

ANALYSIS OF THE NEW JERSEY BUDGET

**DEPARTMENT OF CORRECTIONS
STATE PAROLE BOARD**

FISCAL YEAR

2004 - 2005

NEW JERSEY STATE LEGISLATURE

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DEPARTMENT OF CORRECTIONS AND STATE PAROLE BOARD

Budget Pages..... C-13, C-18, C-21, C-27, C-34, C-36,
C-38, D-55 to D-74, D-451, G-1 to
G-2, H-38, H-71, H-72

Fiscal Summary (\$000)

	Expended FY 2003	Adjusted Appropriation FY 2004	Recommended FY 2005	Percent Change 2004-05
State Budgeted	\$931,467	\$935,168	\$967,974	3.5%
Federal Funds	28,792	10,858	6,297	(42.0)%
<u>Other</u>	<u>55,929</u>	<u>51,992</u>	<u>53,121</u>	<u>2.2%</u>
Grand Total	\$1,016,188	\$998,018	\$1,027,392	2.9%

Personnel Summary - Positions By Funding Source

	Actual FY 2003	Revised FY 2004	Funded FY 2005	Percent Change 2004-05
State	9,674	9,540	9,700	1.7%
Federal	35	36	42	16.7%
<u>Other</u>	<u>379</u>	<u>395</u>	<u>420</u>	<u>6.3%</u>
Total Positions	10,088	9,971	10,162	1.9%

FY 2003 (as of December) and revised FY 2004 (as of September) personnel data reflect actual payroll counts. FY 2005 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. The State Parole Board is responsible for those individuals under community supervision or on parole. DOC 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 dedicated to the treatment and rehabilitation of sex offenders; one housing adult female offenders; three facilities housing youthful offenders; and one central reception and intake

Introduction (Cont'd)

facility. 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.

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.

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.

Key Points

- According to the Department of Corrections' monthly summary of residents, admissions and releases, as of January 31, 2004, there were 27,286 State sentenced inmates housed in State and county correctional facilities and halfway house placements. The department estimates that 25 more inmates will enter the State's prison system each month than will leave it during FY 2005.
- According to the FY 2005 budget evaluation data, with an average projected institutional population level of 23,459 inmates, the State prisons are expected to operate at 135 percent of their rated capacity of 17,324 bed spaces in FY 2005. 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 of Corrections' and the State Parole Board's combined FY 2005 Direct State Services recommendations total \$870.9 million, \$22.8 million or 3 percent more than the FY 2004 adjusted appropriation of \$848.1 million. Funding for institutional operations is recommended at \$708.6 million, \$9 million or 1.3 percent more than the FY 2004 adjusted appropriation of \$699.4 million.

DEPARTMENT OF CORRECTIONS

- The FY 2004 adjusted appropriation for the Department of Corrections includes anticipated supplemental appropriations of \$14.2 million. Included in this amount is \$8.7 million to fund the full operation of the Southern State Correctional Facility which had been recommended for partial closure in FY 2004 but had remained open, and \$5.5 million to fund correctional facilities fuel and utility needs.

Key Points (Cont'd)

- The FY 2005 budget recommendation includes \$1.752 million to provide full-year funding for the operation of the new unit at Jones Farm Correctional Facility consisting of conventionally constructed buildings which had been built to replace seven trailer units.
- The FY 2005 recommendation includes an increase of \$5.9 million in the institutional operating accounts to fund the continued full operation of the Southern State Correctional Facility.
- The Southern State Correctional Facility is recommended to receive \$7.062 million in FY 2005 for the new unit expansion, \$400,000 less than the FY 2004 adjusted appropriation of \$7.462 million. The FY 2004 adjusted appropriation for the Southern State Correctional Facility new unit expansion funded the operating costs associated with the opening of the new 352-bed minimum security unit. The unit which opened in August, 2003, was constructed using \$11.1 million in Federal Violent Offender Incarceration/Truth in Sentencing (VOI/TIS) funding, allocated specifically for institutions housing inmates incarcerated under Truth In Sentencing laws. The recommended reduction reflects one-time startup costs that are not continued in FY 2005.
- A savings of \$1 million has been realized in the department's central administrative accounts to reflect administrative and operational efficiencies.
- A savings of \$1 million has been deducted from the various institutional accounts to reflect a more efficient use of staff and services.
- A combined appropriation of \$23 million is recommended for the Civilly Committed Sexual Offender Facility and the Civilly Committed Sexual Offender Facility - Annex in FY 2005, an increase of \$2.6 million over the FY 2004 adjusted appropriation of \$20.4 million. The FY 2005 recommendation would fund a total of 322 bed spaces, 150 at the Civilly Committed Sexual Offender Facility, and 172 at the Civilly Committed Sexual Offender Facility - Annex.
- Recommended FY 2005 budget language (page D-451) would establish a gainsharing program targeted toward the Departments of Corrections, Human Services, Law and Public Safety and Transportation, the departments with the highest number of Workers' Compensation claims. Under the program, these departments would be given an opportunity to retain savings realized below the amount spent in FY 2004 for Workers' Compensation. The program is intended to help arrest the growth in claims and program costs. The program requires that any savings generated through gainsharing be applied to improvements in worker safety and reducing Workers' Compensation claims and costs.

PAROLE BOARD

- The State Parole Board is recommended to receive \$58.2 million in Direct State Services funding in FY 2005, an increase of \$2.5 million, or 4 percent over its FY 2004 adjusted appropriation of \$55.7 million.
- A reduction of \$171,000 is recommended for the State Parole Board's salaries and wages line item in FY 2005 to reflect the transfer of the Parole Board's Human Resources activities to the Shared Services Unit in the Department of Personnel. A total of 8 full time staff was transferred to the Department of Personnel.

Key Points (Cont'd)

- The Parole Board is recommended to receive \$450,000 in FY 2005 to fund the expansion of the central office in order to efficiently manage all parole programs that are conducted out of that office, including the newly created Sexual Offender Management Unit.
- The Parolee Electronic Monitoring Program is recommended to receive \$5.3 million in FY 2005, an increase of \$300,000 over the FY 2004 adjusted appropriation of \$5 million for this program. The electronic monitoring/home confinement program provides an alternative to incarceration for offenders who are within six months of parole eligibility date and are classified as full minimum custody inmates, those who have failed under traditional parole supervision, or those who are paroled on the condition of serving in the program. Use of this program allows the Department of Corrections to reduce the number of beds in the county jails. The FY 2005 recommendation represents full-year funding for the program expansion which occurred during FY 2004. The FY 2005 recommendation would support 391 bed spaces.
- A new appropriation of \$1.9 million is recommended in FY 2005 for the creation of a new Sex Offender Management Unit within the State Parole Board to supervise sex offenders, including parolees, sexually violent predators released from civil commitment and offenders sentenced to Community Supervision for Life (CSL). The program is designed to enhance public safety by preventing further victimization through improved management of adult sex offenders in the community and through a uniform approach and understanding of community issues, legal issues and knowledge of specific county violation procedures surrounding CSL individuals.

GRANTS-IN-AID

DEPARTMENT OF CORRECTIONS

- The FY 2005 recommendation for the Purchase of Services for Inmates Incarcerated in County Correctional Institutions totals \$14.735 million, \$6.347 million less than the FY 2004 adjusted appropriation of \$21.082 million. The recommended reduction is based on the increased use of alternative parole programs, less a projected increase of 25 more inmates entering the State prison system than those leaving each month.
- The FY 2005 recommendation of \$58.7 million for the Purchase of Community Services would fund 2,629 bed spaces for prospective pre-release inmates in community based contracted residential and contracted secure treatment facilities. 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.

PAROLE BOARD

- The State Parole Board is recommended to receive \$22.016 million in Grants-in-Aid funding in FY 2005, an increase of \$16.28 million over the FY 2004 adjusted appropriation of \$5.736 million. Included in this increase is \$8.379 million for the Halfway Back Program; \$6.332 million for Day Reporting Centers; and \$1.569 million for the Re-entry Substance Abuse Program.
- The Halfway Back Program is recommended to receive \$11.209 million in Grants-in-Aid funding in FY 2005, an increase of \$8.379 million over the FY 2004 adjusted appropriation. The program began in FY 2002 under a federal Violent Offender Incarceration/Truth in Sentencing (VOI/TIS) grant. The FY 2005 Grants-in-Aid recommendation would replace

Key Points (Cont'd)

\$6.782 million in expired federal funding, provide \$719,000 in annualized funding for beds added last year and \$878,000 to further expand the program by 45 more beds. Under the Halfway Back program, the department contracts with private entities at various locations throughout the State who provide a highly supervised residential environment consisting of drug treatment and relapse prevention services for offenders on parole. The program also addresses life skills development, anger and aggression management, unemployment and other issues confronted by offenders who are having difficulty adhering to the conditions of parole. The FY 2005 recommendation anticipates that the program would serve 495 offenders.

- The State Parole Board's Day Reporting Centers program is recommended to receive \$7.093 million in FY 2005, an increase of \$6.332 million over the FY 2004 adjusted appropriation of \$761,000. The recommended funding would replace \$4.861 million in expired federal funding, and provide an additional \$1.471 million in State funding to expand the program by 100 beds. Day Reporting Centers provide for daily supervision of high risk parolees on the verge of parole violation due to the inability to comply with technical parole conditions. Technical parole violations constitute less serious infractions of the rules associated with the parolee's release, as opposed to committing new criminal offenses. Participants report to the program seven days per week for a period of 8 to 10 hours daily, and return home each evening. Program funding would provide for a total of 450 beds in FY 2005.
- The State Parole Board's Re-entry Substance Abuse program is recommended to receive \$3.714 million in FY 2005, an increase of \$1.569 million over the FY 2004 adjusted appropriation of \$2.145 million. Of the recommended increase, \$718,000 would provide annualized funding for beds added last year, and \$851,000 would provide funding for 42 additional bed spaces in FY 2005. The program is intended to provide parolees with substance abuse treatment, and allow them to avoid technical violations of their parole which might return them to prison. Program funding would provide for a total of 152 beds in FY 2005.

FEDERALLY FUNDED PROGRAMS

DEPARTMENT OF CORRECTIONS

- The State Criminal Alien Assistance program (SCAAP) is anticipated to collect \$3.832 million in federal funding in FY 2005, a reduction of \$3.168 million under the FY 2004 appropriation of \$7 million. SCAAP provides Federal assistance to states and units of local government incurring costs for incarcerating illegal aliens convicted of one felony or two misdemeanor offenses and to expedite the transfer of custody for certain deportable aliens.
- The department anticipates the receipt of \$541,000 in federal funding in FY 2005 for Project IN-SIDE (Inmate-Network-Skills in Developing Employment), \$27,000 more than the amount appropriated in FY 2004. Project IN-SIDE is 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.

PAROLE BOARD

- FY 2004 federal funding of \$1.5 million for the Serious and Violent Offender Reentry Initiative has expired. FY 2005 recommended budget language would permit the carry

Key Points (Cont'd)

forward of budget balances not to exceed \$1.5 million to continue funding this initiative.

CAPITAL PROJECTS

- The FY 2005 budget recommendation includes no funding for capital projects, the same level as last year's funding.

REVOLVING FUNDS

- The Bureau of State Use Industries (DEPTCOR) is recommended to receive \$18.9 million in FY 2005, an increase of \$2 million over the FY 2004 adjusted appropriation of \$16.9 million. DEPTCOR operates self-sustaining work-training projects in the institutions deriving its revenues from the sale of its products and services. Products manufactured in the DEPTCOR/State Use Industries program are sold only to tax supported agencies, institutions and units of State, county and municipal governments, both within and outside of New Jersey. Under current law, products manufactured by inmate labor through the program must not be sold in competition with the products of free enterprise on the open market. The FY 2005 recommendation reflects increased revenue for the program.

Background Paper

Prison Population Trends

p. 30

Program Description and Overview

DEPARTMENT OF CORRECTIONS

The Department of Corrections (DOC) is responsible for custody, care, discipline, training and treatment of adult (over 21) and young adult (age 18 through 21) 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.

According to the department's website: "The mission of the New Jersey Department of Corrections is to ensure that all persons committed to the state correctional institutions are confined with the level of custody necessary to protect the public and that they are provided with the care, discipline, training, and treatment needed to prepare them for reintegration into the community."

The department has under its jurisdiction fourteen institutions: nine housing adult male offenders; one facility dedicated to the treatment and rehabilitation of male sex offenders; one housing adult female offenders; three facilities housing young adult offenders; and one central reception and intake facility. Two of the adult male facilities and the women's facility house maximum security inmates. The remaining institutions house medium and minimum security inmates as follows:

Facility	Security Level	Location
Central Reception and Assignment Facility(All Inmates)		Trenton
Adult (Over 21 Years Old)		
New Jersey State Prison	Max	Trenton
East Jersey State Prison	Max, Med, Min	Rahway
South Woods State Prison	Med, Min	Bridgeton
Bayside State Prison	Med, Min	Leesburg
Southern State Prison	Med	Delmont
Mid-State Prison	Med	Fort Dix
Riverfront State Prison	Med	Camden
Edna Mahan Correctional Facility for Women	Max,Med,Min	Clinton
Northern State Prison	Med,Min	Newark
Adult Diagnostic & Treatment Center	Med	Avenel
Youth (18 to 21 Years Old)		
Garden State Youth Correctional Facility	Med	Yardville
Albert C. Wagner Youth Correctional Facility	Med	Bordentown
Mountainview Youth Correctional Facility	Med	Annandale

Program Description and Overview (Cont'd)

County Jails

In addition to housing State sentenced inmates in State prison facilities, the department houses inmates in various county jail systems throughout the State until bed spaces become available for them in one of the State prisons. Counties enter into an agreement with the Department of Corrections to house a certain number of State sentenced inmates each year, and the State reimburses these counties at an agreed upon reimbursement rate. When beds become available at one of the State prisons, these inmates are transferred into the State system.

According to the Department of Corrections' Policy Analysis and Planning Unit's report on Residents, Admissions and Releases, as of January 31, 2004, there were 1,711 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.

Community Release Program

The Community Release Program (Halfway Houses) provides for the placement of pre-release inmates into community based residential facilities. Under the program, the Department of Corrections contracts with private vendors to provide certain specialized care for its inmates such as drug and alcohol abuse treatment. To be eligible for halfway house placement, an inmate must be classified full minimum security by the Institutional Classification Committee and undergo a psychological evaluation which addresses the inmate's readiness and ability to adequately adapt to the pressures and responsibilities of living outside the correctional facility. Eligible inmates must be within 18 months of their parole eligibility date, or the expiration of their maximum sentence date. Inmates who have violated the provisions of the Intensive Supervision Program (ISP), the Intensive Supervision/Surveillance Program (ISSP), the work release program, the furlough program or other residential community release agreement programs operated by the State Parole Board are ineligible for participation in the Community Release Program.

State Parole Board Programs

Over the past several years the department has increased its reliance on various forms of alternatives to incarceration to relieve the stress on overcrowded prison conditions. These programs are overseen by the New Jersey State Parole Board (See page 10 below).

Civilly Committed Sex Offender Unit

The Department of Corrections is also 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.

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

Program Description and Overview (Cont'd)

- 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 provides or arranges for security and custodial care. The Division of Mental Health Services in the Department of Human Services provides or arranges for treatment tailored to address the specific needs of sexually violent predators. The individuals placed in these facilities are no longer considered inmates of the Department of Corrections, but patients of the Department of Human Services, and, therefore, are not included in the Department of Corrections' inmate population count.

The FY 2005 budget recommendation would fund a total of 322 bed spaces, 150 at the Civilly Committed Sexual Offender Facility, and 172 at the Civilly Committed Sexual Offender Facility - Annex.

OTHER PROGRAMS

Workers' Compensation Gainsharing Program

Recommended FY 2005 budget language (page D-451) would establish a gainsharing program targeted toward the Departments of Corrections, Human Services, Law and Public Safety and Transportation, the departments with the highest number of Workers' Compensation claims. Under the program, these departments would be given the opportunity to retain savings realized below the amount spent in FY 2004 for Workers' Compensation. The program is intended to help arrest the growth in claims and program costs. The program requires that any savings generated through gainsharing be applied to improvements in worker safety and reducing Workers' Compensation claims and costs.

Body Armor Replacement

In response to a fatal stabbing incident at Bayside State Prison in July, 1997 all custody staff throughout the department were outfitted with protective armor providing protection against stab attempts. The department received a one-time appropriation of \$800,000 in FY 2003 for the replacement of custody protection vests that were purchased in FY 1998 and have since reached their expiration date. This appropriation supplemented about \$2.4 million generated from the Body Armor Replacement Fund for this purpose.

The Body Armor Replacement 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

Program Description and Overview (Cont'd)

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.

Southern State Correctional Facility

In July, 2003 the department opened a new 352-bed minimum security unit at Southern State Correctional Facility. The department received Federal Violent Offender Incarceration/Truth-in-Sentencing (VOI/TIS) funding to construct additional bed spaces for those inmates convicted and incarcerated under State Truth-in-Sentencing statutes. Upon opening of this unit 352 minimum security inmates were transferred from other bed spaces in the State prison population to Southern State Correctional Facility to fill the new beds.

In addition, the FY 2004 budget assumed that 720 medium security bed spaces would be closed, and funding for the institution was adjusted accordingly. These bed spaces are located in trailers which had been used beyond their normal life expectancy and were gravely deteriorated. However, in response to local concerns, that unit remained open.

During the summer of 2003, Southern State experienced a fire which destroyed another wing, necessitating the transfer of 120 inmates to county jail bed spaces. Additionally, in September, 2003, it was necessary for the department to temporarily evacuate all the inmates in anticipation of Hurricane Isabel, which had the potential to destroy the modular units within which these inmates resided.

Medical Services Contract

Medical services have been provided to Department of Corrections inmates since the privatization of inmate medical services in FY 1996 through Correctional Medical Services (CMS), a third party provider. The most recent contract with CMS expired on October 31, 2002. CMS was the only medical services firm to submit a bid for the continuation of medical services to State sentenced prison inmates. Because of this, and because the CMS bid did not comply with all of the State's specifications, the State and CMS agreed to an extension of the current contract until December, 2004. This extension would allow the State to review other alternatives for the provision of inmate medical services and to permit CMS to redraft its proposal to meet with the State's approval.

NEW JERSEY STATE PAROLE BOARD

The New Jersey State Parole Board comprises a Chairperson, 14 Associate Board Members and three Alternate Board Members. It holds the responsibility of reviewing State sentenced adult, young adult and juvenile offenders eligible for consideration of release from incarceration into parole. The Board also reviews the records of offenders committed to county jails for terms in excess of sixty days for parole consideration. In addition, Associate Board Members participate in a panel to review those cases in which the released offender is in violation of stated parole conditions. The panel has the authority to revoke an offender's parole status if the violations are

Program Description and Overview (Cont'd)

determined to be serious or persistent.

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, consolidating all parole activities under one agency. The State Parole Board is an autonomous agency housed, for administrative purposes only, within the Department of Corrections.

Upon parole every offender is evaluated and assigned to a level of supervision that is considered appropriate based on the original offense and the offender's activity and behavior while incarcerated. The frequency of contacts that a parolee is required to have with his assigned parole officer is determined by the supervision level or program to which the parolee is assigned. All parolees are regularly reevaluated throughout the term of their supervision to assure that their level of supervision is appropriate given their behavior and adjustment in the community.

The Parole Board operates a variety of program as follows:

Sex Offender Management Unit

The FY 2005 budget recommends the creation of a new Sex Offender Management Unit to supervise sex offenders, including parolees, sexually violent predators released from civil commitment and offenders sentenced to Community Supervision for Life (CSL). The program is designed to enhance public safety by preventing further victimization through improved management of adult sex offenders in the community and through a uniform approach and understanding of community issues, legal issues and knowledge of specific county violation procedures surrounding CSL individuals.

According to the State Parole Board, the number of sex offenders requiring supervision as parolees, and especially those offenders sentenced to Community Supervision for Life, has continued to rise in the four years of the program operation. As of February, 2004, there were 1,792 Community Supervision for Life offenders under the State Parole Board's supervision with an estimated addition of about 30 new cases per month. In addition to monitoring Community Supervision for Life parolees, the New Jersey State Parole Board would also be required to supervise sexually violent predators from civil commitments, should they be released. The number of civil commitment cases has been few to date; however, due to the nature of these offenders' long term commitments, there is potential for this population to grow.

Budget evaluation data indicate that in FY 2004 the average daily population of civilly committed sexual offenders housed by the Department of Corrections totaled 246 individuals, of which 144 were housed in the main facility and 102 in the annex. The budget recommendation estimates that this number will increase to 322 in FY 2005.

Parolee Electronic Monitoring/Home Confinement

The Parolee Electronic Monitoring/Home Confinement Program provides an alternative to incarceration for offenders who are within six months of their parole eligibility date and are classified as full minimum custody inmates, those who have failed under traditional parole supervision, or those who are paroled on the condition of serving in the program. Program participants are released to their homes and are fitted with an electronic bracelet which monitors

Program Description and Overview (Cont'd)

their whereabouts, and alerts a central monitoring station should they leave the designated area of confinement. Participants may leave their homes only to report to work, to attend school or to conduct a job search. They must adhere to written daily schedules approved in advance by their parole officers and are subject to daily curfews.

Intensive Supervision/Surveillance

The Intensive Supervision/Surveillance Program (ISSP) is designed to allow certain offenders, who would not otherwise be appropriate for release, an opportunity to be paroled under a particularly intensive level of supervision. ISSP participants are placed in the program primarily from an institution, but may also be referred from a county jail or halfway house. At times, when determined to benefit the individual, referral may be made from the general parolee caseload. Placement into the program is made upon recommendation of the State Parole Board, the District Parole Supervisor or the Probable Cause Hearing Officer. In addition, all out-of-State parolees accepted by New Jersey are placed into this program for the first 90 days of parole supervision. At that time, an evaluation is made as to continuance in ISSP, or placement of the parolee under general parole supervision.

High Impact Diversion

The High Impact Diversion Program is designed to place technical parole violators who have also committed serious or persistent violations of their parole, and parolees on the verge of violating parole, into a program providing a particularly intensive level of supervision. Technical parole violations constitute less serious infractions of the rules associated with the parolee's release as opposed to committing new criminal offenses. Placement into the program is made upon recommendation of the State Parole Board, the District Parole Supervisor or the Probable Cause Hearing Officer. In FY 2004 this population was shifted to the general supervision population within the State Parole Board.

Parolee Drug Treatment

The Parolee Drug Treatment Program provides for the placement of inmates who have completed in-prison and community based treatment programs into specialized parole caseloads where they receive enhanced levels of supervision and random drug testing, as well as support and counseling from specially trained parole officers.

Mutual Agreement Program (MAP)

The Mutual Agreement Program (MAP) provides beds in private community based treatment facilities for inmates and parolees selected jointly by the Departments of Corrections, Health and Senior Services and the State Parole Board. It is designed for inmates and parolees who are in need of substance abuse treatment and provides an alternative to incarceration while providing treatment.

Program Description and Overview (Cont'd)

Re-entry Substance Abuse Program

The Re-entry Substance Abuse program provides specialized residential substance abuse treatment services for offenders who are eligible to re-enter the community on parole but who have a chronic substance abuse history.

Halfway Back Program

The Halfway Back Program began in FY 2002 under a Federal Violent Offender Incarceration/Truth in Sentencing (VOI/TIS) grant. Under the program, the department contracts with private providers at various locations throughout the State who provide a highly supervised residential environment consisting of drug treatment and relapse prevention services for offenders on parole. The program also addresses life skills development, anger and aggression management, unemployment and other issues confronted by offenders who are having difficulty adhering to the conditions of parole. The program differs from the Community Release program in that the Community Release program serves inmates who are about to be paroled after serving their sentences, while the Halfway Back program serves parolees who have already left the institutions and are in danger of being returned to prison for infractions of parole conditions.

Day Reporting Centers

Day Reporting Centers provide for daily supervision of high risk parolees on the verge of parole violation due to the inability to comply with technical parole conditions (as opposed to a new offense). Participants report to the program seven days per week for a period of 8 to 10 hours daily, and return home each evening. Services provided to these individuals include: education; independent living skills; vocation/employment readiness counseling; job placement; substance abuse counseling; family counseling; team building and transportation to and from the center.

General Supervision

Parolees not entered into any of the special parole programs listed above become a part of the General Supervision population and report regularly to their respective Parole Officers.

INMATE POPULATION -- FIVE YEAR TRENDS

From FY 1999 to FY 2004, the average daily population housed within the State's institutions decreased from 23,729 inmates to 23,392 inmates, a 1.4 percent decrease. The number of State sentenced inmates housed in the county correctional facilities also declined during this period, falling from an average of 3,992 inmates in FY 1999 to an average of 1,506 inmates in FY 2004, a 62 percent decrease. Although the Department of Corrections operated several alternatives to incarceration programs in FY 1999, it has expanded its use of alternatives as a method to deal with the continuous growth of the State prison inmate population, to provide needed treatment services and to relieve stress on the State's aging and crowded prison facilities.

In FY 1999, the average daily population of State sentenced inmates housed in department-sponsored alternatives to incarceration totaled 6,460 inmates. In FY 2004 this number increased to 7,148 inmates, an 11 percent increase.

Program Description and Overview (Cont'd)

The following table displays the growth in average daily population of individuals incarcerated in State institutions, county jails, halfway houses and in various other alternative programs funded by the Department of Corrections from FY 1999 to FY 2004.

Average Daily Population: FY 1999-2004

<u>State Institution</u>	<u>FY 1999</u>	<u>FY 2004</u>	<u>Change</u>
New Jersey	1,853	1,924	71
Vroom CRAF	1,123	1,085	(38)
East Jersey	2,399	2,029	(370)
South Woods	3,299	3,342	43
Bayside	2,377	2,350	(27)
Southern State	1,608	1,942	334
Mid State	622	625	3
Riverfront	1,139	1,137	(2)
Edna Mahan	1,161	1,140	(21)
Northern State	2,651	2,706	55
ADTC, Avenel	763	655	(108)
Garden State	1,905	1,759	(146)
Wagner	1,543	1,433	(110)
Mountainview	1,286	1,265	(21)
Total State Institution Avg Daily Population	23,729	23,392	(337)
 <u>Other Incarceration</u>			
County Placements	3,992	1,506	(2,486)
 <u>Alternatives to Incarceration</u>			
Halfway House	2,116	2,629	513
Electronic Monitoring	331	391	60
Intensive/Surveil Supervision	1,285	937	(348)
Intensive Supervision	1,150	1,217	67
High Impact Diversion	480	400	(80)
Parolee Drug Treatment	372	382	10
Day Reporting Centers	396	350	(46)
Adult Offender Boot Camp	159	80	(79)
Mutual Agreement Program	171	160	(11)
Halfway Back	0	450	450
Re-Entry Substance Abuse	0	152	152
Total Alternatives to Incarceration	6,460	7,148	688
 TOTAL AVG DAILY POPULATION	 34,181	 32,046	 (2,135)

Not included in this tally is the number of former inmates incarcerated for committing

Program Description and Overview (Cont'd)

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. Budget evaluation data indicate that in FY 2004 the average daily population of civilly committed sexual offenders housed by the Department of Corrections totaled 246 individuals, of which 144 were housed in the main facility and 102 in the annex. The budget recommendation estimates that this number will increase to 322 in FY 2005, 150 in the main facility, and 172 in the annex. The Division of Mental Health Services in the Department of Human Services is responsible for the provision of treatment that is tailored to the specific needs of sexually violent predators.

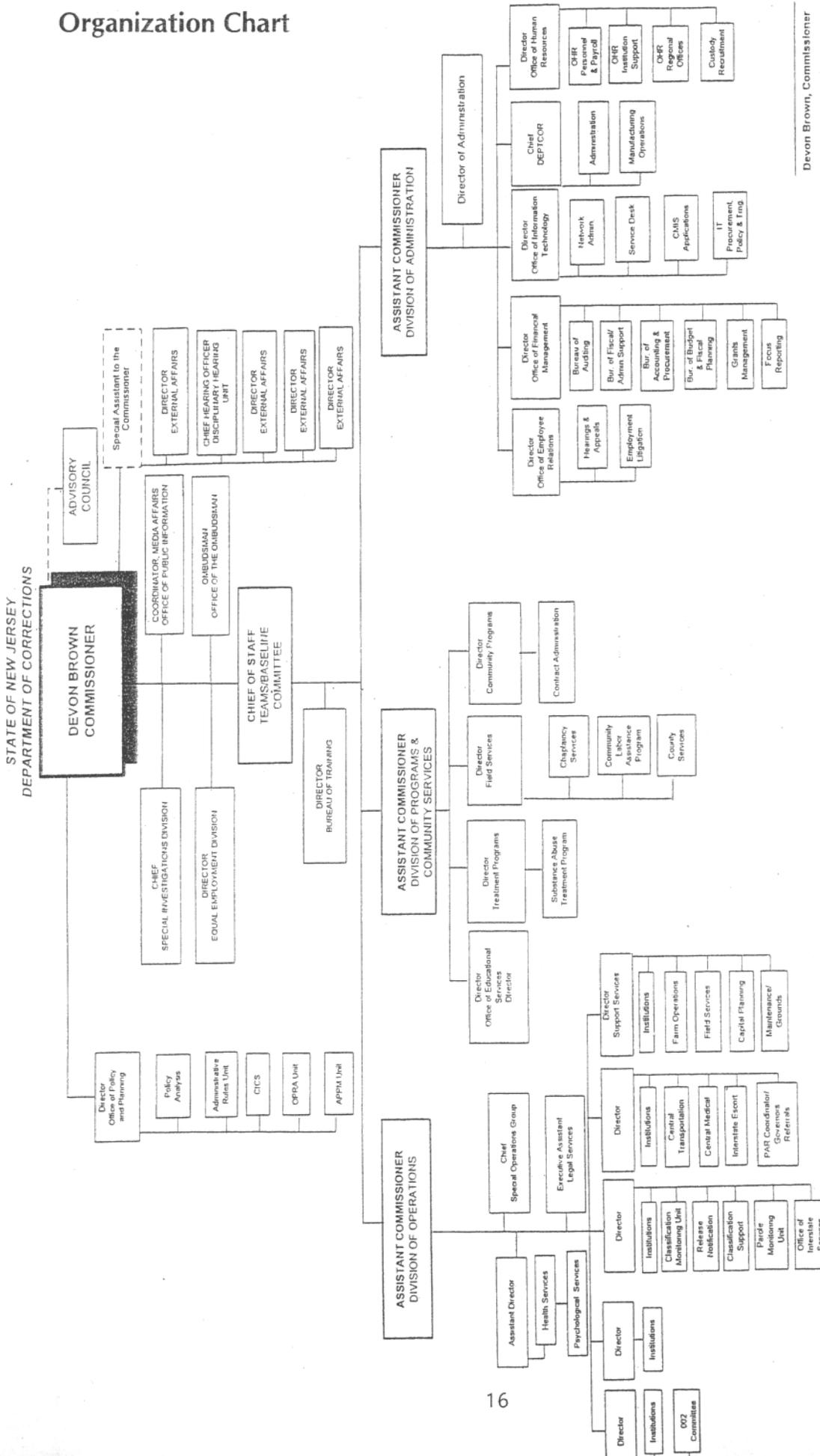
INMATE POPULATION -- CURRENT

According to the budget recommendation, the State prison system is projected to house an average daily population of 23,459 inmates in FY 2005, 67 inmates more than those housed in FY 2004, and 270 more than those housed in FY 1999. The department estimates that 25 more inmates will enter the State's prison system each month than will leave it during FY 2005. If this projection is accurate, then the recent downward trend in inmate population will be reversed. While the State prison population has declined during the past five years, the department's institutional population still exceeds the rated capacity of its facilities. The projected FY 2005 population figure represents 135 percent of the prison system's rated capacity of 17,324 bed spaces.

Budget evaluation data indicate that in addition to the institutional population, the county jails will house an average daily population of 700 State sentenced offenders in FY 2005, 806 less than those housed in FY 2004 and 3,292 less than the average daily population housed in the county jails in FY 1999. These inmates will be housed in the counties under county contract and county assistance agreements.

In addition, about 7,500 offenders will participate in various alternatives to incarceration in FY 2005. This includes: Community-based halfway house placement (2,629); Electronic Monitoring (391); Intensive Supervision/Surveillance (830); Intensive Supervision (1,217); Day Reporting Centers (450); Young Adult Offender Boot Camp (205); Halfway Back (495); Re-Entry Substance Abuse (152); Mutual Agreement Program (160) and Drug Courts. An additional 500 parolees are expected to participate in the Parolee Drug Treatment program in FY 2005 in an effort to help them remain out of prison and reduce the need for prison housing.

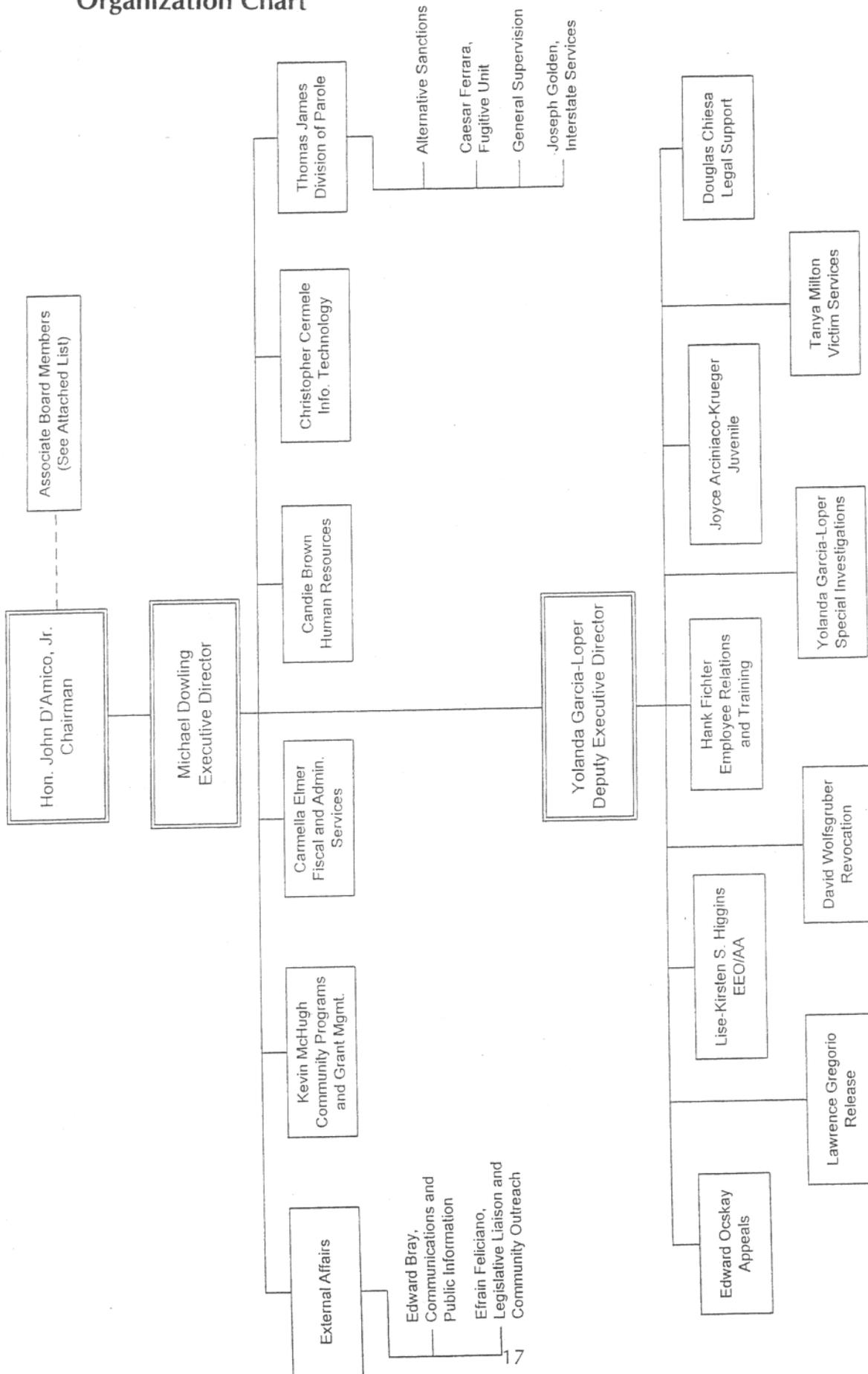
Organization Chart



Devon Brown, Commissioner
Updated 2/2004 by Diane Blinker

New Jersey State Parole Board

Organization Chart



Fiscal and Personnel Summary

AGENCY FUNDING BY SOURCE OF FUNDS (\$000)

	Expended FY 2003	Adj. Approp. FY 2004	Recom. FY 2005	Percent Change	
				2003-05	2004-05
General Fund					
Direct State Services	\$833,605	\$848,055	\$870,928	4.5%	2.7%
Grants-In-Aid	84,305	87,113	97,046	15.1%	11.4%
State Aid	0	0	0	0.0%	0.0%
Capital Construction	13,557	0	0	(100.0)%	0.0%
Debt Service	0	0	0	0.0%	0.0%
Sub-Total	\$931,467	\$935,168	\$967,974	3.9%	3.5%
Property Tax Relief Fund					
Direct State Services	\$0	\$0	\$0	0.0%	0.0%
Grants-In-Aid	0	0	0	0.0%	0.0%
State Aid	0	0	0	0.0%	0.0%
Sub-Total	\$0	\$0	\$0	0.0%	0.0%
Casino Revenue Fund	\$0	\$0	\$0	0.0%	0.0%
Casino Control Fund	\$0	\$0	\$0	0.0%	0.0%
State Total	\$931,467	\$935,168	\$967,974	3.9%	3.5%
Federal Funds	\$28,792	\$10,858	\$6,297	(78.1)%	(42.0)%
Other Funds	\$55,929	\$51,992	\$53,121	(5.0)%	2.2%
Grand Total	\$1,016,188	\$998,018	\$1,027,392	1.1%	2.9%

PERSONNEL SUMMARY - POSITIONS BY FUNDING SOURCE

	Actual FY 2003	Revised FY 2004	Funded FY 2005	Percent Change	
				2003-05	2004-05
State	9,674	9,540	9,700	0.3%	1.7%
Federal	35	36	42	20.0%	16.7%
All Other	379	395	420	10.8%	6.3%
Total Positions	10,088	9,971	10,162	0.7%	1.9%

FY 2003 (as of December) and revised FY 2004 (as of September) personnel data reflect actual payroll counts. FY 2005 data reflect the number of positions funded.

AFFIRMATIVE ACTION DATA

Total Minority Percent	40.3%	41.1%	41.1%	----	----
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Significant Changes/New Programs (\$000) (Cont'd)

<u>Budget Item</u>	<u>Adj. Approp. FY 2004</u>	<u>Recomm. FY 2005</u>	<u>Dollar Change</u>	<u>Percent Change</u>	<u>Budget Page</u>
DETENTION AND REHABILITATION					
DIRECT STATE SERVICES					
Salaries and Wages	\$462,249	\$466,489	\$4,240	0.9%	D-64
Materials and Supplies	\$75,494	\$76,240	\$746	1.0%	D-64
Services Other Than Personal	\$112,316	\$113,424	\$1,108	1.0%	D-64
Maintenance and Fixed Charges	<u>\$12,503</u>	<u>\$12,571</u>	<u>\$68</u>	0.5%	D-64
TOTAL	\$662,562	\$668,724	\$6,162	0.9%	

The recommended increases in these accounts are primarily due to the restoration of funding eliminated in the FY 2004 appropriation for the Southern State Correctional Facility Phase I depopulation that did not occur.

Special Purpose:

Jones Farm Repopulation	\$929	\$1,752	\$823	88.6%	D-64
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The FY 2005 recommendation would provide full year funding for the operation of the new unit at Jones Farm which was opened in January, 2004. In February, 2002, the department transferred 134 inmates from Jones Farm to Albert C. Wagner Youth Correctional Facility to permit the demolition and replacement of seven trailer units at Jones Farm with conventionally constructed buildings. Funding for these positions was deducted from the department's budget at the time the trailers were vacated.

**SSCF -New Unit
Expansion**

	\$7,462	\$7,062	(\$400)	(5.4)%	D-64
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The FY 2004 adjusted appropriation for the Southern State Correctional Facility new unit expansion funded the operating costs associated with the opening of the new 352-bed minimum security unit. The unit which opened in August, 2003, was constructed using \$11.1 million in Federal Violent Offender Incarceration/Truth in Sentencing (VOI/TIS) funding allocated specifically for institutions housing inmates incarcerated under Truth In Sentencing laws. The recommended reduction for FY 2005 reflects one-time startup costs that are not continued in FY 2005.

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

<u>Budget Item</u>	<u>Adj. Approp.</u> <u>FY 2004</u>	<u>Recomm.</u> <u>FY 2005</u>	<u>Dollar</u> <u>Change</u>	<u>Percent</u> <u>Change</u>	<u>Budget</u> <u>Page</u>
Civilly Committed Sexual Offender Facility	\$8,538	\$8,538	\$0	0.0%	D-64
Civilly Committed Sexual Offender Facility--Annex	\$11,882	\$14,433	\$2,551	21.5%	D-64
TOTAL	\$20,420	\$22,971	\$2,551	12.5%	

The FY 2005 recommendation would fund the increasing population of Civilly Committed Sexual Offenders. In FY 2005, the Civilly Committed Sexual Offender Facility is expected to provide 150 bed spaces and the Civilly Committed Sexual Offender Facility - Annex would provide 172 bed spaces, for a total of 322 bed spaces. The department estimates that the population of this unit will increase at a rate of 6 new residents per month in FY 2005. Included in the recommended increase is \$879,000 for treatment services provided by the Division of Mental Health.

State Match - Social Services Block Grant	\$41	\$33	(\$8)	(19.5)%	D-64
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The FY 2005 recommendation represents State funding for continuation of the Edna Mahan Visitation Program. The department anticipates a federal match of \$98,000 to supplement the program. The Edna Mahan Visitation Program provides counseling services for approximately 90 adult female residents and visitation services to their children.

FEDERAL FUNDS
Institutional Care and Treatment

	\$1,663	\$1,720	\$57	3.4%	D-65
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The increased recommendation for federal funding primarily reflects increases in two programs throughout the institutions, the Neglected and Delinquent program and the Adult Basic Skills program.

The Federal Neglected and Delinquent program, which provides supplementary educational skills in the basic skills area to student offenders under 21 years of age and not possessing a high school diploma or equivalent, is funded based on the number of students served during the previous school year. The program is recommended to receive \$522,000 in FY 2005, \$41,000 more than the FY 2004 adjusted appropriation of \$481,000.

The Adult Basic Skills Program is anticipated to receive \$859,000 in FY 2005, an increase of \$23,000 over the FY 2004 adjusted appropriation of \$836,000. The Adult Basic Education program is designed for adults and out-of-school youth aged 16 years or older who are currently functioning below the eighth grade level or equivalent; are not enrolled in secondary school; do not have a secondary school diploma or its equivalent; and are beyond the age of compulsory school attendance under State law.

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

<u>Budget Item</u>	<u>Adj. Approp. FY 2004</u>	<u>Recomm. FY 2005</u>	<u>Dollar Change</u>	<u>Percent Change</u>	<u>Budget Page</u>
ALL OTHER FUNDS					
Institutional Care and Treatment	\$7,077	\$6,893	(\$184)	(2.6)%	D-65

The FY 2005 recommendation for Institutional Care and Treatment, All Other Funds represents funding awarded to the institutions 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 student offenders are 20 years of age or younger on July 1, enrolled in education programs, and not yet possessing a high school diploma or equivalent. Funds are distributed proportionally based on each facility's pupil count after adjustments are made for central office educational support services, various special services and other contingencies.

Administration and Support Services	\$14,936	\$14,430	(\$506)	(3.4)%	D-65
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The FY 2005 decrease in this account reflects a decline in receipts from the institutional Inmate Canteens. Profits from each of the institution's inmate canteens are transferred to the Inmate Welfare Fund and used to fund programs and activities which benefit the inmates.

**SYSTEM-WIDE
PROGRAM SUPPORT
Services Other Than
Personal**

	\$4,651	\$16,905	\$12,254	263.5%	D-67
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The FY 2005 recommendation includes funding for the cost of operating the Southern State Correctional Facility at full capacity. It also provides continuation of the FY 2004 adjusted appropriation for medical services plus an increase in funding resulting from a 10 percent inflation factor for the second half of the fiscal year. In addition, a deduction of \$1 million has been made to reflect operating efficiencies at the various institutions.

GRANTS-IN-AID

**Purchase of Service for
Inmates Incarcerated in
County Penal Facilities**

	\$21,082	\$14,735	(\$6,347)	(30.1)%	D-68
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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 State has entered into contracts with eighteen of the State's twenty-one counties to house these inmates at various reimbursement rates. The FY 2005 recommendation includes actual population through December 2003 projected into 2004. The proposed savings are based on the increase in alternative parole programs less a projected increase of 25 more inmates entering the State prison system than those leaving it each month.

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

<u>Budget Item</u>	<u>Adj. Approp. FY 2004</u>	<u>Recomm. FY 2005</u>	<u>Dollar Change</u>	<u>Percent Change</u>	<u>Budget Page</u>
FEDERAL FUNDS					
Institutional Program Support	\$7,564	\$4,423	(\$3,141)	(41.5)%	D-68

The FY 2005 recommendation reflects a reduction in federal funding for the State Criminal Alien Assistance Program offset by a modest increase in Project IN-SIDE.

Funding for the State Criminal Alien Assistance program (SCAAP) is anticipated to total \$3.832 million in FY 2005, a reduction of \$3.168 million under the FY 2004 appropriation of \$7 million. SCAAP provides Federal assistance to states and units of local government incurring costs for incarcerating illegal aliens convicted of one felony or two misdemeanor offenses and to expedite the transfer of custody for certain deportable aliens. Project IN-SIDE is recommended to receive \$541,000 in FY 2005, an increase of \$27,000 over the FY 2004 adjusted appropriation of \$514,000.

**STATE PAROLE BOARD
DIRECT STATE
SERVICES**

Personal Services	\$36,621	\$36,450	(\$171)	(0.5)%	D-71
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The responsibility for Human Resources activities for the State Parole Board was transferred to the Shared Services Unit in the Department of Personnel. A total of 8 full time staff was transferred to the Department of Personnel.

Maintenance and Fixed Charges	\$1,110	\$1,560	\$450	40.5%	D-71
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The recommended increase would fund the expansion of the Parole Board central office in order to efficiently manage all parole programs that are conducted out of that office, including the newly created Sexual Offender Management Unit.

Parolee Electronic Monitoring Program	\$5,034	\$5,331	\$297	5.9%	D-71
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The Parolee Electronic Monitoring Program is recommended to receive \$5.3 million in FY 2005, an increase of \$300,000 over the FY 2004 adjusted appropriation for this program. The FY 2005 recommendation represents full year funding for the program expansion which occurred during FY 2004. The FY 2005 recommendation would support 391 bed spaces. The electronic monitoring/home confinement program provides an alternative to incarceration for offenders who are within six months of their parole eligibility date and are classified as full minimum custody inmates, those who have failed under traditional parole supervision, or those who are paroled on the condition of serving in the program.

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

<u>Budget Item</u>	<u>Adj. Approp. FY 2004</u>	<u>Recomm. FY 2005</u>	<u>Dollar Change</u>	<u>Percent Change</u>	<u>Budget Page</u>
Sex Offender Management Unit	\$0	\$1,895	\$1,895	—	D-71

The recommended appropriation would fund a new Sex Offender Management Unit to supervise sex offenders, including parolees, sexually violent predators released from civil commitment and offenders sentenced to Community Supervision for Life. The program is designed to enhance public safety by preventing further victimization through improved management of adult sex offenders in the community through a uniform approach and understanding of community issues, legal issues and knowledge of specific county violation procedures surrounding Community Supervision for Life individuals.

According to the State Parole Board, the number of sex offenders requiring supervision as parolees and especially those offenders sentenced to Community Supervision for Life continues to rise. As of February, 2004, there were 1,792 Community Supervision for Life offenders under the State Parole Board supervision with an estimated addition of 30 new cases per month.

STATE PAROLE BOARD**GRANTS IN AID****Re-Entry Substance**

Abuse Program	\$2,145	\$3,714	\$1,569	73.1%	D-71
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The Re-Entry Substance Abuse Program is recommended to receive \$3.7 million in FY 2005, an increase of \$1.6 million over the FY 2004 adjusted appropriation. Implemented in FY 2004, the program is intended to provide parolees with substance abuse treatment, and allow them to avoid technical violations of their parole which might return them to prison. Of the recommended increase, \$718,000 would provide annualized funding for beds added last year and \$851,000 would provide funding for 42 additional bed spaces in FY 2005. Program funding will provide for a total of 152 beds in FY 2005.

Halfway Back Program	\$2,830	\$11,209	\$8,379	296.1%	D-71
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Under the program, the department contracts with private providers at various locations throughout the State who provide a highly supervised residential environment consisting of drug treatment and relapse prevention services for offenders on parole. The program also addresses life skills development, anger and aggression management, unemployment and other issues confronted by offenders who are having difficulty adhering to the conditions of parole. Of the recommended increase \$6.782 million would replace federal funding which has expired, \$719,000 would provide annualized funding for beds added last year and \$878,000 would provide funding for 45 additional bed spaces in FY 2005. Program funding will provide for a total of 495 beds in FY 2005.

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

<u>Budget Item</u>	<u>Adj. Approp. FY 2004</u>	<u>Recomm. FY 2005</u>	<u>Dollar Change</u>	<u>Percent Change</u>	<u>Budget Page</u>
Day Reporting Centers	\$761	\$7,093	\$6,332	832.1%	D-71

Day Reporting Centers provide for daily supervision of high risk parolees on the verge of parole violation due to the inability to comply with technical parole conditions (as opposed to a new offense). Participants report to the program seven days per week for a period of 8 to 10 hours daily, and return home each evening. Services provided to these individuals include: education; independent living skills; vocation/employment readiness counseling; job placement; substance abuse counseling; family counseling; team building and transportation to and from the center. Of the recommended increase, \$4.861 million would replace federal funding which had expired and \$1.471 million would provide funding for 100 additional bed spaces in FY 2005. Program funding will provide for a total of 450 beds in FY 2005.

**STATE PAROLE BOARD
FEDERAL FUNDS
Serious and Violent
Offender Reentry
Initiative**

	\$1,500	\$0	(\$1,500)	(100.0)%	D-71
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FY 2004 federal funding of \$1.5 million for the Serious and Violent Offender Reentry Initiative has expired. FY 2005 recommended budget language would permit the carry forward of unexpended State funds balances not to exceed \$1.5 million to continue funding this initiative (page D-72).

**CENTRAL PLANNING
DIRECTION AND
MANAGEMENT**

Materials and Supplies	\$762	\$562	(\$200)	(26.2)%	D-73
Services Other Than Personal	\$2,332	\$1,832	(\$500)	(21.4)%	D-73
Maintenance and Fixed Charges	\$915	\$615	(\$300)	(32.8)%	D-73
TOTAL	\$4,009	\$3,009	(\$1,000)	(24.9)%	

This reduction represents savings achieved through administrative and operational efficiencies.

**FEDERAL FUNDS
Administrative and
Support Services**

	\$131	\$154	\$23	17.6%	D-74
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The FY 2005 recommendation reflects an increase of \$25,000 in indirect cost recovery for the Federal Neglected and Delinquent program. The program provides supplementary educational skills in the basic skills area to student offenders under 21 years of age and not possessing a high

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

<u>Budget Item</u>	<u>Adj. Approp. FY 2004</u>	<u>Recomm. FY 2005</u>	<u>Dollar Change</u>	<u>Percent Change</u>	<u>Budget Page</u>
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school diploma or equivalent. It is funded based on the number of students served during the previous school year. The program is recommended to receive \$36,000 in FY 2005.

This increase is offset by a modest reduction in the Perkins - Vocational Grant. In FY 2004 the department received \$120,000 for this federal program. In FY 2005, that amount has been reduced to \$118,000, \$2,000 less than the FY 2004 adjusted appropriation.

ALL OTHER FUNDS

Administrative and Support Services	\$1,878	\$1,946	\$68	3.6%	D-74
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The FY 2005 recommendation includes two programs, the central office portion of the State Facilities Education Act (SFEA)(P.L. 1979 c. 207), and the Correctional Facilities Bond Fund-Administrative Costs.

The central office portion of the SFEA program, which provides educational support services, various special services and other contingencies to the institutions, is recommended to receive \$1.527 million in FY 2005, an increase of \$114,000 over the FY 2004 adjusted appropriation of \$1.413 million. The Correctional Facilities Bond Fund-Administrative Costs account is recommended to receive \$419,000 in FY 2005, a reduction of \$46,000 under the FY 2004 adjusted appropriation of \$465,000.

REVOLVING FUNDS

State Use Industries	\$16,879	\$18,879	\$2,000	11.8%	G-1
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The Bureau of State Use Industries (DEPTCOR) operates self-sustaining work-training projects in the institutions deriving its revenues from the sale of its products and services. Products manufactured in the State Use Industries program are sold only to tax supported agencies, institutions and units of State, county and municipal governments, both within and outside of New Jersey. Under current law, products manufactured by inmate labor through the program must not be sold in competition with the products of free enterprise on the open market. The FY 2005 recommendation reflects increased revenue for the program.

Language Provisions

2004 Appropriations Handbook

2005 Budget Recommendations

No comparable language.

p. D-72

The unexpended balances as of June 30, 2004 in the Division of Parole's accounts, not to exceed \$1,500,000 shall be appropriated to the Halfway Back Program and Day Reporting Program accounts, subject to the approval of the Director of the Division of Budget and Accounting.

No comparable language.

p. D-72

The unexpended balance as of June 30, 2004 in the Halfway Back Program is appropriated for the same purpose, subject to the approval of the Director of the Division of Budget and Accounting.

Explanation

The first language provision would permit the department to use \$1.5 million in State Parole Board carry forward funding to support the Halfway Back and Day Reporting programs. The second provision would permit the carry forward of any unexpended balances in the Halfway Back program into FY 2005. This money would offset a reduction in Federal funding for these purposes. The Halfway Back program provides a highly supervised residential environment consisting of drug treatment and relapse prevention services for offenders on parole. The Day Reporting program provides for daily supervision of high risk parolees on the verge of parole violation due to the inability to comply with technical parole conditions. Both programs serve as alternatives to incarceration.

2004 Appropriations Handbook

2005 Budget Recommendations

p. B-34

Receipts derived from the **Mates Inn Program at the Garden State Youth Correctional Facility**, and any unexpended balance as of June 30, 2004, are appropriated for the operation of the program, subject to the approval of the Director of the Division of Budget and Accounting.

p. D-74

Receipts derived from the **Culinary Arts Vocational Program**, and any unexpended balance as of June 30, 2004, are appropriated for the operation of the program, subject to the approval of the Director of the Division of Budget and Accounting.

Explanation

The recommended language change reflects a change in the name of the Mates Inn to the Culinary Arts Vocational Program.

Language Provisions (Cont'd)

2003 Appropriations Handbook

No comparable language.

2004 Budget Recommendations

p. D-451

Providing that expenditures during fiscal year 2005 on workers compensation claims attributable to the Departments of Human Services, Transportation, Corrections, and Law and Public Safety are less than the respective amounts expended by those departments for claims attributable for fiscal year 2004, the Director of the Division of Budget and Accounting is authorized to transfer all or a portion of that savings to those departments or the Bureau of Risk Management within the Department of the Treasury for the purpose of improving worker safety and reducing workers compensation costs.

Explanation

The recommended language provides for the establishment of a gainsharing program for the Departments of Corrections, Human Services, Law and Public Safety and Transportation, the departments with the highest number of Workers' Compensation claims. Under the program, departments would be given a opportunity to retain savings realized from Workers' Compensation costs below the amount spent in FY 2004 for Workers' Compensation. The program is intended to help arrest the growth in claims and program costs. The program requires that any savings generated through gainsharing be applied to improvements in worker safety and reducing Workers' Compensation claims and costs.



Discussion Points

1. During FY 2004, Southern State Correctional Facility experienced a variety of events including: the opening of a new 352-bed minimum security unit using Federal Violent Offender Incarceration/Truth in Sentencing (VOI/TIS) funding; a controversy over the FY 2004 recommendation that 720 deteriorated medium security bed spaces be closed; a fire destroying 120 beds; and the evacuation of the facility in anticipation of an approaching hurricane.

- **Question:** Please comment on the particular and cumulative impact of these recent events. What are the department's plans with regards to the future of Southern State Correctional Facility and its inmates? How much funding would be required to replace the deteriorated units or to renovate them?

2. In addition to the August 13, 2003 fire at Southern State Correctional Facility, Riverfront State Prison and East Jersey State prison experienced fires on January 13, 2004 and February 25, 2004, respectively.

- **Question:** What is the status of the department's compliance with all fire safety codes among the institutions? What fire safety protocols have been implemented to reduce the potential for fires at the institutions in the future? How much funding, if any, is necessary to meet fire safety codes?

3. The FY 2005 budget recommends no funding for critical repairs and renovations at various institutions. Due to the lack of funding in the past and the age of the various institutions, numerous facilities have deteriorated to the point of requiring repair.

- **Question:** How does the department plan to address the needs of the facilities requiring immediate repair? What impact has deferred maintenance had on the availability of inmate bed spaces throughout the department?

4. Recommended FY 2005 budget language provides for the establishment of a gainsharing program targeted toward the Departments of Corrections, Human Services, Law and Public Safety and Transportation. Under the program, these departments would be given a opportunity to retain savings realized if the FY 2005 spending for Workers' Compensation falls below the FY 2004 level. The program requires that any savings generated through gainsharing be applied to improvements in worker safety and reducing Workers' Compensation claims and costs.(Budget Page D-451)

- **Question:** What measures does the department intend to initiate in order to reduce Workers' Compensation claims? What is the cost of Workers' Compensation claims attributable to department employees for FY 2003, and anticipated for FY 2004? How much funding does the department anticipate recouping as a result of this initiative in FY 2005?

5. The Department of Corrections is responsible for providing medical services to each of its inmates while they remain incarcerated. Many of these inmates may be in need of continuing medical care upon release into the community.

- **Question:** How does the Department of Corrections, or the State Parole Board in the case of parolees, coordinate inmate medical needs with outside public health agencies upon inmate release? What type of outreach, if any, exists between the DOC, the State Parole Board and local health departments?

Discussion Points (Cont'd)

6. Because of the increased length of sentences being awarded during recent times, the average age of State sentenced prison inmates is increasing.

- **Questions:** What plans does the department have for the management and protection of the State's aging prison populations? What additional services, if any would be required to meet the needs of these inmates?

7. The Department of Corrections 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. Currently these offenders are housed in two temporary locations.

- **Question:** What progress has the department made toward locating a permanent site for housing civilly committed sexual offenders?

Background Paper: Prison Population Trends

Budget Pages... C-13, C-18, C-21, C-27, C-34, C-36,
C-38, D-55 to D-74, D-451, G-1 to
G-2, H-38, H-71, H-72

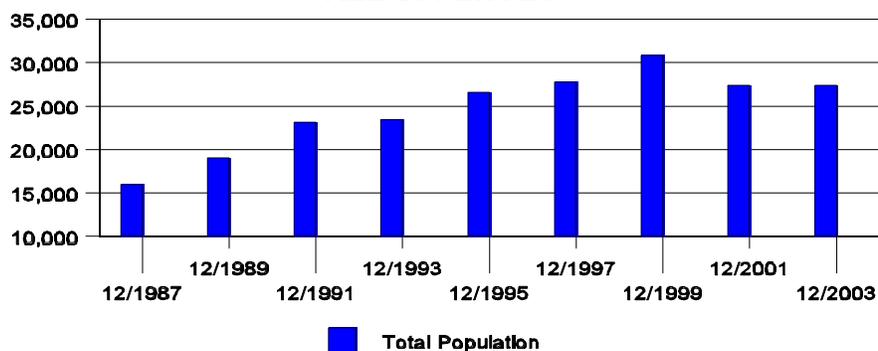
INTRODUCTION

From the late 1980's through the late 1990's, the number of criminals housed within the State's correctional system had grown at a steady pace. Since 1999 the growth trend has reversed with a modest 11 percent decline in the inmate population from 1999 to 2003. The earlier growth was due, primarily, to the enactment of various laws aimed at securing a safer environment for New Jersey's population through new and longer sentences for various drug offenses, drug related criminal activity and violent crimes. In addition, minimum mandatory sentences imposed on several offenses required longer prison stays for convicted offenders. Finally, statutes mandating stiffer parole eligibility criteria served to keep offenders incarcerated longer, swelling the State prison population.

The Department of Corrections (DOC) has attempted to accommodate its population 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 expanding the number and types of alternatives to incarceration have all been used to alleviate overcrowding and to find space for the State's offender population.

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 the late 1980's through 2003. 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 high point in the State prison population, the number of State sentenced inmates totaled 30,818 adult and young adult inmates in State and county correctional facilities and community placements.

Recent trends in the inmate population within the department have shown a modest decline in the number of State sentenced prison inmates. The graph illustrates this trend. Between

Background Paper: Prison Population Trends (Cont'd)

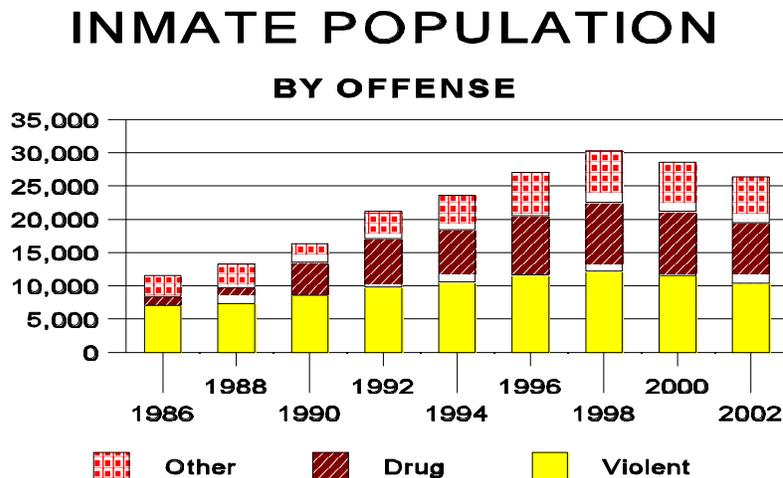
December 31, 1999 and December 31, 2003 the State sentenced prison population declined from 30,818 inmates to 27,350 inmates, a reduction of 3,468 inmates. The reduction can be attributed to the fact that many inmates who had been sentenced under the new mandatory minimum sentences statutes began to reach the end of their terms of incarceration and were paroled. In addition, recent increases in State Parole Board staff permitted the Parole Board to expand its alternatives to incarceration programs and to reduce the backlog of inmates awaiting parole hearings.

Offender Characteristics

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

As of December 31, 1986, a total of 11 percent of the State prison population were drug offenders. Another 61 percent were convicted of violent crimes, while the remaining 28 percent were convicted of all other types of crimes. By January 13, 2003, the percentage of drug offenders grew to 35 percent of the total prison population, the number of violent offenders declined to 39 percent, and those convicted of other offenses remained fairly constant at 26 percent of the inmate population.

The following chart illustrates prison population trend by type of offense: drug, violent and other, from 1986 to 2002. During this time the total prison population grew by an average annual rate of 5.66 percent. In contrast, the drug offender population increased by an average of 13.92 percent per year. The number of individuals incarcerated for violent crimes increased by 2.61 percent per year and the number of inmates convicted of other offenses increased by 5.20 percent annually.



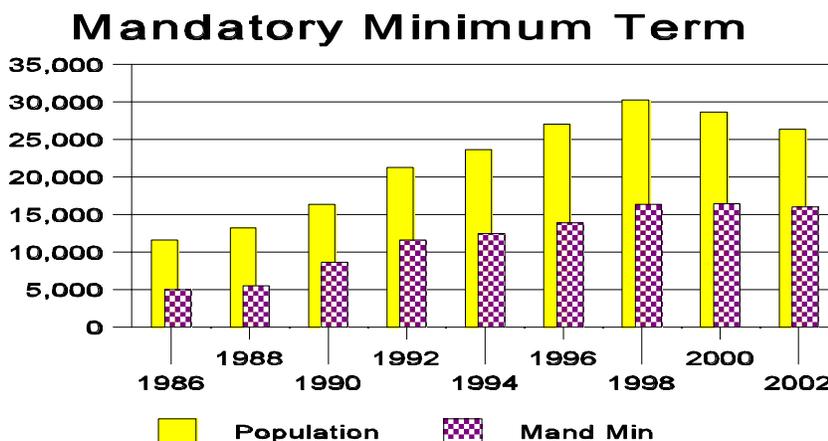
Source: New Jersey Department of Corrections "Offender Characteristics Report", issued by the DOC Division of Policy Analysis and Planning.

Background Paper: Prison Population Trends (Cont'd)

Mandatory Minimum Sentences

During the 1980's and into the 1990's, the Legislature concentrated its efforts on reducing 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 following chart illustrates that since 1986, the number of inmates serving mandatory minimum terms has continued to grow at a greater pace than the total number of inmates in the correctional population. For example, in 1986, about 42 percent of the state's total adult population were serving mandatory minimum terms. By 2002, this number increased to 61 percent of the total inmate population.



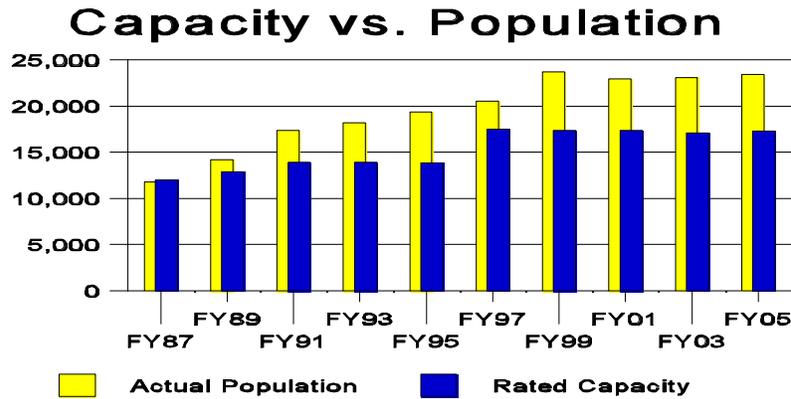
Source: New Jersey Department of Corrections "Offender Characteristics Report", issued by the DOC Division of Policy Analysis and Planning.

Departmental Strategies for Bed Space Expansion

The Department of Corrections has used a variety of techniques in order to accommodate the State's growing inmate population. Between FY 1986 and FY 2004, the department constructed additional bed spaces in existing institutions and opened new institutions, increasing its rated capacity from 10,889 bed spaces in FY 1986 to 17,324 bed spaces in FY 2004.

Further, the department succeeded in housing inmates in excess of each facility's rated capacity by double bunking inmates in some cells, and converting space originally intended for administrative, recreational, and other purposes to inmate living space. In this way, the institutional population has surpassed rated capacity and grown from 11,163 inmates in FY 1986 (2.5 percent over rated capacity) to 23,293 inmates in FY 2002 (36.2 percent over rated capacity). The following chart illustrates the growing gap between the department's rated capacities and its population.

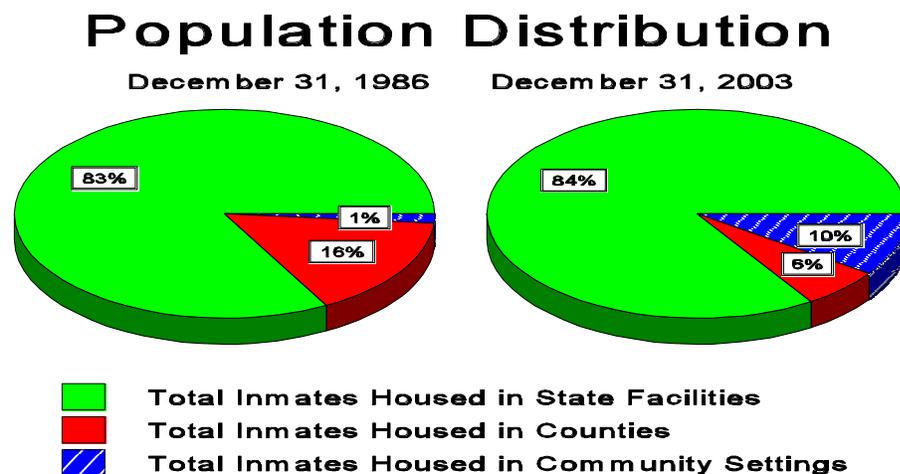
Background Paper: Prison Population Trends (Cont'd)



Source: State of New Jersey Annual Budget Recommendations

Alternative Housing Options

While this expansion of the number of bed spaces within many institutions caused populations to exceed 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. Recent trends show the department placing more reliance on halfway house alternatives than the counties as a housing option. However county jails represent an important facet of the department's overall housing strategy because this is where the overflow of State sentenced prison inmates are housed. The number of inmates housed in the counties is thus 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.



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

Background Paper: Prison Population Trends (Cont'd)

The preceding graphs demonstrate the shift in the use of county facilities and the department's increasing reliance on community based alternatives to incarceration.

In December, 1986, while the Department of Corrections had a total of 14,346 inmates, 11,937 of them were housed in State facilities. Of the remaining number, 2,244 were housed in county facilities and 165 were housed in community setting (which includes both community based treatment centers and alternatives to incarceration). By December, 2003, the number of State sentenced inmates totaled 27,350, of which 23,082 were housed in State operated facilities. The number of county placements totaled 1,632, and the number of community placements totaled 2,636.

Summary

New Jersey's adult and young adult State prison population has steadily increased through the eighties and into the nineties. Commencing with 2000, the stress of prison population growth abated as inmate populations decreased, providing some relief to the Department of Corrections. Over this same time period, the makeup of the prison population has changed from primarily violent offenders to primarily drug offenders. In addition, increasing reliance on community based alternatives to incarceration as well as increased parole programs has allowed more inmates to leave the institutions and to enter supervised settings as an alternative to the higher cost of incarceration. However, the department is projecting an increase in State prison population in FY 2005, which, if accurate, would reverse the downturn of the past several years and may signal increased pressures on the department's mission and budget.

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Individuals wishing information and committee schedules on the FY 2005 budget are encouraged to contact:

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