NEW JERSEY STATE LEGISLATURE

SENATE BUDGET AND APPROPRIATIONS COMMITTEE

Bernard F. Kenny, Jr. (D), 33rd District (Part of Hudson), Chairman
Sharpe James (D), 29th District (Parts of Essex and Union), Vice Chairman
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 Coniglio (D), 38th District (Part of Bergen)
Joseph V. Doria, Jr. (D), 31st District (Part of Hudson)
Walter J. Kavanaugh (R), 16th District (Parts of Morris and Somerset)
Leonard Lance (R), 23rd District (Warren and part of Hunterdon)
Robert E. Littell (R), 24th District (Sussex and parts of Hunterdon and Morris)
Paul A. Sarlo (D), 36th District (Parts of Bergen, Essex and Passaic)
Stephen M. Sweeney (D), 3rd District (Salem and parts of Cumberland and Gloucester)
Shirley K. Turner (D), 15th District (Part of Mercer)
Joseph F. Vitale (D), 19th District (Part of Middlesex)

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)
John J. Burzichelli (D), 3rd District (Parts of Salem, Cumberland, and Gloucester)
Joseph Cryan (D), 20th District (Part of Union)
Joseph R. Malone III (R), 30th District (Parts of Burlington, Mercer, Monmouth and Ocean)
Alison Littell McHose (R), 24th District (Sussex and parts of Hunterdon and Morris)
Kevin J. O’Toole (R), 40th District (Parts of Bergen, Essex and Passaic)
Joan M. Quigley (D), 32nd District (Parts of Bergen and Hudson)
Gary S. Schaefer (D), 36th District (Parts of Bergen, Essex and Passaic)
Alfred E. Steele (D), 35th District (Parts of Mercer and Middlesex)
Joseph Vas (D), 19th District (Part of Middlesex)

OFFICE OF LEGISLATIVE SERVICES

David J. Rosen, 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.

Questions or comments may be directed to the OLS Judiciary Section (609-292-5526) or the Legislative Budget and Finance Office (609-292-8030).
Fiscal Summary ($000)

<table>
<thead>
<tr>
<th></th>
<th>Expended FY 2006</th>
<th>Adjusted Appropriation FY 2007</th>
<th>Recommended FY 2008</th>
<th>Percent Change 2007-08</th>
</tr>
</thead>
<tbody>
<tr>
<td>State Budgeted</td>
<td>$1,065,301</td>
<td>$1,097,089</td>
<td>$1,128,860</td>
<td>2.9%</td>
</tr>
<tr>
<td>Federal Funds</td>
<td>$7,657</td>
<td>$12,023</td>
<td>$9,197</td>
<td>(23.5%)</td>
</tr>
<tr>
<td>Other</td>
<td>$57,904</td>
<td>$55,552</td>
<td>$56,518</td>
<td>1.7%</td>
</tr>
<tr>
<td>Grand Total</td>
<td>$1,130,862</td>
<td>$1,164,664</td>
<td>$1,194,575</td>
<td>2.6%</td>
</tr>
</tbody>
</table>

Personnel Summary - Positions By Funding Source

<table>
<thead>
<tr>
<th></th>
<th>Actual FY 2006</th>
<th>Revised FY 2007</th>
<th>Funded FY 2008</th>
<th>Percent Change 2007-08</th>
</tr>
</thead>
<tbody>
<tr>
<td>State</td>
<td>9,858</td>
<td>9,743</td>
<td>9,681</td>
<td>(.6%)</td>
</tr>
<tr>
<td>Federal</td>
<td>33</td>
<td>31</td>
<td>37</td>
<td>19.4%</td>
</tr>
<tr>
<td>Other</td>
<td>380</td>
<td>366</td>
<td>397</td>
<td>8.5%</td>
</tr>
<tr>
<td>Total Positions</td>
<td>10,271</td>
<td>10,140</td>
<td>10,115</td>
<td>(.2%)</td>
</tr>
</tbody>
</table>

FY 2006 (as of December) and revised FY 2007 (as of September) personnel data reflect actual payroll counts. FY 2008 data reflect the number of positions funded.

Key Points

- According to the Department of Corrections' monthly summary of residents, admissions and releases, as of January 31, 2007, there were 27,373 State sentenced inmates housed in State and county correctional facilities and halfway house placements. The department estimates that the number of admissions to the department will roughly equal the number of inmates released in FY 2008.

- According to the FY 2008 budget evaluation data, with an average projected population level of 23,158 inmates housed in State operated facilities, the State prisons are expected to operate at 138 percent of their rated capacity of 16,828 bed spaces in FY 2008. The excess population is accommodated primarily through double bunking at various institutions and the conversion of other facility operating space to inmate bed spaces. The balance of the State sentenced prison population in excess of the 23,158 are housed in county correctional facilities and halfway houses.
Key Points (Cont’d)

DIRECT STATE SERVICES

• The Department of Corrections’ and the State Parole Board’s combined FY 2008 Direct State Services recommendations total $974.23 million, which is $10.29 million or 1.1 percent more than the FY 2007 adjusted appropriation of $963.94 million. Funding for institutional operations is recommended at $834.9 million, totaling $9.4 million or 1.1 percent more than the FY 2007 adjusted appropriation of $825.5 million.

DEPARTMENT OF CORRECTIONS

• A combined appropriation of $23.7 million is recommended for the Civilly Committed Sexual Offender Facility and the Civilly Committed Sexual Offender Facility - Annex in FY 2008, an increase of $100,000 over the FY 2007 adjusted appropriation of $23.6 million. The FY 2008 recommendation would fund the increasing population of Civilly Committed Sexual Offenders. The department estimates that this population will grow at a rate of 4 residents per month. In FY 2008, the Civilly Committed Sexual Offender Facility is expected to provide 158 bed spaces and the Civilly Committed Sexual Offender Facility - Annex would provide 236 bed spaces, for a total of 394 bed spaces.

• A new appropriation of $1 million is recommended for the department’s Offender Reentry Program. The program, referred to as S.T.A.R.S. (Successful Transition and Reentry Series), provides standardized reentry preparation at each of the correctional facilities. S.T.A.R.S. is a preparatory program designed to address each major reentry barrier faced by the returning offender. The curriculum consists of fourteen chapters that address specific reentry barriers such as employment, housing, transportation, education, family reunification, finances, and others. Funding will support 16 positions and provide services to approximately 3,000 inmates annually.

• The Department’s FY 2008 recommendation for Services Other Than Personal includes an increase of $9.87 million to fund the mandatory growth of inmate health care costs.

STATE PAROLE BOARD

• The State Parole Board is recommended to receive $61.8 million in Direct State Services funding in FY 2008, the same level of funding that it received in FY 2007.

• An increase of $2.5 million is recommended for the State Parole Board’s salaries and wages account for a total recommendation of $40.2 million. The increase reflects the movement of the Parolee Drug Treatment program from the special purpose line item to the Parole Board’s general budget.

• The Parolee Electronic Monitoring Program is recommended to receive $5.32 million in FY 2008, $540,000 less than its FY 2007 adjusted appropriation of $5.86 million. The program is anticipated to serve 400 participants.

• The Intensive Supervision/Supervision Program has been renamed the Supervision, Surveillance and Gang Suppression program. It is recommended to receive $2.27 million in FY 2008, an increase of $80,000 over its FY 2007 adjusted appropriation of $2.19 million. The FY 2008 recommendation would support 450 program participants.
Key Points (Cont'd)

The program 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. Participants are placed in the program primarily from an institution, but may also be referred from a county jail or halfway house.

• The Parole Board’s Sex Offender Management Unit is recommended to receive $6.6 million in FY 2008, an increase of $1 million over the FY 2007 adjusted appropriation of $5.6 million. The unit is responsible for the supervision of 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.

• P.L.2005, c.189 authorized the Satellite-based Monitoring of Sex Offender Pilot Program. The two-year program provides for the continuous, satellite-based monitoring of 250 participants. The system should provide for the capability of active and passive monitoring, or a combination of both. The program, which under statute is scheduled to expire on August 11, 2007, is recommended to receive $2.4 million in FY 2008.

GRANTS-IN-AID

DEPARTMENT OF CORRECTIONS

• The FY 2008 recommendation for the Purchase of Services for Inmates Incarcerated in County Correctional Institutions totals $52,845 million, $19,067 million more than the FY 2007 adjusted appropriation of $33,778 million. The recommended increase is based on the projected population in the county facilities. Budget evaluation data anticipates an average daily population of 2,119 inmates housed in the county jails in FY 2008, 321 more inmates than the average daily population in FY 2007.

STATE PAROLE BOARD

• The State Parole Board is recommended to receive $36.28 million in Grants-in-Aid funding in FY 2008, the same level of funding as the FY 2007 adjusted appropriation. All programs are recommended for the same level of funding as in FY 2007.

FEDERAL FUNDING

DEPARTMENT OF CORRECTIONS

• The Department of Corrections is recommended to receive $9.137 million in federal funding in FY 2008, a decrease of $2.432 million or 21 percent under the FY 2007 level of $11.569 million.

• Five federal grants are anticipated to expire: the Body Alarm Justice Technology Grant ($500,000); the Prisoner Reentry Initiative Grant – Atlantic County ($450,000), the Prisoner Reentry Initiative Grant – Essex County ($450,000); the National Institute of Justice Grant for Corrections Research – Megan’s Law Study ($39,000); Crime Prevention Funding ($300,000); and DOE Grant – Life Skills for State and Local Prisoners ($426,000).
Key Points (Cont’d)

- The department is anticipated to receive two new federal grants totaling $675,000 in FY 2008, $244,000 for the Prison Rape Elimination Grant and $431,000 for the Prisoner Reentry Initiative Grant – Camden County. In addition, Project In-Side is recommended to receive $1.31 million in FY 2008, an increase of $30,000 from its FY 2007 adjusted appropriation of $1.28 million.

- The State Criminal Alien Assistance Grant program is anticipated to receive $4 million in FY 2008, a reduction of $1 million under the FY 2007 adjusted appropriation. In addition, the department expects to receive $57,000 in FY 2008 for a National Institute of Justice Grant for Corrections Research – Escape Study, $73,000 less than that received in FY 2007.

STATE PAROLE BOARD

- The State Parole Board is recommended to receive $60,000 in federal funding in FY 2008, a decrease of $394,000 under its FY 2007 level of funding of $454,000. The funding reduction reflects the end of the Crime and Justice Research Grant which received $219,000 in FY 2007 and the Weed and Seed Communities Grant which received $175,000 in FY 2007.

CAPITAL PROJECTS

DEPARTMENT OF CORRECTIONS

- The FY 2008 recommendation includes a recommendation of $3.9 million for fire safety code compliance critical repairs within the institutions. No funding was appropriated for capital construction in FY 2007.

- The department indicates that it expects to receive $6 million to supplement $8 million received in FY 2007 for the replacement of the high temperature hot water underground distribution system at South Woods State Prison (Budget page D-72). In both fiscal years this funding is budgeted in accounts external to the department. The system, which was installed from 1995 to 1997, has experienced a complete and catastrophic system failure.

Background Paper: Inmate Population Growth p.20
Department of Corrections and State Parole Board  
FY 2007-2008

Fiscal and Personnel Summary

AGENCY FUNDING BY SOURCE OF FUNDS ($000)

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>General Fund</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Direct State Services</td>
<td>$929,625</td>
<td>$963,938</td>
<td>$974,226</td>
<td>4.8%</td>
<td>1.1%</td>
</tr>
<tr>
<td>Grants-In-Aid</td>
<td>132,899</td>
<td>133,151</td>
<td>150,698</td>
<td>13.4%</td>
<td>13.2%</td>
</tr>
<tr>
<td>State Aid</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0.0%</td>
<td>0.0%</td>
</tr>
<tr>
<td>Capital Construction</td>
<td>2,777</td>
<td>0</td>
<td>3,936</td>
<td>41.7%</td>
<td>0.0%</td>
</tr>
<tr>
<td>Debt Service</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0.0%</td>
<td>0.0%</td>
</tr>
<tr>
<td><strong>Sub-Total</strong></td>
<td>$1,065,301</td>
<td>$1,097,089</td>
<td>$1,128,860</td>
<td>6.0%</td>
<td>2.9%</td>
</tr>
<tr>
<td><strong>Property Tax Relief Fund</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Direct State Services</td>
<td>$0</td>
<td>$0</td>
<td>$0</td>
<td>0.0%</td>
<td>0.0%</td>
</tr>
<tr>
<td>Grants-In-Aid</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0.0%</td>
<td>0.0%</td>
</tr>
<tr>
<td>State Aid</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0.0%</td>
<td>0.0%</td>
</tr>
<tr>
<td><strong>Sub-Total</strong></td>
<td>$0</td>
<td>$0</td>
<td>$0</td>
<td>0.0%</td>
<td>0.0%</td>
</tr>
<tr>
<td><strong>Casino Revenue Fund</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>$0</td>
<td>$0</td>
<td>$0</td>
<td>0.0%</td>
<td>0.0%</td>
</tr>
<tr>
<td><strong>Casino Control Fund</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>$0</td>
<td>$0</td>
<td>$0</td>
<td>0.0%</td>
<td>0.0%</td>
</tr>
<tr>
<td><strong>State Total</strong></td>
<td>$1,065,301</td>
<td>$1,097,089</td>
<td>$1,128,860</td>
<td>6.0%</td>
<td>2.9%</td>
</tr>
<tr>
<td><strong>Federal Funds</strong></td>
<td>$7,657</td>
<td>$12,023</td>
<td>$9,197</td>
<td>20.1%</td>
<td>(23.5%)</td>
</tr>
<tr>
<td><strong>Other Funds</strong></td>
<td>$57,904</td>
<td>$55,552</td>
<td>$56,518</td>
<td>(2.4%)</td>
<td>1.7%</td>
</tr>
<tr>
<td><strong>Grand Total</strong></td>
<td>$1,130,862</td>
<td>$1,164,664</td>
<td>$1,194,575</td>
<td>5.6%</td>
<td>2.6%</td>
</tr>
</tbody>
</table>

PERSONNEL SUMMARY - POSITIONS BY FUNDING SOURCE

<table>
<thead>
<tr>
<th></th>
<th>Actual FY 2006</th>
<th>Revised FY 2007</th>
<th>Funded FY 2008</th>
<th>Percent Change 2006-08</th>
<th>Percent Change 2007-08</th>
</tr>
</thead>
<tbody>
<tr>
<td>State</td>
<td>9,858</td>
<td>9,743</td>
<td>9,681</td>
<td>(1.8%)</td>
<td>(0.6%)</td>
</tr>
<tr>
<td>Federal</td>
<td>33</td>
<td>31</td>
<td>37</td>
<td>12.1%</td>
<td>19.4%</td>
</tr>
<tr>
<td>All Other</td>
<td>380</td>
<td>366</td>
<td>397</td>
<td>4.5%</td>
<td>8.5%</td>
</tr>
<tr>
<td><strong>Total Positions</strong></td>
<td>10,271</td>
<td>10,140</td>
<td>10,115</td>
<td>(1.5%)</td>
<td>(0.2%)</td>
</tr>
</tbody>
</table>

FY 2006 (as of December) and revised FY 2007 (as of September) personnel data reflect actual payroll counts. FY 2008 data reflect the number of positions funded.

AFFIRMATIVE ACTION DATA

<p>| | | |</p>
<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Total Minority Percent</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Corrections</td>
<td>42.3%</td>
<td>41.9%</td>
</tr>
<tr>
<td></td>
<td></td>
<td>41.9%</td>
</tr>
<tr>
<td>Parole</td>
<td>36.9%</td>
<td>37.6%</td>
</tr>
<tr>
<td></td>
<td></td>
<td>37.7%</td>
</tr>
</tbody>
</table>
### Significant Changes/New Programs ($000)

<table>
<thead>
<tr>
<th>Budget Item</th>
<th>Adj. Approp. FY 2007</th>
<th>Recomm. FY 2008</th>
<th>Dollar Change</th>
<th>Percent Change</th>
<th>Budget Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>DIRECT STATE SERVICES</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>SERVICES OTHER THAN PERSONAL:</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Detention and Rehabilitation</td>
<td>$157,238</td>
<td>$166,690</td>
<td>$9,452</td>
<td>6.0%</td>
<td>D-81</td>
</tr>
<tr>
<td>System Wide Program Support</td>
<td>$7,728</td>
<td>$8,149</td>
<td>$421</td>
<td>5.4%</td>
<td>D-84</td>
</tr>
<tr>
<td>TOTAL SERVICES OTHER THAN PERSONAL</td>
<td>$164,966</td>
<td>$174,839</td>
<td>$9,873</td>
<td>6.0%</td>
<td></td>
</tr>
</tbody>
</table>

The FY 2007 adjusted appropriation includes the reallocation of funding for Additional Mental Health Treatment Services from a System Wide Special Purpose account to the Institutional Services Other Than Personal accounts. The FY 2008 recommended increase is the result of the mandatory growth of inmate health care costs.

### DETENTION AND REHABILITATION: SPECIAL PURPOSE:

| Civilly Committed Sexual Offender Program | $8,914 | $8,985 | $71 | .8% | D-81 |
| Civilly Committee Sexual Offender Facility – Annex | $14,647 | $14,688 | $41 | .3% | D-81 |
| TOTAL | $23,561 | $23,673 | $112 | .5% | | 

The FY 2008 recommendation would fund the increasing population of Civilly Committed Sexual Offenders, estimated to grow at a rate of 4 residents per month. In FY 2008, the Civilly Committed Sexual Offender Facility is expected to provide 158 bed spaces and the Civilly Committed Sexual Offender Facility - Annex would provide 236 bed spaces, for a total of 394 bed spaces. Newly recommended language would permit unexpended FY 2007 funds to be carried forward to FY 2008. OLS assumes that balances are projected to augment FY 2008 funding to a level commensurate with projected census growth.

**State Match – Byrne Grant Therapeutic Community Program**

| | | | | | |
| State Match – Byrne Grant Therapeutic Community Program | $82 | $0 | ($82) | (100.0%) | D-81 |

Federal funding for this program has expired. State match is not required.
Significant Changes/New Programs ($000) (Cont’d)

<table>
<thead>
<tr>
<th>Budget Item</th>
<th>Adj. Approp. FY 2007</th>
<th>Recomm. FY 2008</th>
<th>Dollar Change</th>
<th>Percent Change</th>
<th>Budget Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>State Match – Residential Substance Abuse Treatment Grant</td>
<td>$268</td>
<td>$26</td>
<td>($242)</td>
<td>(90.3%)</td>
<td>D-81</td>
</tr>
</tbody>
</table>

The FY 2008 recommendation would provide the State match for the final year of the Residential Substance Abuse Treatment grant.

**FEDERAL FUNDS**

**Institutional Care and Treatment**

<table>
<thead>
<tr>
<th>Budget Item</th>
<th>Adj. Approp. FY 2007</th>
<th>Recomm. FY 2008</th>
<th>Dollar Change</th>
<th>Percent Change</th>
<th>Budget Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>Institutional Care and Treatment</td>
<td>$1,831</td>
<td>$1,978</td>
<td>$147</td>
<td>8.0%</td>
<td>D-82</td>
</tr>
</tbody>
</table>

The FY 2008 recommendation for federal funding consists primarily of funding for 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 education 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 $562,000 in FY 2008, an increase of $105,000 over the FY 2007 adjusted appropriation of $457,000.

The Adult Basic Skills Program is anticipated to receive $990,000 in FY 2008, an increase of $42,000 over the FY 2007 adjusted appropriation of $948,000. 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.

**OTHER FUNDS**

**Institutional Care and Treatment**

<table>
<thead>
<tr>
<th>Budget Item</th>
<th>Adj. Approp. FY 2007</th>
<th>Recomm. FY 2008</th>
<th>Dollar Change</th>
<th>Percent Change</th>
<th>Budget Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>Institutional Care and Treatment</td>
<td>$8,206</td>
<td>$8,225</td>
<td>$19</td>
<td>.2%</td>
<td>D-82</td>
</tr>
</tbody>
</table>

The FY 2008 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.
Significant Changes/New Programs ($000) (Cont’d)

<table>
<thead>
<tr>
<th>Budget Item</th>
<th>Adj. Approp. FY 2007</th>
<th>Recomm. FY 2008</th>
<th>Dollar Change</th>
<th>Percent Change</th>
<th>Budget Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>Administration and Support Services</td>
<td>$14,722</td>
<td>$15,287</td>
<td>$565</td>
<td>3.8%</td>
<td>D-82</td>
</tr>
</tbody>
</table>

The FY 2008 growth in this account reflects an increase 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.

**DIRECT STATE SERVICES**

**SYSTEM WIDE PROGRAM SUPPORT:**

**SPECIAL PURPOSE:**

State Match – Gang Prevention and Awareness Program

State Match – Discharge Planning Unit

State Match – Drug Interdiction Unit

**TOTAL**

Federal funding for these programs has expired. State match is not required.

**Offender Reentry Program**

$0  $1,000  $1,000  —  D-84

The new Offender Reentry program, referred to as S.T.A.R.S. (Successful Transition and Reentry Series), was developed by the department’s Office of Transitional Services to standardize reentry preparation at each of the correctional facilities. S.T.A.R.S. is a preparatory program designed to address each major reentry barrier faced by the returning offender. The curriculum consists of fourteen chapters that address specific reentry barriers such as employment, housing, transportation, education, family reunification, finances, and others. Funding will support 16 positions and provide services to approximately 3,000 inmates annually.
Significant Changes/New Programs ($000) (Cont’d)

<table>
<thead>
<tr>
<th>Budget Item</th>
<th>Adj. Approp. FY 2007</th>
<th>Recomm. FY 2008</th>
<th>Dollar Change</th>
<th>Percent Change</th>
<th>Budget Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>GRANTS IN AID</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Purchase of Service for Inmates</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>incarcerated in County Penal Facilities</td>
<td>$33,778</td>
<td>$52,845</td>
<td>$19,067</td>
<td>56.4%</td>
<td>D-84</td>
</tr>
</tbody>
</table>

Although Executive Order #106 declaring a state of emergency and authorizing the Department of Corrections to house State sentenced prison inmates in the county jails 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. Budget evaluation data anticipates an average daily population of 2,119 inmates housed in the county jails in FY 2008, 321 (17.9 percent) more inmates than the average daily population in FY 2007. It is unclear why funding is recommended to increase at a rate more than three times the rate of growth in inmates housed in county facilities.

Life Skills Academy                                   | $1,500                | $0              | ($1,500)      | (100.0%)       | D-84        |

In response to a report released by the State Auditor on this program, the contract with the program provider has been discontinued. The FY 2007 funding for the program remains unexpended and is anticipated to lapse at the end of the fiscal year. No funding is recommended for the Life Skills Academy in FY 2008.

FEDERAL FUNDS                                          |                       |                 |               |                |             |

Institutional Program Support                          | $9,310                | $6,777          | ($2,533)      | (27.2%)        | D-84        |

The department anticipates receiving two new federal grants totaling $675,000 in FY 2008, $244,000 for the Prison Rape Elimination Grant and $431,000 for the Prisoner Reentry Initiative Grant – Camden County. In addition, Project IN-SIDE is recommended to receive $1.31 million in FY 2008, an increase of $30,000 from its FY 2007 adjusted appropriation of $1.28 million.

The Prison Rape Elimination grant program is administered by the Office of Justice Programs and supports sexual assault awareness, prevention, and a continuum of treatment for inmates. The project includes staff training and in-prison treatment and intervention services for both inmate victims and perpetrators. In addition, the project focuses on prisoner re-entry through collaborating with faith based and community agencies for the provision of social services and treatment for victims, perpetrators, and family members of inmates.
Significant Changes/New Programs ($000) (Cont’d)

<table>
<thead>
<tr>
<th>Budget Item</th>
<th>Adj. Approp. FY 2007</th>
<th>Recomm. FY 2008</th>
<th>Dollar Change</th>
<th>Percent Change</th>
<th>Budget Page</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Project IN-SIDE is a 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.

The State Criminal Alien Assistance Grant program is anticipated to receive $4 million in FY 2008, a reduction of $1 million under the FY 2007 adjusted appropriation. In addition, the department expects to receive $57,000 in FY 2008 for a National Institute of Justice Grant for Corrections Research – Escape Study, $73,000 less than that received in FY 2007.

Five federal grants are anticipated to expire: the Body Alarm Justice Technology Grant ($500,000); the Prisoner Reentry Initiative Grant – Atlantic County ($450,000), the Prisoner Reentry Initiative Grant – Essex County ($450,000); the National Institute of Justice Grant for Corrections Research – Megan’s Law Study ($39,000); Crime Prevention Funding ($300,000); and DOE Grant – Life Skills for State and Local Prisoners ($426,000).

**DIRECT STATE SERVICES**

**PAROLE:**
- Salaries and Wages: $37,694 → $40,224, $2,530, 6.7%, D-87
- Materials and Supplies: $962 → $1,070, $108, 11.2%, D-87
- Personal: $2,458 → $2,151, ($307), (12.5%), D-87
- Maintenance and Fixed Charges: $1,094 → $1,140, $46, 4.2%, D-87

**TOTAL:** $42,208 → $44,585, $2,377, 5.6%

The recommended changes in these accounts represent the reallocation of the Parolee Drug Treatment Program to the Parole Board’s general accounts. The reduction in the Services Other than Personal account reflects management efficiencies implemented by the department. Savings have been reallocated to salaries to provide adequate funding for staff at current levels.

**SPECIAL PURPOSE:**
- Parolee Electronic Monitoring Program: $5,861 → $5,321, ($540), (9.2%), D-87

The FY 2008 recommendation is projected to support 400 participants in the Parolee Electronic Monitoring program, the same number of participants served in FY 2007. It is unclear what savings have been effectuated by the Parole Board to permit it to operate the program at a lower cost in FY 2008.
### Significant Changes/New Programs ($000) (Cont’d)

<table>
<thead>
<tr>
<th>Budget Item</th>
<th>Adj. Approp. FY 2007</th>
<th>Recomm. FY 2008</th>
<th>Dollar Change</th>
<th>Percent Change</th>
<th>Budget Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>Supervision, Surveillance and Gang Suppression Program</td>
<td>$2,192</td>
<td>$2,269</td>
<td>$ 77</td>
<td>3.5%</td>
<td>D-87</td>
</tr>
</tbody>
</table>

The Intensive Supervision/Surveillance program has been renamed the Supervision, Surveillance and Gang Suppression Program. The FY 2008 recommendation would support 450 program participants.

| Parolee Drug Treatment                   | $2,345                | 0               | ($2,345)      | (100.0%)       | D-87        |

Funding for this program has been reallocated to the Parole Board’s base appropriation and is no longer listed as a Special Purpose account.

| Sex Offender Management Unit            | $5,624                | $6,613          | $ 989         | 17.6%          | D-87        |

The Sex Offender Management Unit is responsible for the supervision of 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. The FY 2008 budget estimates that the caseload of this unit will total 3,500 individuals, the same number funded in FY 2007.

| Satellite-Based Monitoring of Sex Offenders Pilot Program | $3,000                | $2,372          | ($ 628)       | (20.9%)        | D-87        |

P.L.2005, c.189, the “Sex Offender Monitoring Pilot Project Act”, established a two-year pilot program for the satellite-based monitoring of certain sex offenders. The statute authorizes the Parole Board to use both “active” monitoring which continuously tracks and transmits the offender’s movements to a central station and “passive” monitoring which is downloaded from the offender’s tracking device at the end of each day to the central station. The program is anticipated to expire on August 11, 2007. Evaluation data estimates that the program will serve 250 parolees, the same number served in FY 2007. As of March 20, 2007, no legislation had been introduced to extend the program beyond its original expiration date. If the program is not extended, it is likely that this funding would be required to support this population in other parole programs.
Significant Changes/New Programs ($000) (Cont’d)

<table>
<thead>
<tr>
<th>Budget Item</th>
<th>Adj. Approp. FY 2007</th>
<th>Recomm. FY 2008</th>
<th>Dollar Change</th>
<th>Percent Change</th>
<th>Budget Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>FEDERAL FUNDS</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Parole</td>
<td>$454</td>
<td>$60</td>
<td>($394)</td>
<td>(86.8%)</td>
<td>D-88</td>
</tr>
</tbody>
</table>

The FY 2008 recommendation reflects the expiration of two federal grants, Crime and Justice Research ($219,000) and Weed and Seed Communities ($175,000). The remaining funding supports two programs: Justice and Mental Health Collaboration ($50,000), and VISTA State ($10,000).

ALL OTHER FUNDS

| Administration and Support Services | $71       | $179   | $108    | 152.1%        | D-88        |

The FY 2008 recommendation reflects a grant from the Nicholson Foundation to address prisoner reentry issues. Funding will provide for the hiring of two social workers to prepare and submit applications six months prior to an offender’s release date for Supplemental Security Income/Social Security Disability Insurance (SSI/SSDI), food stamps, and Veterans benefits. They will also assist with any follow-up requests from SSA and VA during the application process. They will assist offenders who are principally disabled, chronically mentally ill, and/or elderly. They will work to develop and implement comprehensive discharge plans for offenders and will focus on successful attachment of the returning offender to needed treatment along with appropriate housing and other necessary support services in the community.

DIRECT STATE SERVICES

CENTRAL PLANNING, DIRECTION AND MANAGEMENT:
Salaries and Wages

| Salaries and Wages | $14,836   | $14,511  | ($325) | (2.2%)        | D-89        |

The FY 2008 recommendation reflects the elimination of three funded vacant positions within the Central Office, two Confidential Assistants and one Division Director.

SPECIAL PURPOSE: DOC State Match Account

| Doc State Match Account | $0       | $50      | $50     | —             | D-89        |

The FY 2008 recommendation would provide matching funds for the department’s federal grant accounts.
**Significant Changes/New Programs ($000) (Cont'd)**

<table>
<thead>
<tr>
<th>Budget Item</th>
<th>Adj. Approp. FY 2007</th>
<th>Recomm. FY 2008</th>
<th>Dollar Change</th>
<th>Percent Change</th>
<th>Budget Page</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>CAPITAL CONSTRUCTION:</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Fire Safety Code</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Compliance Critical Repairs</td>
<td>$0</td>
<td>$3,936</td>
<td>$3,936</td>
<td></td>
<td>D-90</td>
</tr>
</tbody>
</table>

The recommended funding would provide for fire safety code compliance at two institutions. The Garden State Youth Correctional Facility will receive $3.533 million to repair/replace the fire alarm system, and the Adult Diagnostic and Treatment Center will receive $403,000 to replace sprinkler heads.
Language Provisions

2007 Appropriations Handbook

No comparable language.

2008 Budget Recommendations

p. D-82

The unexpended balance at the end for the preceding fiscal year in the Civilly Committed Sexual Offender Facility and the Civilly Committed Sexual Offender Facility Annex accounts are appropriated for the same purpose, subject to the approval of the Director of the Division of Budget and Accounting.

Explanation

The recommended language permits the Department of Corrections to carry forward any unexpended funds in the Civilly Committed Sexual Offender Facility and the Civilly Committed Sexual Offender Facility – Annex accounts. In recent years unexpended balances have resulted in these accounts from overestimation of the census of the Annex facility. This language will allow the department to retain any such balances to defray FY 2008 costs.
Discussion Points

DEPARTMENT OF CORRECTIONS

1. The enacted FY 2007 budget anticipated savings from management efficiencies ($50 million), information technology efficiencies ($20 million) and procurement efficiencies ($15 million). These savings, while reflected in the Interdepartmental Accounts section of the budget, were to be obtained from executive agency budgeted appropriations, presumably in direct correlation with identified efficiency improvements.

• **Question:** What amount of the department's original FY 2007 appropriations were reallocated to Interdepartmental Accounts as savings from management efficiencies, information technology efficiencies and procurement efficiencies, respectively? What specific efficiencies were achieved by the department that correlate to the reallocations? What adverse impacts, if any, on the output and outcomes of department programs and services resulted or will result from these funding reallocations, in the current fiscal year and as projected for FY 2008?

2. The Department of Corrections is recommended to receive a new appropriation totaling $1 million for an Offender Reentry program to assist and guide inmates on re-entry into community life.

• **Question:** Please provide a summary of the services to be provided by this new program. How do these services differ from the re-entry services currently provided by the Department of Corrections? What procedures are in place to evaluate the effectiveness of the program?

3. The Department of Corrections is recommended to receive $52.845 million in FY 2008 to support the cost of housing inmates in county correctional facilities. The State has entered into contracts with eighteen of the State's twenty-one counties to house these inmates at various reimbursement rates. Evaluation data indicate that the department anticipates that it will house an average of 2,119 inmates per day in the counties during FY 2008.

• **Question:** How does the department determine which counties these inmates are sent to? Please provide a list of the number of State sentenced inmates that are currently housed in each of the counties, the reimbursement that the State pays each in FY 2007 and the anticipated reimbursement rates for each in FY 2008.

4. In an October 25, 2006 public hearing before the New Jersey Death Penalty Study Commission, James Barbo, Director of Operations and Gary Hilton former Assistant Commissioner testified that the older inmates at New Jersey State Prison are routinely victimized by the younger inmates.

• **Question:** What procedures, if any, have been put into place to protect the older and infirm inmates from victimization by the other inmates? Based on best practices in other states or the results of internal studies, what procedures should be put into place to protect these inmates? What would be the cost of implementing these procedures?
Discussion Points (Cont'd)

- **Question:** 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?

5. At the same public hearing, Mr. Barbo testified that the Northern State Prison Gang Unit was established in 1998, prior to the increase in gang activity throughout New Jersey. Subsequent to the establishment of that unit, the known inmate population with gang affiliation (principally Bloods) has swelled dramatically. However, in response to a question posed during the Office of Legislative Services discussion points presented during the FY 2007 Appropriations process, the Department of Corrections stated “the Department has no plans to expand the Security Threat Group Management Unit (STGMU) at this time, as its current size and configuration meets existing department needs.”

- **Question:** Is the department still in agreement with its statement that the current STGMU is sufficient to meet the needs of its gang management activities? If so, what benchmarks or factors does the department point to as evidence that its STGMU is sufficient at present? If not, how does the department plan to deal with the increasing inmate gang population? What steps need to be taken? What would be the cost?

6. The Department of Corrections is responsible for providing medical services to 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 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?

7. The federal Ryan White CARE Act provides health care for people with HIV disease. Enacted in 1990, it fills gaps in care faced by those with low-incomes and little or no insurance. The United State Public Health Service, Health Resources and Services Administration's (HRSA) HIV/AIDS Bureau administers the program through hundreds of grantees, who deliver care to over half a million people each year. The Department of Health and Senior Services noted in a January 3, 2007 Title II grant application for funds under the Ryan White CARE Act that New Jersey ranks first in AIDS related deaths in state prisons.

- **Question:** Please enumerate the factors that result in the State's ranking noted above. What steps can the department take to improve the State's rank? Are all inmates currently screened for HIV? What steps has the department taken to screen and to treat inmates for HIV and AIDS? What is the annual cost for screening and treating for HIV and AIDS? How many inmates are diagnosed with HIV or AIDS? How many AIDS related deaths has the department documented during the last five fiscal years?
8. A recent Supreme Court decision, J.D.A. v. N.J. Department of Corrections, 2007 N.J.LEXIS 188 (decided February 27, 2007), ruled that the Department of Corrections must notify inmates of any serious medical condition requiring treatment, make complete medical records available to each inmate and allow them to ask for mistakes to be fixed. The decision noted that while the department is not precluded from using a third party provider for inmates medical services, "the ultimate responsibility for medical care and accurate record keeping is its own." The opinion continues: "In addition to the medical summaries protocol currently in effect under N.J.A.C. 10A:22-2.7, DOC must expeditiously enact comprehensive rules and regulations codifying its obligations for medical care and record keeping, and the methods by which they will be satisfied. Those regulations must include DOC's duty to notify inmates of any serious medical condition requiring treatment; to keep complete medical records available to each inmate; and to provide a procedure pursuant to which any inmate may, within a reasonable time after a request, access medical records and seek correction of them."

- **Question:** How does this decision impact upon the department's operating procedures for the provision of inmate medical services? What procedures are in effect for the communication of inmate medical issues between the department and Correctional Medical Services (CMS)? How does the department ensure that CMS provides adequate medical services to DOC inmates?

9. Offenders released from correctional facilities face a number of obstacles to finding gainful employment within the community in which they live. Assembly Bill No. 3623 of 2006 would establish a certificate of rehabilitation for certain convicted offenders to assist them in procuring public or private employment from which they would otherwise be barred because of their conviction.

- **Question:** Please comment on the impact of this bill. What procedures does the department currently have in place to assist released offenders in finding employment opportunities? How would this bill change the DOC's employment assistance programs?

10. In FY 2008, the Civilly Committed Sexual Offender Facility is expected to provide 158 bed spaces and the Civilly Committed Sexual Offender Facility - Annex would provide 236 bed spaces, for a total of 394 bed spaces. Because of the nature of the civil commitment of sexual offenders, it can be anticipated that the population of these facilities will continue to grow over time.

- **Question:** Please provide an estimate of the projected population of each of these facilities during the next five years. When does the department anticipate that these facilities will be fully occupied? How does the department intend to accommodate the increasing population of civilly committed sexual offenders once these facilities become fully occupied?

- **Question:** Has the Department of Corrections identified a permanent site or sites for the civilly committed sexual offender facilities? If so, what are the locations of these sites? If not, what are the difficulties of site location and when does the department expect to identify these sites?
Discussion Points (Cont’d)

11. In FY 2007, the department received $8 million to replace the high temperature hot water underground distribution system which was installed from 1995 to 1997, and which has experienced a complete and catastrophic system failure. During testimony before the Capital Planning Commission, Peter Roselli, Assistant Commissioner testified that the original project cost estimate of $8 million is low. The FY 2008 budget indicates that an additional $6 million will be made available for the project (Overview p. D-72).

- **Question:** What is the current cost estimate for the repair/replacement of the hot water system? What steps has the department taken to recoup the cost of the replacement system from the original vendor? What is the status of the proposed repair work? What steps have been take to assure the health and safety of inmates and corrections officers until these repairs are completed?

STATE PAROLE BOARD

12. The enacted FY 2007 budget anticipated savings from management efficiencies ($50 million), information technology efficiencies ($20 million) and procurement efficiencies ($15 million). These savings, while reflected in the Interdepartmental Accounts section of the budget, were to be obtained from executive agency budgeted appropriations, presumably in direct correlation with identified efficiency improvements.

- **Question:** What amount of the Parole Board’s original FY 2007 appropriations were reallocated to Interdepartmental Accounts as savings from management efficiencies, information technology efficiencies and procurement efficiencies, respectively? What specific efficiencies were achieved by the department that correlate to the reallocations? What adverse impacts, if any on the output and outcomes of parole programs and services resulted or will result from these funding reallocations, in the current fiscal year and as projected for FY 2008?

13. P.L.2005, c.189, the “Sex Offender Monitoring Pilot Project Act”, established a two-year pilot program for the satellite-based monitoring of certain sex offenders. The statute authorizes the Parole Board to use both “active” monitoring which continuously tracks and transmits the offender’s movements to a central station and “passive” monitoring which is downloaded from the offender’s tracking device at the end of each day to the central station. The program is anticipated to expire on August 11, 2007. The FY 2008 budget recommends full-year funding totaling $2.37 million, $628,000 less than the amount appropriated in FY 2007. Evaluation data estimates that the program will serve 250 parolees, the same number served in FY 2007.

- **Question:** Please evaluate the success of the pilot program. If the program is not continued beyond the August 11, 2007 official end date, what are the department’s plans for monitoring this population after the program’s end? What explains the difference in FY 2007 and FY 2008 funding for the program since it is projected to serve the same number of parolees in both years?
Discussion Points (Cont’d)

14. While 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 State Parole Board assist parolees in obtaining continuing medical services after release from prison?

15. Offenders released from correctional facilities face a number of obstacles to finding gainful employment within the community in which they live. Assembly Bill No. 3623 of 2006 would establish a certificate of rehabilitation for certain convicted offenders to assist them in procuring public or private employment from which they would otherwise be barred because of their conviction.

- **Question:** What procedures does the State Parole Board currently have in place to assist parolees in finding employment opportunities?

16. The FY 2008 budget recommends $6.613 million for the Sex Offender Management Unit to support 3,500 program participants who were placed under Community Supervision for Life. In FY 2007, the Parole Board received $5.624 million to fund the same number of participants in FY 2007. (FY 2007 Budget recommendation page D-79).

- **Question:** What program changes have been implemented that necessitate a $1 million increase in appropriation to support the same number of participants for this program in FY 2008?
Background Paper: Inmate Population Growth

From the late 1980's through the late 1990's, the number of criminals housed within the State's correctional system grew at a steady pace. This growth peaked in 1999. By 2001, the State prison population had decreased by 11 percent and has remained relatively stable since then as can be seen on the following chart.

![Chart 1: Total Inmate Population](image)

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

Chart 1 tracks the State prisons' population from the late 1980's through 2006. On December 31, 1986, the Department of Corrections housed 14,436 adult and young adult State sentenced inmates in State and county correctional facilities and 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. By December 31, 2006 the State sentenced prison population totaled 27,375 inmates, 3,443 fewer inmates than the number housed in 1999.

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 recent decline and stabilization in the prison population can be attributed in part 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
Background Paper: Inmate Population Growth (Cont'd)

alternatives to incarceration programs and to reduce the backlog of inmates awaiting parole hearings.

Offender Characteristics

From 1986 through 2006, the makeup of the State sentenced prison population has gradually shifted from violent crimes to drug offenses.

As of December 31, 1986, 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 9, 2006 the percentage of drug offenders grew to 32 percent of the total prison population, the number of violent offenders declined to 40 percent, and those convicted of other offenses remained fairly constant at 27 percent of the inmate population.

Chart 2
Inmate Population by Offense

![Chart showing inmate population by offense from 1986 to 2005]


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

Chart 3 illustrates that since 1986, the number of inmates serving mandatory minimum terms 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 2005 this number increased to 65 percent of the total inmate population.

![Mandatory Minimum Term Chart]


Departmental Strategies for Bed Space Expansion

The Department of Corrections has used a variety of techniques to accommodate the State's growing inmate population. Between FY 1986 and FY 2006, the department constructed additional bed spaces in existing institutions and opened new institutions, increasing the rated capacity from 10,889 bed spaces in FY 1986 to 17,324 bed spaces in FY 2006. This number declined marginally to 16,828 bed spaces in FY 2007.

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 23,459 inmates in FY 2006 (34.5 percent over rated capacity). Chart 4 illustrates the continuing gap between the department's rated capacities and its population.
Background Paper: Inmate Population Growth (Cont'd)

Chart 4
Capacity vs. Population

<table>
<thead>
<tr>
<th>Year</th>
<th>FY86</th>
<th>FY88</th>
<th>FY90</th>
<th>FY92</th>
<th>FY94</th>
<th>FY96</th>
<th>FY98</th>
<th>FY00</th>
<th>FY02</th>
<th>FY04</th>
<th>FY06</th>
</tr>
</thead>
<tbody>
<tr>
<td>Population</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>30,000</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>20,000</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>10,000</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

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 require additional secure housing for its growing population. Addressing this, 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 at any given time. 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.

In December, 1986, the Department of Corrections had a total of 14,346 inmates, of which 11,937, or 83 percent, were housed in State facilities. Of the remaining number, 2,244 (16 percent) were housed in county facilities and 165 (1 percent) were housed in community setting (which includes both community based treatment centers and alternatives to incarceration). By December, 2006, the number of State sentenced inmates totaled 27,375. While the number housed in State facilities totaled 22,952 inmates, this represents 83 percent of the prison population, the same percentage of inmates housed in State operated facilities in 1986. The number of county placements declined to 1,821 (7 percent), and the number of community placements totaled 2,602 (10 percent).

Charts 5 and 6 demonstrate the shift in the use of county facilities and the department's increasing reliance on community based alternatives to incarceration.
Background Paper: Inmate Population Growth (Cont'd)

Chart 5
Population Distribution
December 1986

16% 1%

83%

- Total Inmates Housed in State Facilities
- Total Inmates Housed in Counties
- Total Inmates Housed in Community Settings

Chart 6
Population Distribution
December 2006

10%

7%

83%

- Total Inmates Housed in State Facilities
- Total Inmates Housed in Counties
- Total Inmates Housed in Community Settings

Source: New Jersey Department of Corrections, "Residents, Admissions and Releases" report, issued monthly by the DOC Division of Policy Analysis and Planning.
Background Paper: Inmate Population Growth (Cont'd)

Summary

New Jersey's adult and young adult State prison population steadily increased through the eighties and into the nineties. Commencing with 2000, the stress of prison population growth abated as inmate populations decreased and then stabilized, providing some relief to the Department of Corrections. Over this same 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 have allowed more inmates to leave the institutions and to enter supervised settings as an alternative to the higher cost of incarceration. While the State prison population has remained relatively stable since 2000, future population trends will dictate the need for the allocation of resources in future years.
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 2008 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