.

GRANTS IN AID

Purchase of Service for Inmates Incarcerated in County Penal Facilities	\$16,004	\$29,009	\$13,005	81.3%	D-89
--	----------	----------	----------	-------	------

Although Executive Order #106 expired in March 1998, the Department of Corrections continues to house State inmates in county penal facilities at various reimbursement rates agreed upon between the State and the counties. The FY 2002 adjusted appropriation does not include an estimated \$25.4 million in carry forward made available to the department for the reimbursement of counties for housing these inmates. The FY 2003 recommendation is based on the actual inmate population through January 2002. It is assumed that the number of admissions will equal the number of inmates released from February 1, 2002 through June 30, 2003.

Purchase of Community Services	\$62,501	\$58,826	(\$3,675)	(5.9)%	D-89
---------------------------------------	----------	----------	-----------	--------	------

The FY 2003 recommendation would fund bed spaces for prospective pre-release inmates in 26 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.

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

<u>Budget Item</u>	<u>Adj. Approp. FY 2002</u>	<u>Recom . FY 2003</u>	<u>Dollar Change</u>	<u>Percent Change</u>	<u>Budget Page</u>
Additional Bed Spaces - Essex County	\$10,000	\$0	(\$10,000)	(100.0)%	D-89

The FY 2002 adjusted appropriation was added to the budget during the FY 2002 appropriations process. No funding is recommended for this purpose in FY 2003.

FEDERAL FUNDS**Institutional Program
Support**

\$11,855	\$12,337	\$482	4.1%	D-90
----------	----------	-------	------	------

The recommended increase reflects funding for Project IN-SIDE (Inmate-Network-Skills in Developing Employment), a three-year program to initiate a system of vocational training and college programs for incarcerated individuals who are below the age of 25 and within five years of parole. This program which has been renewed in FY 2002 for a second three-year period, has allowed for the restoration of post-secondary certificate programs which had been eliminated due to budget constraints. The program's goal is to provide eligible inmates with the employment skills, academic training and related services required in a competitive work environment. Funding for Project IN-SIDE requires no State match.

**DETENTION AND
REHABILITATION
OTHER FUNDS****Institutional Care and
Treatment**

New Jersey State Prison	\$258	\$233	(\$25)	(9.7)%	D-92
Central Reception and Assignment Facility	\$465	\$440	(\$25)	(5.4)%	D-94
East Jersey State Prison	\$810	\$413	(\$397)	(49.0)%	D-96
South Woods State Prison	\$371	\$131	(\$240)	(64.7)%	D-97
Bayside State Prison	\$0	\$98	\$98	—	D-99
Southern State Prison	\$0	\$0	\$0	—	D-101
Mid-State Correctional Facility	\$0	\$52	\$52	—	D-103
Riverfront State Prison	\$0	\$0	\$0	—	D-104
Edna Mahan Correctional Facility for Women	\$208	\$287	\$79	38.0%	D-106

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

<u>Budget Item</u>	<u>Adj. Approp. FY 2002</u>	<u>Recom . FY 2003</u>	<u>Dollar Change</u>	<u>Percent Change</u>	<u>Budget Page</u>
Northern State Prison	\$205	\$241	\$36	17.6%	D-108
Adult Diagnostic and Treatment Center	\$39	\$74	\$35	89.7%	D-110
Garden State Youth Correctional Facility	\$3,270	\$3,144	(\$126)	(3.9)%	D-112
Albert C. Wagner Youth Correctional Facility	\$1,091	\$1,034	(\$57)	(5.2)%	D-114
Mountainview Youth Correctional Facility	\$1,990	\$1,990	\$0	0.0%	D-116
TOTAL	\$8,707	\$8,137	(\$570)	(6.5)%	

The FY 2003 recommendation for these institutions represents funding awarded 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.

**DIRECT STATE
SERVICES**

SOUTH WOODS

STATE PRISON

State Match - Edward

Byrne Drug Treatment

Grant

	\$89	\$0	(\$89)	(100.0)%	D-97
--	------	-----	--------	----------	------

Federal funding for the Therapeutic Community Drug Program at South Woods State Prison which serves 488 inmates and was funded through the Byrne grant was fully expended in September, 2001. This grant has expired and cannot be renewed. No matching funding is recommended in FY 2003. However, the FY 2003 budget recommendation includes an appropriation of \$811,000 to continue operation of the program (see below).

**NuWay Drug Treatment
Program**

	\$0	\$811	\$811	—	D-97
--	-----	-------	-------	---	------

The FY 2003 recommendation would fund the continuation of the NuWay Drug therapeutic community drug treatment program at the South Woods State Prison which was funded through the Edward Byrne Memorial Grant Funds through September 14, 2001. Federal VOI/TIS funding will continue this program through September 14, 2002. State funding is required for program

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

<u>Budget Item</u>	<u>Adj. Approp. FY 2002</u>	<u>Recomm FY 2003</u>	<u>Dollar Change</u>	<u>Percent Change</u>	<u>Budget Page</u>
--------------------	---------------------------------	---------------------------	--------------------------	---------------------------	------------------------

continuation from September 15, 2002 to June 30, 2003.

The program is the department's largest in-prison drug treatment program. Under the program, inmates participate in 9 to 12 months of intensive inpatient drug treatment before transitioning to other programs.

**EDNA MAHAN
CORRECTIONAL
FACILITY FOR
WOMEN**

**Violence Against
Women Grant - State
Match**

	\$0	\$23	\$23	—	D-106
--	-----	------	------	---	-------

The FY 2003 recommendation represents a 25 percent State cash match for the expansion of victim services programming provided to women inmates (see background paper). Funded under the Stop Violence Against Women Formula Grant Program (Saving our Sisters), the program would expand community outreach and aftercare services for the entire inmate population and develop specific in-prison services for Hispanic inmates. The department anticipates a federal match of \$69,000 for the program.

**NORTHERN STATE
PRISON
Northern Therapeutic
Community - State
Match**

	\$0	\$53	\$53	—	D-108
--	-----	------	------	---	-------

The FY 2003 recommendation represents a 10 percent State cash match for the Therapeutic Community at Northern State Prison. The department would address the need for drug treatment of inmates assessed as chronic or severe substance abusers, and would be modeled after the department's existing program at South Woods State prison. The department anticipates a federal match of \$473,000 for the program.

**ADULT DIAGNOSTIC
AND TREATMENT
CENTER**

**Civilly Committed
Sexual Offender Unit**

	\$7,938	\$8,438	\$500	6.3%	D-110
--	---------	---------	-------	------	-------

**Civilly Committed
Sexual Offender
Facility - Annex**

	\$7,386	\$8,886	\$1,500	20.3%	D-110
--	---------	---------	---------	-------	-------

TOTAL

	\$15,324	\$17,324	\$2,000	13.1%	
--	----------	----------	---------	-------	--

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

<u>Budget Item</u>	<u>Adj. Approp.</u> <u>FY 2002</u>	<u>Recomm</u> <u>FY 2003</u>	<u>Dollar</u> <u>Change</u>	<u>Percent</u> <u>Change</u>	<u>Budget</u> <u>Page</u>
--------------------	---------------------------------------	---------------------------------	--------------------------------	---------------------------------	------------------------------

The full minimum security housing unit at Kearney and the 135-bed minimum security facility at Rahway Camp (Annex) have temporarily changed their missions to special treatment facilities for the civilly committed sex offenders. According to the department, the FY 2003 recommendation provides an increase of \$500,000 for each facility for mental health treatment costs. The remaining \$1 million would adjust for \$1 million in funds which carried forward into FY 2002 and are not reflected in the FY 2002 adjusted appropriation amount but were available to the facilities.

No carry forward is anticipated for FY 2003. As of May 4, 2002, there was a total of 212 civilly committed sexual offenders housed by the Department of Corrections, 141 in the main facility and 71 in the annex.

**GARDEN STATE
YOUTH
CORRECTIONAL
FACILITY**

State Match -

Residential Substance

Abuse Treatment Grant	\$301	\$268	(\$33)	(11.0)%	D-112
------------------------------	--------------	--------------	---------------	----------------	--------------

The FY 2003 recommendation represents a 25 percent State match for two Residential Substance Abuse Treatment programs: No Return and 1st Step. A total of \$800,000 in federal funding is anticipated for these programs.

**ALBERT C. WAGNER
YOUTH
CORRECTIONAL
FACILITY**

Adult Offender Boot

Camp	\$4,424	\$3,524	(\$900)	(20.3)%	D-114
-------------	----------------	----------------	----------------	----------------	--------------

The Albert C. Wagner Youth Correctional Facility has changed the mission of the Adult Offender Boot camp from military style rehabilitation programs to treatment and counseling programs. Savings are generated as a result of the need for fewer custody staff and more civilian staff positions. The FY 2003 recommendation is based upon the continuation of FY 2002 funding levels for 120 inmates less \$900,000 for the reduction of 18 custody positions.

**Auto and Trucking Job
Training Program**

	\$50	\$0	(\$50)	(100.0)%	D-114
--	-------------	------------	---------------	-----------------	--------------

The FY 2002 amount provided for this program was included in the budget during the FY 2002 appropriations process. No funding is recommended for FY 2003.

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

<u>Budget Item</u>	<u>Adj. Approp. FY 2002</u>	<u>Recomm FY 2003</u>	<u>Dollar Change</u>	<u>Percent Change</u>	<u>Budget Page</u>
MOUNTAINVIEW YOUTH CORRECTIONAL FACILITY Byrne Grant - Therapeutic Community Program	\$0	\$82	\$82	—	D-116

The FY 2003 recommendation represents a 25 percent State cash match for a privatized Therapeutic Community drug program at Mountainview Youth Correctional Facility. The program, which is run by Correctional Medical Services, provides six to eight months of intensive, inpatient drug treatment to 88 inmates at a time. The department anticipates a federal match of \$246,000 for the program.

PAROLE DIRECT STATE SERVICES Salaries and Wages	\$34,227	\$33,227	(\$1,000)	(2.9)%	D-118
--	-----------------	-----------------	------------------	---------------	--------------

The recommended decrease in funding represents the reduction of funded vacancies within the State Parole Board.

Special Purpose Voice Tracking	\$375	\$0	(\$375)	(100.0)%	D-119
---	--------------	------------	----------------	-----------------	--------------

FY 2002 funding for the Voice Tracking program which would track parolees through a voice verification system will lapse for deficit reduction. Funding is not recommended for the program in FY 2003.

State Match -Truth in Sentencing Grant	\$509	\$695	\$186	36.5%	D-119
---	--------------	--------------	--------------	--------------	--------------

The FY 2003 recommendation includes two components. The first consists of an appropriation of \$578,000 to provide a State cash match for Day Reporting Centers which serve an average daily population of 342 parolees. The second comprises a \$117,000 recommendation for a portion of the State cash match for the operation of three Halfway Back residential centers, which provide services to an average daily population of 313 parolees. The balance of \$612,000 required for the Halfway Back cash match would be made available through carry forward funding which is authorized through recommended language (p. D-119).

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

<u>Budget Item</u>	<u>Adj. Approp. FY 2002</u>	<u>Recomm FY 2003</u>	<u>Dollar Change</u>	<u>Percent Change</u>	<u>Budget Page</u>
Additions Improvements and Equipment	\$897	\$0	(\$897)	(100.0)%	D-119

The FY 2003 reduction includes \$195,000 for non-recurring parole enhancement expenses and the eliminating of all funding previously earmarked for equipment purchase.

**CENTRAL PLANNING
AND MANAGEMENT
OTHER FUNDS**

Administration and Support Services	\$1,099	\$1,749	\$650	59.1%	D-121
--	----------------	----------------	--------------	--------------	--------------

The major portion of the recommended increase (\$615,000) can be attributed to funding awarded under the State Facilities Education Act of 1979 (SFEA) (P.L. 1979 c. 207). These funds provide a thorough and efficient education for those offenders (under 21) in correctional institutions.

At the institutional level, funding provides instruction in academic content areas as well as in living skills in the prison environment. At the central office level, funds provide for the coordination of all child study team services, specialized services and all program level services of a system-wide nature.

The remaining increase (\$35,000) represents an increase in administrative costs charged to Correctional Facilities bond funds, providing for the salaries of personnel assigned to the management of the department's construction bond projects. Project management includes the planning, design and construction activities of all construction projects financed by bonds.

**CAPITAL
CONSTRUCTION
Perimeter Security
Enhancements**

	\$5,000	\$0	(\$5,000)	(100.0)%	D-121
--	----------------	------------	------------------	-----------------	--------------

Roof Replacement/Repairs	\$4,500	\$0	(\$4,500)	(100.0)%	D-121
-------------------------------------	----------------	------------	------------------	-----------------	--------------

No funding is recommended for these capital construction accounts in FY 2003.

Fire Safety Code Compliance	\$7,275	\$1,700	(\$5,575)	(76.6)%	D-121
--	----------------	----------------	------------------	----------------	--------------

The recommended amount would continue the department's effort to provide for the repair and maintenance of fire safety alarms and suppression systems in various institutions to comply with the

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

<u>Budget Item</u>	<u>Adj. Approp.</u> <u>FY 2002</u>	<u>Recomm</u> <u>FY 2003</u>	<u>Dollar</u> <u>Change</u>	<u>Percent</u> <u>Change</u>	<u>Budget</u> <u>Page</u>
--------------------	---------------------------------------	---------------------------------	--------------------------------	---------------------------------	------------------------------

New Jersey Fire Safety Code.

Critical Repairs	\$2,002	\$1,200	(\$802)	(40.1)%	D-121
------------------	---------	---------	---------	---------	-------

The FY 2003 recommendation would fund the replacement of a stairwell at Albert C. Wagner Correctional Facility to prevent injury to inmates and staff and the upgrade of a surveillance system at Northern State Prison to maintain security and safety.

Language Provisions

2002 Appropriations Handbook

2003 Budget Recommendations

p. B-36

The appropriation hereinabove for Drug Courts shall be transferred to the appropriate agencies in the amounts necessary to implement this initiative, subject to the approval of the Director of the Division of Budget and Accounting

No comparable language

The unexpended balance as of June 30, 2001 in the Drug Courts account is appropriated for the same purpose, subject to the approval of the Director of the Division of Budget and Accounting.

No comparable language.

Explanation

The FY 2002 Appropriations Act included funding for the drug courts in both the Department of Corrections and the Judiciary. The FY 2003 recommendation consolidates all of the drug court funding within the Judiciary. This language is no longer required.

2002 Appropriations Handbook

2003 Budget Recommendations

p. D-90

No comparable language

Any change by the Department of Corrections in the per diem rates paid for Inmates Incarcerated in County Penal Facilities and for Community Services shall first be approved by the Director of the Division of Budget and Accounting.

Explanation

The FY 2003 recommended language would require the Department of Corrections to obtain approval from the Director of the Division of Budget and Accounting prior to implementing any increases in the rates paid to the county jails or community based treatment facilities and halfway houses.

Language Provisions (Cont'd)

2002 Appropriations Handbook

2003 Budget Recommendations

p. B-43

The unexpended balance as of June 30, 2001 in the Civilly Committed Sexual Offender Facility account is appropriated for the same purpose. No comparable language.

Explanation

Although the FY 2002 language permitted the department to carry forward unexpended balances remaining in the Civilly Committed Sexual Offender Facility account into FY 2002, no balances were carried forward. The elimination of this language would require the lapse of any unexpended balances to the General Fund. The Governor has targeted at least \$657,500 of the FY 2002 funding to lapse for deficit reduction.

2002 Appropriations Handbook

2003 Budget Recommendations

p. D-119

No comparable language.

The unexpended balances as of June 30, 2002 in the Halfway Back Program account are appropriated subject to the approval of the Director of the Division of Budget and Accounting.

Explanation

The recommended language would permit the Parole Board to carry forward unexpended balances in the Halfway Back Program account into FY 2003 to be used as matching funds to federal VIO/TIS funding. The anticipated carry forward of \$612,000 would be combined with a recommended FY 2003 appropriation of \$117,000 to form a 10 percent State match for the operation of three residential centers providing services to an average daily population of 313 parolees.

Discussion Points

1. Federal enactments and federal budget proposals often impact significantly on State programs and fiscal resources.

- **Question:** What impact will the expectation of (a) increased or decreased federal funding, or (b) new or revised federal mandates or matching requirements, have on your department's resources and activities in FY 2003? Be specific with regard to the expected federal action and the corresponding State or local impact.

2. The department received \$53,000 in FY 2002 for state matching funds to allow it to monitor the delivery of substance abuse treatment, oversight of drug testing operations and coordinate its efforts to provide a "continuum of care" to its inmates. The Federal funding for this program has been exhausted.

- **Question:** What are the department's plans for continuation of this activity in FY 2003? How does the department intend to fund this operation in FY 2003?

3. The FY 2003 budget recommends an appropriation of \$18.359 million to the Judiciary for the operation of drug courts. Drug Courts provide for intensive, court supervised substance abuse treatment for carefully screened non-violent, addicted offenders as an alternative to incarceration.

- **Question:** What effect will the implementation of drug courts have upon the Department of Corrections inmate population?

4. The Albert C. Wagner Youth Correctional Facility has changed the mission of the Adult Offender Boot camp from military style rehabilitation programs to treatment and counseling programs. The FY 2003 recommendation of \$3.5 million is based upon the continuation of the FY 2002 funding level of \$4.4 million for 120 inmates less \$900,000 for the reduction of 18 custody positions.

- **Question:** Please discuss the new mission of the Adult Offender Boot Camp, illustrating the changes which have been implemented to accomplish the facility's goals.

5. 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.

- **Question:** Is the new collection system fully operable? What impact has the new system had on inmate assessments, including VCCB collections?

6. P.L. 1997 c.266 requires the Department of Corrections to establish a program to record and analyze the recidivism of all inmates who are released from the Adult Diagnostic and Treatment Center, whether on parole or upon the completion of their maximum sentences and to prepare a report for the Legislature of ADTC recidivism.

- **Question:** What is the status of this program? How often does the department release reports? When was the last report released? Please provide the most recent copy of this report to the committee. Does the department or the State Parole Board have the capacity to track the recidivism of the general population? Please provide the committee

Discussion Points (Cont'd)

with any information which may be available concerning the recidivism of the general population.

7. The State Parole Board received \$1.225 million in FY 2002 for an additional 15 Institutional Parole Counselor positions to process caseloads, track and monitor each case, determine parole eligibility and complete other pre-parole related case management functions. Another \$454,000 was appropriated in FY 2002 for eligibility determinations and monitoring.

- **Question:** How has the addition of the parole counselor positions affected the backlog of inmate parole hearings? What is the impact on the parole eligibility monitoring efforts?

8. A new appropriation of \$800,000 is recommended in FY 2003 for the replacement of custody protection vests that have reached their five year expiration date. The FY 2003 request would supplement funding generated from the Body Armor Replacement Fund for this purpose. The Body Armor Fund is which was created by P.L.2000, c.360 provides for grants to be made to local law enforcement agencies, the Division of State Police, the Division of Criminal Justice, the Administrative Office of the Courts and the Department of Corrections for the purchase of body vests for the law enforcement officers, investigators, probation officers and corrections officers of those agencies.

- **Question:** What portion of the custody staff has been fitted with body armor to date? If not the entire custody staff, which custody staff members are provided with body armor? Please provide the committee with the schedule of anticipated expenditures generated by the need to replace body armor for the remainder of FY 2002 and the succeeding five years.

Background Paper: Overtime

Budget Pages.... C-23, C-28, C-35, D-83 to D-121,
G-1 to G-2, H-31

Overtime is a major ongoing 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 has been 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 provided for overtime payments for an extra 20 minutes per day, was eliminated by the Department of Corrections. Formerly a part of the correctional officers' negotiated contract, the recent contract eliminated shift overlap. Holiday overtime is not controllable by the Department of Corrections. Regular overtime is subject to control by DOC.

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:

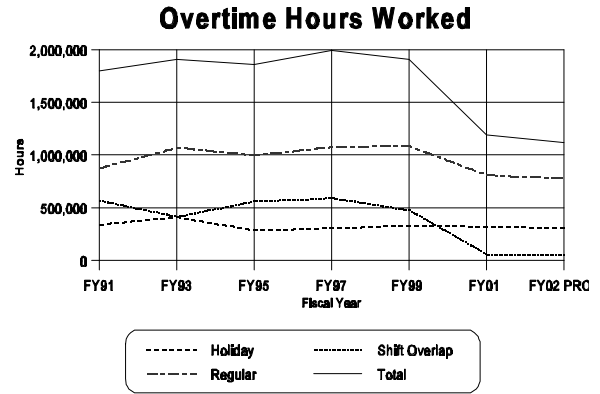
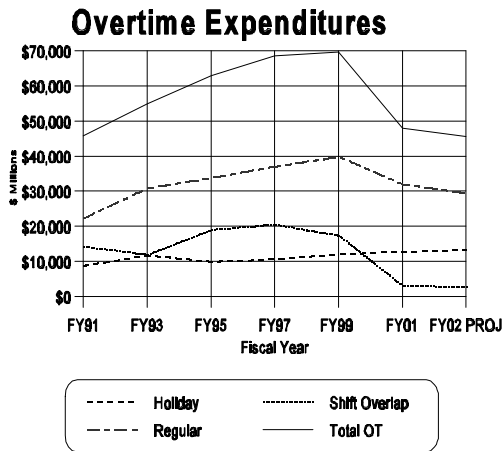
because of the cost of employee benefits, contractual allowances and guarantees, and the actual time an officer is at a post, it is actually less expensive to pay custodial officer premium rate overtime than hire additional staff. . . .By keeping staff count low, scheduling inefficiency could be eliminated 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." It does not, however, note potential difficulties inherent in the department's reliance on excess overtime such as decreased efficiency and increased risk of mistakes caused by fatigued and inattentive staff.

The following graphs illustrate the growth in overtime hours and expenditures for the Department of Corrections since FY 1991. As shown in the graphs, the department's custody staff worked 1.8 million overtime hours in FY 1991 at a cost of \$45.7 million. While fluctuating over the years, the number of overtime hours worked in FY 2001 declined to 1.2 million hours at a cost of \$48 million. The department projects that its FY 2002 overtime hours and expenditures will total

Background Paper: Overtime (Cont'd)

1.1 million hours at a cost of \$45.6 million.



According to the department, a variety of initiatives have been implemented over the years in an effort to reduce its overtime expenditures or to keep overtime 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 and eventually eliminating shift overlap for custody staff. All uniformed staff received shift overlap payments during the first two weeks of the fiscal year when the new contract eliminated this payment for regular custody staff. Supervising custody staff contract negotiations continue and uniformed supervisors continue to be compensated for shift overlap at hourly rates negotiated prior to FY 2000.
- "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.
- 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.

Background Paper: Inmate Population Growth Trends

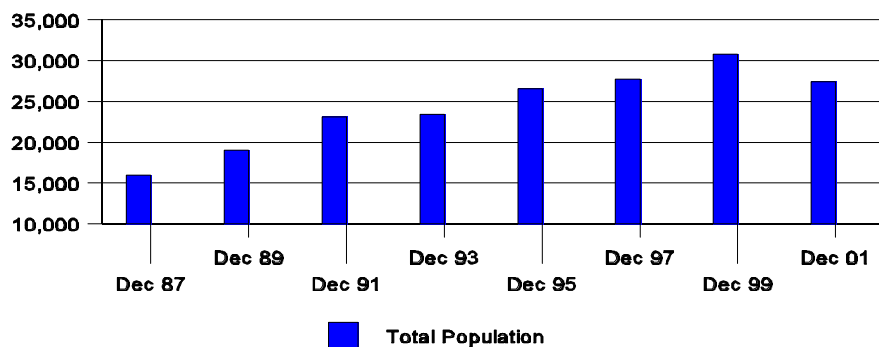
Budget Pages... C-23, C-28, C-35, D-83 to D-121,
G-1 to G-2, H-31

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. Recent trends in inmate population growth within the department have shown a slight decline in the number of State sentenced prison inmates.

INMATE POPULATION

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 tracks the State prisons' population from 1987 through 2001. On December 31, 1987, the Department of Corrections housed 15,945 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 31, 1999, the number of State sentenced inmates nearly doubled, to 30,818 adult and young adult inmates in State and county correctional facilities and community placements.

Recently, the inmate population within the department has experienced a slight decline. On December 31, 2001, the number of inmates housed by the state totaled 27,389, 3,429, or 11 percent less than the number housed on December 31, 1999. This reduction may be attributed to the fact that many inmates who had been sentenced under the mandatory minimum sentences statutes are beginning to reach the end of their terms of incarceration and are being paroled. In addition, the increase in Parole Board and Division of Parole staff has permitted the Parole Board to address and reduce the backlog of inmates awaiting parole hearings. In addition, the State's growing use of drug courts to divert offenders to treatment rather than incarceration affects the number of new commitments to State institutions.

Background Paper: Inmate Population Growth Trends (Cont'd)

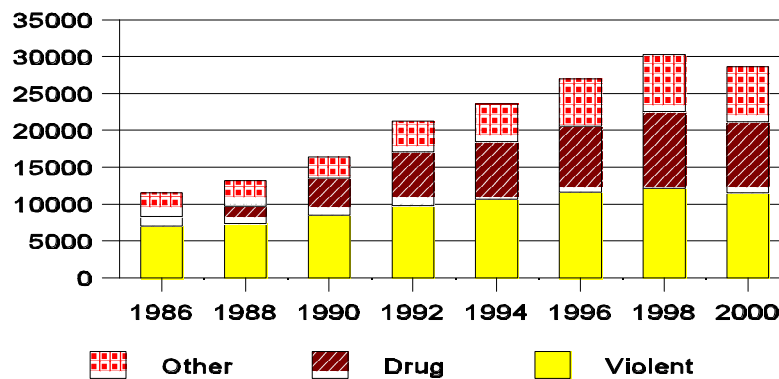
The Department of Corrections (DOC) has attempted to accommodate its growth through a variety of ways. New construction, increasing the capacity of its standing facilities, expanding the number of bed spaces in community treatment centers and the expanding the number and types of alternatives to incarceration have all been used to alleviate over crowding and to find space for the State's offender population.

Offender Characteristics

From 1987 through 2001, the State sentenced institutional prison population increased by a total of 72 percent or an average annual increase of 3.9 percent per year. Over this time, an increasing percentage of adult and young adult inmates are those sentenced for drug offenses.

As of December 31, 1986, with a total institutional prison population of 11,558 inmates, 11 percent, or 1,291 inmates were drug offenders. Another 61 percent, or 7,048 inmates, were convicted of violent crimes, while the remaining 28 percent, or 3,219 inmates, were convicted of all other types of crimes. By January 8, 2001, with the total number of offenders incarcerated in the State's institutions totaling 28,622 inmates, the number of drug offenders totaled 9,683 or 34 percent of the population, and the number of violent criminals numbered 11,513 or 40 percent. Those convicted crimes other than violent or drug related offenses totaled 7,426 or 26 percent of the total State operated prison population.

INMATE POPULATION 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 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). Specifically, the growth in 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: Inmate Population Growth Trends (Cont'd)

Over the next two years, DOC data indicates that the number of inmates incarcerated for violent offenses declined by 5.5 percent, the number of drug offenders declined by 6.75 percent, and the balance of the prison population declined by 3.6 percent, for a total population reduction of 5.4 percent, or 1,641 inmates. At this date, it is too early to determine if this reduction is the beginning of a downward trend, or a temporary aberration in prison growth trends.

Statutory Changes

During the 1980's and through the 1990's, the Legislature concentrated its efforts on combating crime in New Jersey, enacting 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 in prison before becoming eligible for parole. Prior to the enactment of these laws, convicted offenders generally served from one-third to one-half of the sentence imposed due to time and work credits earned while incarcerated and the parole process.

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 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.

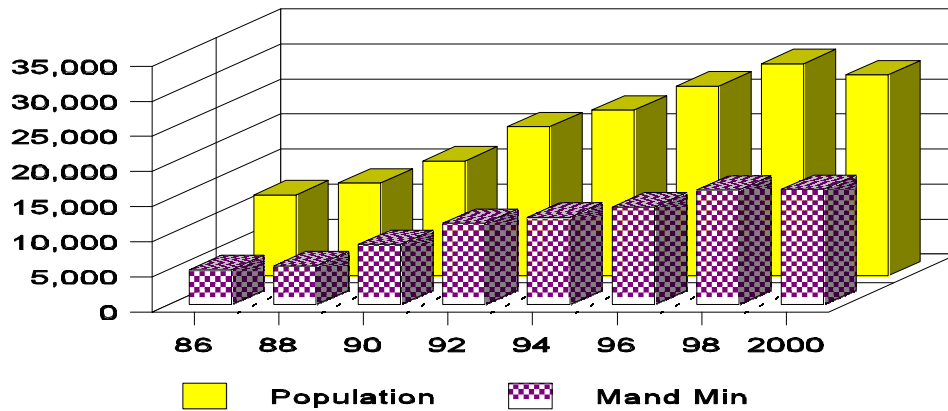
In addition to mandatory minimum sentences imposed by the drug statutes, statutes providing for mandatory minimum sentences for the commission of violent crimes were enacted. P.L. 1981, c. 31(N.J.S.A. 2C:43-6) provides for a mandatory minimum term of imprisonment for offenses which were committed with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

Background Paper: Inmate Population Growth Trends (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.

The preceding 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 1986, about 42 percent of the state's total adult population were serving mandatory minimum terms. By 2000, this number increased to 57 percent of the total inmate population. According to the Department of Corrections, the median mandatory minimum term is 3 year 6 months. A total of fourteen percent of those with mandatory minimum terms have mandatory minimum terms of 15 years or more.

While there has been a decrease in the total prison population from 1998 to 2000, during this same time period the number of mandatory minimum inmates has remained constant.

Departmental Strategies for Bed Space Expansion

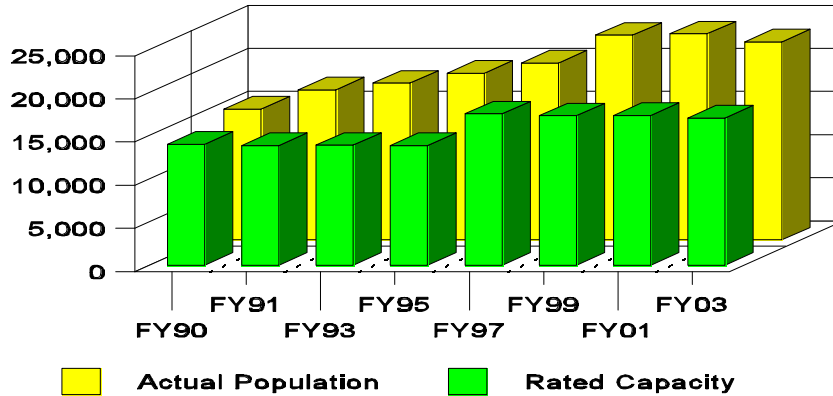
The Department of Corrections has used a variety of techniques in an attempt to accommodate the State's inmate population. Since FY 1990, the department constructed additional bed spaces in existing institutions and opened new institutions, increasing the department's rated capacity from 14,015 bed spaces in FY 1990 to 17,092 bed spaces in FY 2003, a 22 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 extent to which the institutional population exceeds rated capacity will increase from 8.3 percent over rated capacity (15,177 inmates) in FY 1990 to an estimated 34.3 percent over rated capacity (22,963 inmates) in FY 2003.

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

Background Paper: Inmate Population Growth Trends (Cont'd)

Capacity vs. Population



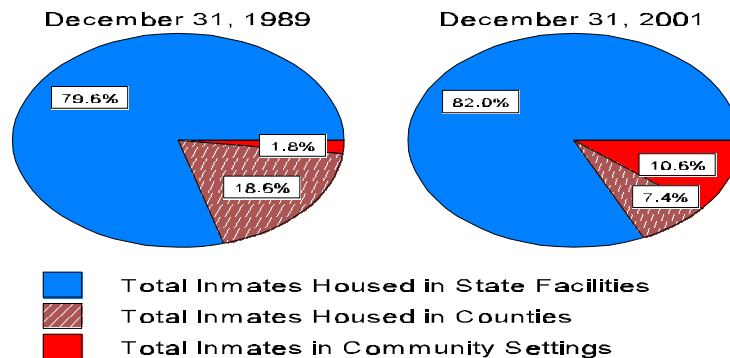
Source: State of New Jersey Annual Budget Recommendations

Alternative Housing Options

While increasing the number of bed spaces within many institutions has increased their populations beyond the original design capacities, the department continued to be faced with the need to acquire secure housing for its growing population. Consequently, DOC enlisted county jails and expanded its use of community based halfway house and treatment facilities and various alternatives to incarceration.

In December, 1989, while the Department of Corrections had a total of 19,041 inmates, 15,162 of them were housed in State facilities. Of the remaining number, 3,536 were housed in county facilities and 343 were housed in community setting (which includes both community based treatment centers and alternatives to incarceration). By December, 2001, the number of State sentenced inmates totaled 27,389, of which 22,462 were housed in State operated facilities. The number of county placements increased to 2,019, and the number of community placements totaled 2,908.

Population Distribution



Source: New Jersey

Department of Corrections, "Residents, Admissions and Releases" report issued annually by the Department of Corrections.

Background Paper: Inmate Population Growth Trends (Cont'd)

The preceding chart demonstrates that the State is housing an increasing percentage of State sentenced inmates, and turning more toward community based residential settings and alternatives to incarceration to house the population overflow, reducing its reliance on county correctional facilities.

Summary

In sum, New Jersey's adult and young adult State prison population has declined slightly after more than a decade of steady growth. Inmate populating growth consisted primarily of drug offenders who were subject to stiffer penalties imposed by the newly enacted drug statutes, and those offenders who were subject to the mandatory minimum sentences for serious crimes which were passed during this time. In addition, stricter parole eligibility requirements were put in place, lengthening the amount of time that inmates must serve before being released on parole.

Reacting to these changes, the Department of Corrections has increased the rated capacity of its facilities and has escalated the degree to which it utilizes that capacity. It has expanded use of county correctional facilities, community residential settings and incarceration alternatives. Most recently, reliance on county facilities has decreased as alternatives to incarceration have more than doubled in capacity.

Background Paper: New Jersey's Female Offender Population

Budget Pages... C-23, C-28, C-35, D-83 to D-121,
G-1--G-2, H-31

Introduction

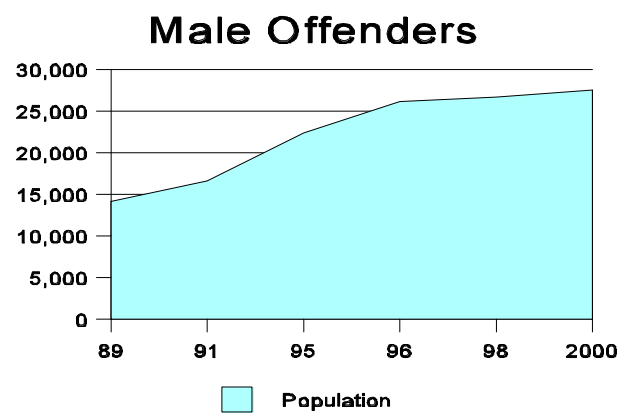
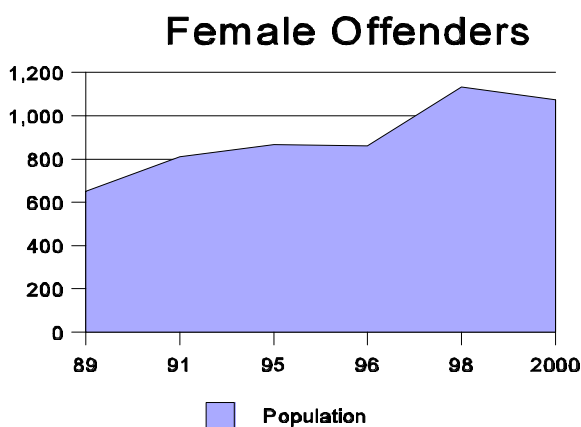
Over the last decade, the number of incarcerated women in the United States has increased by 260 percent; in New Jersey, while not that dramatic, the growth has been substantial. Over the past twelve years in New Jersey, the adult female population--housed in its only female facility, the Edna Mahan Correctional Facility for Women--has increased from 650 incarcerated women in 1989 to 1,075 in 2000, a 65 percent increase. This population growth has led to a nationwide effort to reassess programs and facilities for women prisoners. This paper isolates and focuses on the issues particular to women rather than on the general prison population.

Edna Mahan Correctional Facility for Women (EMCFW), although originally built as a farm for 200 "wayward" women, has expanded over the years to reach a rated capacity of 694 inmates and an average daily population of more than 1,100 residents, far exceeding the original population. "D" cottage, which was built in the 1980s to hold 48 beds, now holds 60. Stowe Cottage was built in the mid-90s and designed to house 264 female inmates, now houses 300.

While criminal justice experts have observed the rise in the general inmate population because of changes in drug sentencing and the imposition of minimum mandatory sentences, few criminologists and practitioners predicted the impact these sentencing practices would have on female prisoner populations. The present prison population reflects the impact of these practices.

Department of Corrections Population Trends

Over the past several years, New Jersey's general prison population has experienced substantial and near-continuous growth, as illustrated in the following charts.



Source: Department of Corrections, Offender

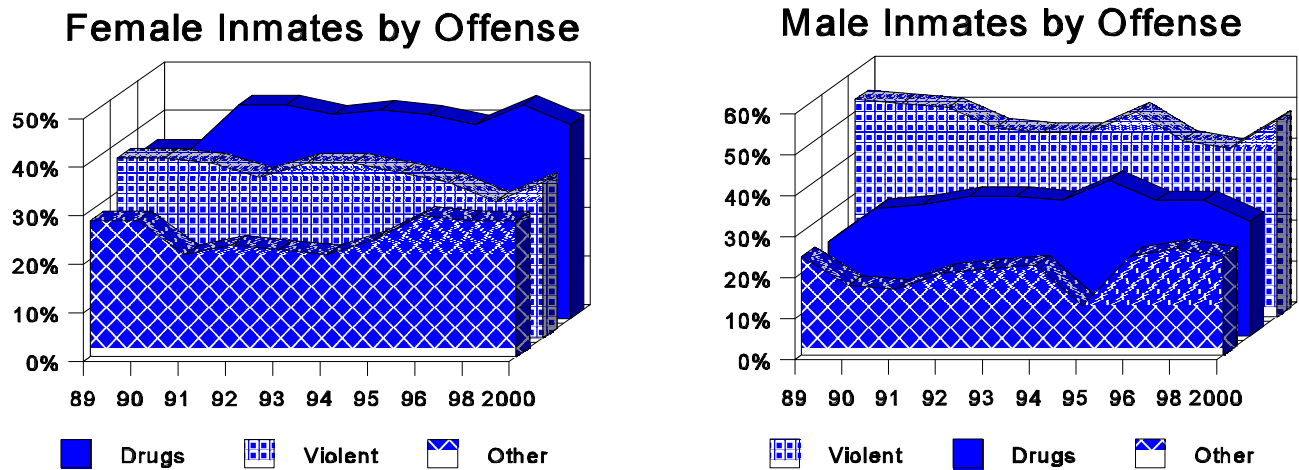
Characteristic Report

In 1989, the adult State sentenced prison population numbered 14,848 inmates. Of this total, only 650 or 4.4 percent were female offenders. By 2000, the State prison population totaled

Background Paper: New Jersey's Female Offender Population (Cont'd)

27,547 inmates, of which, 1,075, or 3.9 percent were women. Thus, over the past decade, the female prison populations grew at about 80 percent of the male population rate of growth.

Incarcerated female offenders differ from their male counterparts in the type of crime committed. The following charts break down the type of offenses committed by the male and female populations. They illustrate that over the years, between 45 to 50 percent of the male population have been incarcerated for violent offenses, while less than 40 percent of the female population has been incarcerated for violent offenses. Rather, more women are incarcerated for drug offenses (40 to 45 percent) than for violent or other offenses.



Source: Department of Corrections, Offender Characteristic Report

Issues Specific to Female Offenders

Because of the relatively small population of women incarcerated in the entire prison system--about 4 percent--issues pertaining to female inmates tend to become lost. This statistic tends to inappropriately minimize the importance of these issues.

Family Issues

The critical issue that overshadows any other for female inmates is that of motherhood. It is estimated that, in New Jersey, between June 1999 and December 2000, the parents of 31,000 of the state's children were incarcerated (Siegel, 2002). Research has shown that seventy percent of these children were living with their mothers at the time of the parental incarceration. Unlike male inmates, most female inmates formerly led lives that were deeply entwined with the complex arrangements of child care, pooled resources, and other strategies to enhance family survival. A mother's absence from the family often places the family itself in jeopardy (Enos, 2001).

A total of 80 percent of the inmates at the Edna Mahan Correctional Facility for Women are mothers. Currently, 13 are pregnant. Each of these inmates represents a family challenged to remain intact and children at risk of continuing a cycle of violence, abuse, poverty, and/or failure.

Depending upon the severity of the offense for which male prisoners are convicted, they

Background Paper: New Jersey's Female Offender Population (Cont'd)

are generally sent to one of the facilities near to where they formerly resided. However, because there is only one women's facility in the state, it is highly unlikely that a female will be imprisoned near her residence and family. In addition, since EMCFW is located in a rural area (Clinton, New Jersey), there is little public transportation nearby. This lack of public transportation access to Edna Mahan presents yet another problem in keeping the family intact.

Medical Care

Another problem specific to female prisoners is medical care. Although the unofficial number of inmates with HIV has decreased, other health problems present challenges for EMCFW. The thirteen pregnant women, for example, require medical care that is not needed in the men's prisons. The facility had been without a dialysis machine until recently. Minimum security prisoners must go to the maximum area to receive medical care. And during intake, when the women are assessed for severity of addiction, eighty-five percent register significantly high scores. While drug addiction is a department-wide problem, there are presently only 60 beds in the New Beginnings drug treatment center available for the women.

Programs

In an environment of tightening budgets and steady population growth, Edna Mahan Correctional Facility for Women has been challenged with the task of providing educational opportunities and rehabilitative services to all of its inmates, and with preparing soon-to-be-released inmates with the skills necessary to re-enter society. In an effort to accomplish this, the institution has tapped several sources including the institution's operating accounts, private donations and grants and volunteer efforts. Following is a complete list of programs presently available at EMCFW.

EDNA MAHAN CORRECTIONAL FACILITY FOR WOMEN PROGRAMS DOC FUNDED PROGRAMS

PROGRAM	PARTICIPANTS	DURATION
Mother/Child Visitation	All inmates with children eligible	3 per week, 12 per month, 12 months per year
Parenting Inside and Out Workshop (Children's Trust Fund)	25 - 30 per session	4-5 sessions per year
New Beginnings In-patient Drug Program	60 available slots (Full minimum custody inmates only)	6-12 month program
Academic Classes (Taught by EMCFW Staff)	All inmates under 21. Over 21, enrollment is voluntary	On-going
Clerical Skills	All inmates eligible	On-going
Upholstery	Maximum/medium custody inmates eligible	On-going
Electronics(Computer repair)	Min custody inmates eligible	On-going
Cosmetology	Max/Min custody inmates eligible, GED required	On-going
Homemaking	Min custody inmates eligible	On-going

Background Paper: New Jersey's Female Offender Population (Cont'd)

Horticulture	Min custody inmates eligible	On-going
Literacy Volunteers of America (with Dept of Education)	All inmates eligible	On-going
Life Skills Academy	All inmates eligible	On-going
Keys to Inner Vision	All inmates eligible	On-going

PRIVATELY-FUNDED PROGRAMS

PROGRAM	# PARTICIPANTS	DURATION	FUNDING
Women Becoming Aware-Domestic Violence Counseling	30	10 weeks, 4 sessions per year	Saving Our Sisters (SOS) Grant
Girl Scouting Beyond Bars	Eligible inmates & daughters	On-going	Prudential-Financial 5-year grant
Individual domestic violence counseling	15	5 or 6 times per year	SOS Grant & Private Funding
Women's Health Issues	50-100	2-hour seminar, 6 times per year	Hyacinth Foundation
Puppies Behind Bars (guide dog training)	Strict eligibility	On-going	Private Donations

VOLUNTEER PROGRAMS

PROGRAM	# PARTICIPANTS	DURATION
Houses of Healing	15 slots available	6 times per year
PEACH (Parent Education for Adults & Children of Hunterdon County)	15 slots available	5 or 6 times per year
Parents Anonymous	30 slots available	On-going
Music Therapy: (Mothers' Pride: Opening Doors with Music & Art)	Min custody inmates eligible	12-weeks, 2 hours per week
Siddya Yoga Meditation	Min custody inmates eligible	On-going
AI-Anon Group	75-200	2 hours per week
Narcotics Anonymous	250-300	2 hours per week
Alcoholics Anonymous	250-300	2 hours per week
Hispanic Group	22	2 hours per month

Summary

According to the staff at Edna Mahan these programs are essential to the rehabilitative efforts of the institution and contribute to the reduction of inmate recidivism. A national study indicates that, although most mothers plan to live with their children upon release from prison, few have prepared detailed plans to accomplish this (Fessler, 1991). Programs such as the ones listed above

Background Paper: New Jersey's Female Offender Population (Cont'd)

are intended to help provide such preparation and aid newly released inmates as they return to their families and daily life.

Bibliography

Enos, Sandra. Mothering from the Inside: Parenting in a Women's Prison. New York: State University of New York Press, 2001.

Fessler, Susan Rakovitz. "Mothers in the Correctional System: Separation from Children and Reunification after Incarceration." Ph.D. dissertation, State University of New York at Albany, 1991.

Morash, Merry, Timothy S. Bynum, and Barbara A. Koons. "Women Offenders: Programming Needs and Promising Approaches," National Institute of Justice, Research in Brief, U.S. Department of Justice, Office of Justice Programs, August 1998.

Siegel, Jane. Address. "Implication & Research." Filling the Void: Addressing the Needs of Children with Incarcerated Parents. Edna Mahan Correctional Facility for Women, Clinton, New Jersey. 21 March 2002.

OFFICE OF LEGISLATIVE SERVICES

The Office of Legislative Services provides nonpartisan assistance to the State Legislature in the areas of legal, fiscal, research, bill drafting, committee staffing and administrative services. It operates under the jurisdiction of the Legislative Services Commission, a bipartisan body consisting of eight members of each House. The Executive Director supervises and directs the Office of Legislative Services.

The Legislative Budget and Finance Officer is the chief fiscal officer for the Legislature. The Legislative Budget and Finance Officer collects and presents fiscal information for the Legislature; serves as Secretary to the Joint Budget Oversight Committee; attends upon the Appropriations Committees during review of the Governor's Budget recommendations; reports on such matters as the committees or Legislature may direct; administers the fiscal note process and has statutory responsibilities for the review of appropriations transfers and other State fiscal transactions.

The Office of Legislative Services Central Staff provides a variety of legal, fiscal, research and administrative services to individual legislators, legislative officers, legislative committees and commissions, and partisan staff. The central staff is organized under the Central Staff Management Unit into ten subject area sections. Each section, under a section chief, includes legal, fiscal, and research staff for the standing reference committees of the Legislature and, upon request, to special commissions created by the Legislature. The central staff assists the Legislative Budget and Finance Officer in providing services to the Appropriations Committees during the budget review process.

Individuals wishing information and committee schedules on the FY 2003 budget are encouraged to contact:

Legislative Budget and Finance Office
State House Annex
Room 140 PO Box 068
Trenton, NJ 08625

(609) 292-8030

Fax (609) 777-2442