

**ANALYSIS OF THE NEW JERSEY BUDGET**

**DEPARTMENT OF CORRECTIONS  
STATE PAROLE BOARD**

**FISCAL YEAR**

**2017 - 2018**

# NEW JERSEY STATE LEGISLATURE

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# DEPARTMENT OF CORRECTIONS AND STATE PAROLE BOARD

Budget Pages..... C-3, C-10, C-16, C-23, D-61 to D-79,  
G-1, G-2

## **Fiscal Summary (\$000)**

	Expended FY 2016	Adjusted Appropriation FY 2017	Recommended FY 2018	Percent Change 2017-18
State Budgeted	\$1,064,285	\$1,053,175	\$1,024,111	( 2.8%)
Federal Funds	4,456	9,021	8,805	( 2.4%)
<u>Other</u>	<u>48,955</u>	<u>48,876</u>	<u>48,726</u>	<u>( .3%)</u>
Grand Total	\$1,117,696	\$1,111,072	\$1,081,642	( 2.6%)

## **Personnel Summary - Positions By Funding Source**

	Actual FY 2016	Revised FY 2017	Funded FY 2018	Percent Change 2017-18
State	7,970	8,061	8,069	.1%
Federal	17	19	20	5.3%
<u>Other</u>	<u>207</u>	<u>195</u>	<u>190</u>	<u>( 2.6%)</u>
Total Positions	8,194	8,275	8,279	.0%

FY 2016 (as of December) and revised FY 2017 (as of January) personnel data reflect actual payroll counts. FY 2018 data reflect the number of positions funded.

Link to Website: <http://www.njleg.state.nj.us/legislativepub/finance.asp>

## Highlights

- According to the Department of Corrections' (DOC) monthly Summary of Residents, Admissions and Releases report, as of December 31, 2016, there were 19,672 State sentenced inmates housed in State and county correctional facilities and halfway house placements, 726 or 3.6 percent fewer inmates than the number housed on December 31, 2015. Of this amount, 16,890 inmates were housed in DOC facilities, 2,713 were housed in various community based residential facilities, and 69 were housed in the county jails.
- The Department of Corrections' and the State Parole Board's combined FY 2018 State Budgeted recommendations total \$1.024 billion, which is \$29 million or 2.8 percent less than the FY 2017 adjusted appropriation of \$1.053 billion.

### DEPARTMENT OF CORRECTIONS

- FY 2018 funding for institutional operations is recommended at \$775.004 million, \$4.4 million or 0.6 percent more than the FY 2017 adjusted appropriation of \$770.606 million. According to the budget, "The increase is largely attributable to the annualized cost of repopulating the Mid-State Correctional Facility, but is partially offset by savings and efficiencies at other facilities. The growth also includes an additional \$2 million for the substance use disorder treatment program at the Mid-State Correctional Facility." (Page D-61).
- The Governor's FY 2018 Budget recommends \$30.452 million for Mid-State Correctional Facility, an increase of \$24.351 million over the FY 2017 adjusted appropriation. The facility was closed in FY 2014 for renovations and is scheduled to re-open as a drug treatment facility for State sentenced prison inmates during the spring of 2017. The facility will provide a Substance Use Disorder (SUD) Program licensed by the Division of Mental Health and Addiction Services within the Department of Human Services. (Female inmates receive substance use disorder treatment in the Edna Mahan Correctional Facility for Women.) Mid-State Correctional Facility was a male medium security institution located at Fort Dix in Burlington County, with an average daily inmate population of about 690. Formerly used as a military pre-trial detention center, it was leased to the DOC in 1982 under a very stringent leasing agreement with the federal government requiring unique operating procedures. In August, 2004, the property was deeded to the DOC.
- The Mutual Agreement Program (MAP) for State sentenced inmates will be discontinued in FY 2018, resulting in a decrease in 40 bed spaces in the MAP program and reducing appropriations by \$1.16 million. According to the DOC, the MAP program provides licensed substance use disorder treatment services and filled a void prior to the department offering licensed services. The DOC has concluded that with Mid-State and Edna Mahan providing licensed substance use disorder treatment services, the MAP beds are no longer required. Grant-in-Aid funding in the amount of \$4.618 million for the parolee MAP is included in the State Parole Board's budget, the same level as in FY 2017 (Page D-76).

## Highlights (Cont'd)

- In his FY 2018 Budget Address, the Governor stated that due to the continuing decline in the State sentenced prison population, the DOC would be closing a satellite wing of Bayside State Prison located at Ancora State Hospital totaling 250 bed spaces in FY 2018. The satellite wing's inmates and DOC employees would be reassigned to other DOC facilities without any layoffs. The FY 2018 appropriation for Bayside State Prison is recommended to decline by \$5.6 million, of which \$4.7 million represents reductions in Salaries and Wages. OMB budget information also shows the anticipated transfer of 65 positions from Bayside State Prison to other DOC facilities.
- The Governor's FY 2018 Budget recommendation for the Purchase of Community Services totals \$65.46 million, \$500,000 less than the amount appropriated in FY 2017. According to the department's second quarter spending plan, this program will end the current fiscal year with a surplus of \$1.114 million in this account. The Community Release Program (halfway houses) provides for the placement of pre-release inmates and prospective pre-release inmates into community based residential facilities. Under the program, the DOC contracts with private vendors to provide certain specialized care for its inmates such as drug and alcohol abuse treatment. The program provides 2,642 bed spaces for eligible inmates.
- The Governor's FY 2018 budget recommends the elimination of funding for select county programs including the Essex County – Recidivism Pilot Program, (\$6 million), the Essex County Jail Substance Use Disorder Program (\$20 million) and Union County Inmate Rehabilitation Services (\$2.5 million).

## STATE PAROLE BOARD

- The State Parole Board (SPB) is recommended to receive \$61.27 million in Direct State Services funding in FY 2018, \$500,000 or 0.8 percent less than the FY 2017 adjusted appropriation of \$61.77 million. The SPB anticipates that it will supervise 15,717 parolees during FY 2018, 100 more than the number supervised during FY 2017.
- Grant in Aid funding is recommended to total \$35.9 million in FY 2018, the same level of funding as in FY 2017. Funding will support the following programs: Re-Entry Substance Abuse Program, \$7.9 million; Mutual Agreement Program, \$4.6 million; Community Resource Center Program, \$11.4 million; and Stages to Enhance Parolee Success Program, \$12 million. Budget evaluation data indicates that these programs will provide services to 7,400 parolees in FY 2018.

## Background Paper

- Inmate Population p. 14

**Fiscal and Personnel Summary**

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

	Expended FY 2016	Adj. Approp. FY 2017	Recom. FY 2018	Percent Change	
				2016-18	2017-18
<b>General Fund</b>					
Direct State Services	\$937,254	\$920,814	\$920,950	( 1.7%)	0.0%
Grants-In-Aid	103,590	109,861	103,161	( 0.4%)	( 6.1%)
State Aid	0	0	0		
Capital Construction	2,182	0	0	( 100.0%)	
Debt Service	0	0	0		
<b>Sub-Total</b>	<b>\$1,043,026</b>	<b>\$1,030,675</b>	<b>\$1,024,111</b>	<b>( 1.8%)</b>	<b>( 0.6%)</b>
<b>Property Tax Relief Fund</b>					
Direct State Services	\$0	\$0	\$0	0.0%	0.0%
Grants-In-Aid	0	0	0	0.0%	0.0%
State Aid	21,259	22,500	0	( 100.0%)	( 100.0%)
<b>Sub-Total</b>	<b>\$21,259</b>	<b>\$22,500</b>	<b>\$0</b>	<b>( 100.0%)</b>	<b>( 100.0%)</b>
<b>Casino Revenue Fund</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>0.0%</b>	<b>0.0%</b>
<b>Casino Control Fund</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>0.0%</b>	<b>0.0%</b>
<b>State Total</b>	<b>\$1,064,285</b>	<b>\$1,053,175</b>	<b>\$1,024,111</b>	<b>( 3.8%)</b>	<b>( 2.8%)</b>
<b>Federal Funds</b>	<b>\$4,456</b>	<b>\$9,021</b>	<b>\$8,805</b>	<b>97.6%</b>	<b>( 2.4%)</b>
<b>Other Funds</b>	<b>\$48,955</b>	<b>\$48,876</b>	<b>\$48,726</b>	<b>( 0.5%)</b>	<b>( 0.3%)</b>
<b>Grand Total</b>	<b>\$1,117,696</b>	<b>\$1,111,072</b>	<b>\$1,081,642</b>	<b>( 3.2%)</b>	<b>( 2.6%)</b>

**PERSONNEL SUMMARY - POSITIONS BY FUNDING SOURCE**

	Actual FY 2016	Revised FY 2017	Funded FY 2018	Percent Change	
				2016-18	2017-18
State	7,970	8,061	8,069	1.2%	0.1%
Federal	17	19	20	17.6%	5.3%
All Other	207	195	190	( 8.2%)	( 2.6%)
<b>Total Positions</b>	<b>8,194</b>	<b>8,275</b>	<b>8,279</b>	<b>1.0%</b>	<b>0.0%</b>

FY 2016 (as of December) and revised FY 2017 (as of January) personnel data reflect actual payroll counts. FY 2018 data reflect the number of positions funded.

**AFFIRMATIVE ACTION DATA**

Total Minority Percent					
Department of Corrections	45.9%	46.4%		---	---
State Parole Board	29.4%	29.6%		---	---

**Significant Changes/New Programs (\$000)**

<u>Budget Item</u>	<u>Adj. Approp.</u> <u>FY 2017</u>	<u>Recomm.</u> <u>FY 2018</u>	<u>Dollar</u> <u>Change</u>	<u>Percent</u> <u>Change</u>	<u>Budget</u> <u>Page</u>
<b>DEPARTMENT OF CORRECTIONS</b>					
<b>DIRECT STATE SERVICES</b>					
<b>TOTAL PERSONAL SERVICES</b>					
<b>Detention and Rehabilitation</b>	<b>\$503,436</b>	<b>\$508,307</b>	<b>\$ 4,871</b>	<b>1.0%</b>	<b>D-71</b>
<b>System-Wide Program Support</b>	<b>\$42,647</b>	<b>\$41,316</b>	<b>(\$1,331)</b>	<b>( 3.1%)</b>	<b>D-73</b>
<b>Central Planning, Direction and Management</b>	<b>\$13,381</b>	<b>\$12,863</b>	<b>(\$ 518)</b>	<b>( 3.9%)</b>	<b>D-78</b>
<b>TOTAL</b>	<b>\$559,464</b>	<b>\$562,486</b>	<b>\$ 3,022</b>	<b>.5%</b>	

The FY 2018 recommendation provides an increase of about \$4.9 million for institutional personal services, and reductions in funding for both System-wide Program Support and central administration for a net increase of about \$3 million. Institutional appropriations reflect an increase of \$18.085 million for Mid-State Correctional Facility to fund salaries for a full year of operations at the newly renovated facility, which is anticipated to open during the spring of 2017 as a drug treatment facility. Salary funding for all other institutions combined decreases by \$13.2 million, primarily reflecting the shift of inmates back to Mid-State. The largest reduction affects Bayside State Prison, where personal services funding decreases by \$4.67 million and where the department intends to close its 250 bed Ancora wing. Other significant institutional reductions include: Southern State Prison (\$2.52 million); Albert C. Wagner Youth Correctional Facility (\$2.49 million); Mountainview Youth Correctional Facility (\$1.89 million); Garden State Youth Correctional Facility (\$1.43 million); and Northern State Prison (\$915,000); According to the DOC, personal services funding would have increased even more except for the elimination of \$1.3 million from central administration and institutional budgets, a total that comprises the cost of positions that the department will leave vacant during FY 2018.

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

<u>Budget Item</u>	<u>Adj. Approp. FY 2017</u>	<u>Recomm. FY 2018</u>	<u>Dollar Change</u>	<u>Percent Change</u>	<u>Budget Page</u>
<b>MATERIALS AND SUPPLIES</b>					
<b>Detention and Rehabilitation</b>	\$58,920	\$57,826	(\$1,094)	( 1.9%)	D-71
<b>System-Wide Program Support</b>	\$1,169	\$1,544	\$ 375	32.1%	D-73
<b>Central Planning, Direction and Management</b>	\$583	\$583	\$ 0	—	D-78
<b>TOTAL</b>	<b>\$60,672</b>	<b>\$59,953</b>	<b>(\$ 719)</b>	<b>( 1.2%)</b>	

Materials and Supplies appropriations primarily fund fuel, food, clothing and utilities costs. Institutional appropriations decline by a total of \$2.4 million at five institutions: Bayside State Prison (\$789,000) which will be closing a wing housing 250 inmates at Ancora State Hospital; Mountainview Youth Correctional Facility (\$509,000); Garden State Youth Correctional Facility (\$412,000); Southern State Prison (\$371,000); and South Woods State Prison (\$287,000). These reductions are offset by an increase of \$1.274 million for Mid-State Correctional Facility which is scheduled to reopen during calendar year 2017 as a drug treatment center for State sentenced prison inmates. The increase in System-Wide Program Support appears to be intended to fund clothing and medical support.

**ADDITIONS,  
IMPROVEMENTS  
AND EQUIPMENT**

<b>Detention and Rehabilitation</b>	\$1,150	\$1,150	\$ 0	—	D-71
<b>System-Wide Program Support</b>	\$1,135	\$1,051	(\$ 84)	( 7.4%)	D-73
<b>Central Planning, Direction and Management</b>	\$3,693	\$2,651	(\$1,042)	( 28.2%)	D-78
<b>TOTAL</b>	<b>\$4,828</b>	<b>\$3,702</b>	<b>(\$1,126)</b>	<b>( 23.3%)</b>	

According to the Office of Management and Budget, the recommended reductions in these accounts reflect the retirement of line of credit financing by the department for prior equipment purchases.



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

<u>Budget Item</u>	<u>Adj. Approp. FY 2017</u>	<u>Recomm. FY 2018</u>	<u>Dollar Change</u>	<u>Percent Change</u>	<u>Budget Page</u>
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**DETENTION AND REHABILITATION**

**Special Purpose:**

**Mid-State Licensed**

**Drug Treatment**

**Program**

<b>\$2,000</b>	<b>\$4,000</b>	<b>\$ 2,000</b>	<b>100.0%</b>	<b>D-71</b>
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The FY 2018 recommendation would provide full year funding for the Mid-State Licensed Drug Treatment program. Mid-State was de-populated and closed for renovation in 2014, and is scheduled to be re-opened in the spring of 2017. It will be operated as a drug treatment center providing a Substance Use Disorder (SUD) Program licensed by the Department of Human Services' Division of Mental Health and Addiction Services. The department has contracted with Gateway Foundation, Inc. for the provision of in-prison treatment services for offenders with substance use disorders involving alcohol or drugs. The treatment program will only be offered at the Mid-State Correctional Facility for Males (696 treatment beds) and the Edna Mahan Correctional Facility for Females (65 treatment beds). The contract has a five-year term which may be extended for a total of up to three years. News reports cited a DOC spokesperson in stating that over the contract's initial five-year term the Gateway Foundation would be paid \$29.2 million in total.

**FEDERAL FUNDS**

**Institutional Care and**

**Treatment**

<b>\$198</b>	<b>\$283</b>	<b>\$ 85</b>	<b>42.9%</b>	<b>D-71</b>
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The increase in funding reflects additional funds awarded under the Federal Neglected and Delinquent program for Garden State Youth Correctional Facility (\$49,000), and Mountainview Youth Correctional Facility (\$36,000).

Under the Federal Elementary and Secondary Education Act, states receive formula funds based on the number of children in State-operated institutions and per-pupil educational expenditures. The goals of the program are to: improve educational services for these children so they have the opportunity to meet challenging State academic content and achievement standards; provide services to successfully transition them from institutionalization to further schooling or employment; prevent at-risk youth from dropping out of school; and provide dropouts and children and youth returning from correctional facilities with a support system to ensure their continued education.

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

<u>Budget Item</u>	<u>Adj. Approp.</u> <u>FY 2017</u>	<u>Recomm.</u> <u>FY 2018</u>	<u>Dollar</u> <u>Change</u>	<u>Percent</u> <u>Change</u>	<u>Budget</u> <u>Page</u>
<b>ALL OTHER FUNDS</b>					
<b>Administration and Support Services</b>	<b>\$19,929</b>	<b>\$19,780</b>	<b>(\$ 149)</b>	<b>( .7%)</b>	<b>D-71</b>

The Inmate Canteen accounts for all of the facilities are expected to decline from \$14.788 million in FY 2017 to \$14.639 million in FY 2018, a decrease of \$149,000. In addition, the anticipated receipts for the South Woods State Prison Central Food Production program are expected to total \$5.141 million in FY 2018, the same as in FY 2017.

**SYSTEM-WIDE PROGRAM SUPPORT**

**Special Purpose:  
Mutual Agreement  
Program**

<b>\$1,162</b>	<b>\$0</b>	<b>(\$1,162)</b>	<b>( 100.0%)</b>	<b>D-73</b>
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The Governor’s FY 2018 Budget recommendation notes that the Mutual Agreement Program (MAP) will be discontinued in FY 2018 (page D-63) resulting in a decrease in 40 bed spaces in the MAP program. According to the DOC, the MAP program provides licensed substance use disorder treatment services in secure facilities and filled a void prior to the department offering of licensed services. With both Mid-State and Edna Mahan providing licensed substance use disorder treatment services, the department has determined that MAP beds are no longer required.

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. MAP facilities provide a highly structured therapeutic environment, which introduces intensive therapy for behavioral and psychological problems related to addiction. Therapeutic treatment activities include group and individual counseling; cognitive behavioral intervention; encounter and peer group interaction; family counseling; life skills training; relapse prevention and drug testing, all with the purpose of behavior modification.

Grant-in-Aid funding for the MAP in the amount of \$4.618 million is included in the State Parole Board’s budget, the same level as in FY 2017 (Page D-76).

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

<u>Budget Item</u>	<u>Adj. Approp. FY 2017</u>	<u>Recomm. FY 2018</u>	<u>Dollar Change</u>	<u>Percent Change</u>	<u>Budget Page</u>
<b>GRANTS IN AID Purchase of Services for Inmates Incarcerated in County Penal Facilities</b>	<b>\$2,020</b>	<b>\$1,820</b>	<b>(\$ 200)</b>	<b>( 9.9%)</b>	<b>D-73</b>

The FY 2018 reduction in this account represents the continuing decline in reliance on county facilities to house State sentenced inmates. According to the department’s FY 2017 second quarter spending plan, the department will end the year with a surplus of \$583,000 in this account. FY 2018 budget evaluation data (page D-72) indicates that the department anticipates housing 175 State sentenced inmates in county correctional facilities, the same number as in FY 2017.

<b>Purchase of Community Services</b>	<b>\$65,959</b>	<b>\$65,459</b>	<b>(\$ 500)</b>	<b>( .8%)</b>	<b>D-73</b>
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According to the department’s second quarter spending plan, this program will end the current fiscal year with a surplus of \$1.114 million in this account, so the proposed reduction removes excess funding. The Community Release Program (halfway houses) provides for the placement of pre-release inmates and prospective 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. The program will provides 2,642 bed spaces for eligible inmates in FY 2018, the same number as that provided in FY 2017.

<b>Essex County – Recidivism Pilot Program</b>	<b>\$6,000</b>	<b>\$0</b>	<b>(\$6,000)</b>	<b>( 100.0%)</b>	<b>D-73</b>
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Grants-in-Aid funding for the Essex County Recidivism Pilot program has not been recommended for FY 2018. The program was implemented in FY 2016 with an appropriation of \$5 million. The Legislature increased this funding to \$6 million in FY 2017 during the FY 2017 appropriations process. According to the department, “due to the continual decline in the inmate population and other cost-effective alternatives for rehabilitation, the department exercised its option to terminate the Pilot Program in March 2017.”

The pilot program “Staying Connected,” was designed to assist inmates about to be released from incarceration with coordinated services to assist their reintegration into the community. The program provides integrated services from various agencies and departments including: needs assessment, educational services, employment, healthcare, identification, housing, anger management and life skills training. The goal of the program is to eliminate barriers that prevent ex-offenders from successfully transitioning back in their communities upon release, thus reducing recidivism. It is unclear whether the county will continue “Staying Connected” in the absence of the State grant.

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

<u>Budget Item</u>	<u>Adj. Approp. FY 2017</u>	<u>Recomm. FY 2018</u>	<u>Dollar Change</u>	<u>Percent Change</u>	<u>Budget Page</u>
<b>STATE AID Essex County – County Jail Substance Use Disorder Programs (PTRF)</b>	<b>\$20,000</b>	<b>\$0</b>	<b>(\$20,000)</b>	<b>( 100.0%)</b>	<b>D-73</b>

This program, which was previously budgeted in the Department of Human Services, Division of Addiction Services, was transferred to the Department of Corrections during FY 2010. It is not recommended for continuation in FY 2018. The appropriation defrayed the county's cost of diverting county inmates to private residential treatment facilities. It is unclear what the impact of this reduction would be on the provision of substance abuse programs to county inmates. The Executive explains that eliminating funding for Essex County's programs is in the interest of Statewide parity and notes the increase in State funding for other programs that target substance use disorders.

<b>Union County Inmate Rehabilitation Services (PTRF)</b>	<b>\$2,500</b>	<b>\$0</b>	<b>(\$2,500)</b>	<b>( 100.0%)</b>	<b>D-73</b>
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This program which was previously budgeted in the Department of Human Services, Division of Addiction Services budget was transferred to the Department of Corrections during FY 2010. It is not recommended for continuation in FY 2018. The appropriation defrayed the county's cost of diverting county inmates to private residential treatment facilities. It is unclear what the impact of this reduction would be on the provision of inmate substance abuse programs to county inmates. The Executive's explanation for elimination of this funding is the same as above for Essex County. The department only distributed about \$1.2 million of this aid to Union County in FY 2016 and intends to distribute about \$1.4 million in FY 2017.

**PAROLE**

<b>Salaries and Wages</b>	<b>\$39,085</b>	<b>\$38,257</b>	<b>(\$ 828)</b>	<b>( 2.1%)</b>	<b>D-76</b>
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According to the State Parole Board, the FY 2018 recommendation includes a reduction of \$358,000 due to staff attrition. The remaining \$470,000 was eliminated from the budget to reflect current spending and staffing levels. The decrease is allocated across the Division of Parole (-\$66,000), the State Parole Board (-\$339,000) and Administration and Support Services (-\$423,000). The number of funded positions for FY 2017 is 24 above the level the State Parole Board funded in FY 2018.

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

<u>Budget Item</u>	<u>Adj. Approp. FY 2017</u>	<u>Recomm. FY 2018</u>	<u>Dollar Change</u>	<u>Percent Change</u>	<u>Budget Page</u>
<b>SPECIAL PURPOSE Supervision, Surveillance, and Gang Suppression Program</b>	<b>\$1,481</b>	<b>\$1,339</b>	<b>(\$ 142)</b>	<b>( 9.6%)</b>	<b>D-76</b>

According to the State Parole Board, the FY 2018 reduction reflects anticipated savings due to staff attrition. Budget evaluation data indicates that the number of parolees supervised under this program would increase from 500 in FY 2017 to 515 in FY 2018.

<b>Sex Offender Management Unit</b>	<b>\$11,224</b>	<b>\$11,694</b>	<b>\$ 470</b>	<b>4.2%</b>	<b>D-76</b>
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Budget evaluation data indicates that the population within this unit would increase from 5,475 in FY 2017 to 5,505 in FY 2018 an increase of 30 participants. The increase is intended to add salary resources to make up for current year underfunding.

<b>FEDERAL FUNDS Parole</b>	<b>\$1,000</b>	<b>\$500</b>	<b>(\$ 500)</b>	<b>( 50.0%)</b>	<b>D-77</b>
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The FY 2018 recommended budget indicates that funding totaling \$500,000 for the Federal Re-Entry initiative has been discontinued. The program, which received funding during FY 2017, will continue operations during FY 2018 with the current funding.

The recommended budget includes \$500,000 in anticipated funding for the Smart Supervision grant. The Smart Supervision Program provides grants and assistance to develop and implement evidence-based probation and parole practices that more effectively address individuals' needs, improve supervision success rates and reduce recidivism.

**CENTRAL PLANNING, DIRECTION AND MANAGEMENT**

<b>FEDERAL FUNDS Administration and Support Services</b>	<b>\$1,320</b>	<b>\$1,497</b>	<b>\$ 177</b>	<b>13.4%</b>	<b>D-79</b>
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Anticipated FY 2018 federal funding includes the following programs:

- The Adult Basic Skills program is projected to receive \$1.138 million in FY 2018, \$119,000 more than the amount received in FY 2017. The Adult Basic Skills program provides educational opportunities to adults sixteen and older, not currently enrolled in school, who lack a high school diploma or the basic skills to function effectively in the workplace or their daily lives.

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

<u>Budget Item</u>	<u>Adj. Approp.</u> <u>FY 2017</u>	<u>Recomm.</u> <u>FY 2018</u>	<u>Dollar</u> <u>Change</u>	<u>Percent</u> <u>Change</u>	<u>Budget</u> <u>Page</u>
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- Indirect cost recoveries from the Title I Neglected and Delinquent program are projected at \$198,000 in FY 2018, \$58,000 more than the \$140,000 expected in FY 2017. The federal Title I Neglected and Delinquent program provides formula grants to State educational agencies for supplementary education services to help provide education continuity for children and youth in state-run institutions for juveniles and in adult correctional institutions, so that these youth can make successful transitions to school or employment once they are released from state institutions.
- Vocational Educational funding under the Perkins Act is projected at \$161,000 in FY 2018, the same amount as in FY 2017. The program provides grant funds to develop, expand, improve, and modernize vocational education programs for inmates, so that when released they possess skills better matched to employer needs.

## Significant Language Changes

There are no significant language changes for the Department of Corrections and State Parole Board in FY 2018.

EXPLANATION: FY 2017 language not recommended for FY 2018 denoted by strikethrough.  
Recommended FY 2018 language that did not appear in FY 2017 denoted by underlining.

## Background Paper: Inmate Population

### Summary

New Jersey's adult and young adult State prison population steadily increased through the 1980's and into the 1990's. Commencing with the year 2000, prison population growth abated as inmate populations decreased, providing some relief to the Department of Corrections (DOC). Concurrently, the makeup of the prison population began shifting from primarily violent offenders to primarily non-violent offenders with an increasing number of drug offenders. Recent increases in alternatives to incarceration, drug treatment and parole programs have reversed this trend and violent offenders are again the major population cohort within the State's prisons. The imposition of mandatory minimum sentences has also resulted in an increase in the number of inmates who are 50 years of age or older, which may be the beginning of a trend toward a more elderly prison population.

The FY 2009 closure of Riverfront State Prison has highlighted the State's focus on reducing the State prison population in favor of lower cost alternatives to incarceration and expanded parole programs. The imposition of the drug court program, expanded parole programs and other alternatives to incarceration have contributed to the reduction in the State's prison population and the number of drug offenders sentenced to a custodial term.

The decline in the State sentenced prison population has provided the department with the flexibility to close facilities and to shift inmates among facilities in order to perform facility renovations. During FY 2015, the department began this process by transferring all inmates from Mid-State Correctional Facility to other institutions within the DOC to allow for the complete renovation of that facility. Upon the completion of the work at Mid-State, the department has plans to re-open it as a drug treatment facility in the spring of 2017. In FY 2018 the department anticipates the closure of 250 bed spaces located at a satellite wing of Bayside State Prison at Ancora State Hospital.

### Introduction

The DOC is responsible for custody, care, discipline, training and treatment of persons committed to State correctional institutions, as well as for those individuals under community supervision or on parole.

The department has under its jurisdiction 13 institutions: one reception center, eight housing adult male offenders, one of which is dedicated to the treatment and rehabilitation of sex offenders, and another designated as a drug treatment facility (to be opened in 2017); one housing adult female offenders; and three housing youthful offenders. Additionally, the department is responsible for housing offenders who have completed their term of incarceration but who have been classified as sexually violent predators, are considered to be a danger to the public and have been involuntarily committed to a separate facility specifically designated for this population. While the Department of Corrections is responsible for housing and providing security for these individuals, they are not considered inmates. The Department of Human Services is responsible for treatment services.

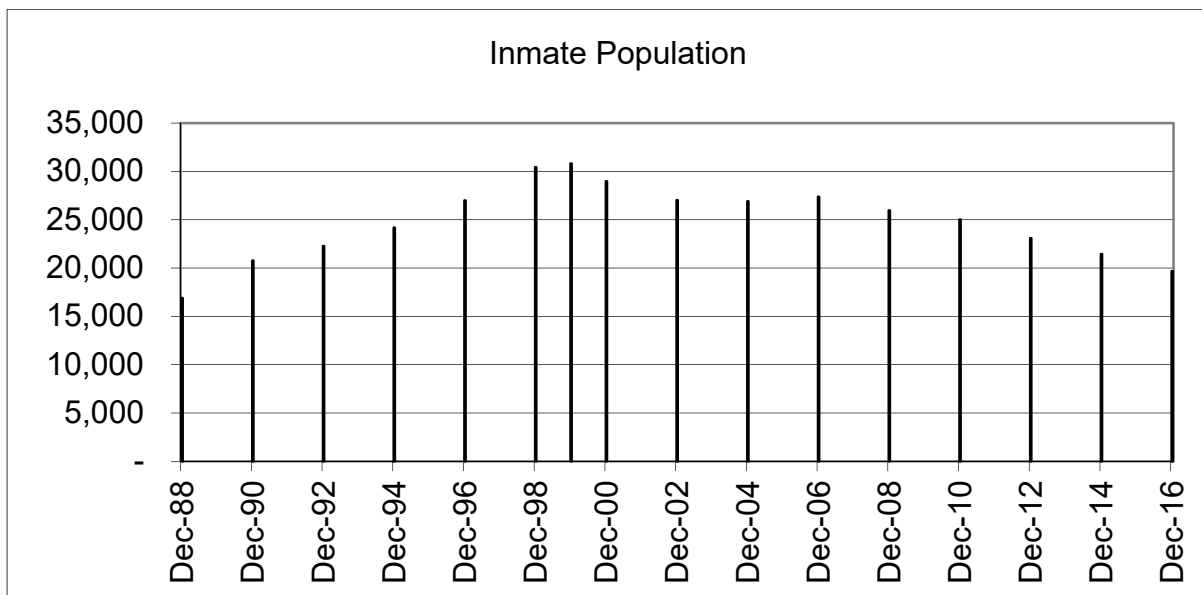
In addition to the State-run institutions, the Department of Corrections houses inmates in county jails and in various alternatives to incarceration. These placements serve two functions: to prevent overcrowding within the State operated facilities, and to provide various treatment and educational services to State sentenced inmates to help smooth the transition back to society at the end of the inmate's term of incarceration.



## Background Paper: Inmate Population (Cont'd)

### Prison Population Changes

The following chart tracks the number of inmates in the State's custody from the late 1980's through 2016. On December 31, 1988, the Department of Corrections housed 16,896 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 more than doubled, totaling 30,818. On December 31, 2016 the State sentenced prison population totaled 19,672 inmates, 11,146 inmates fewer than the number housed in 1999, a decline of about 36.2 percent, but still about 16.4 percent more inmates than those housed in 1988.



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

The inmate population growth during the 1990's was due primarily to the enactment of various laws that prescribed 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 reductions in the State sentenced prison population after 2000 can be attributed to the Division of Parole's expansion of various alternatives to incarceration and its efforts to increase staff to facilitate the reduction of backlog of inmates awaiting parole hearings. The Statewide expansion of the Drug Court program and the Judiciary's Intensive Supervision program have also contributed to the reduction in the State prison population. The enactment of P.L.2012, c.23 which provides for the phased in implementation of mandatory drug court for drug offenders will likely contribute to further reduction of drug offenders housed in the State correctional facilities and the overall number of inmates in the State prison system.

## Background Paper: Inmate Population (Cont'd)

According to the Administrative Office of the Courts a total of 4,760 offenders have successfully completed the drug court program since 2002. The re-arrest rate in New Jersey for drug court graduates for indictable crimes within three years of graduation is currently 19 percent. The re-conviction rate in New Jersey for drug court graduates within three years of graduation for new indictable crimes totals 7.1 percent. This compares to 2011 data provided by the NJ Department of Corrections in conjunction with the State Parole Board and the Juvenile Justice Commission indicating that the overall re-arrest rate for DOC inmates within three years of release totaled 52.7 percent, and a re-conviction rate totaled 39.8 percent (Release Outcome 2011: A Three-Year Follow-up).

The decline in the State sentenced prison population has provided the department with the flexibility to shift inmates among facilities in order to undertake renovations. During FY 2015, the department began this process by transferring all inmates from Mid-State Correctional Facility to other institutions within the DOC to allow for the complete renovation of that facility. Upon the completion of renovations to Mid-State, the department plans to re-open it as a drug treatment facility in 2017. In addition, the department plans to close about 250 bed spaces at Bayside State Prison satellite wing located at Ancora State Hospital in FY 2018.

### Offender Characteristics

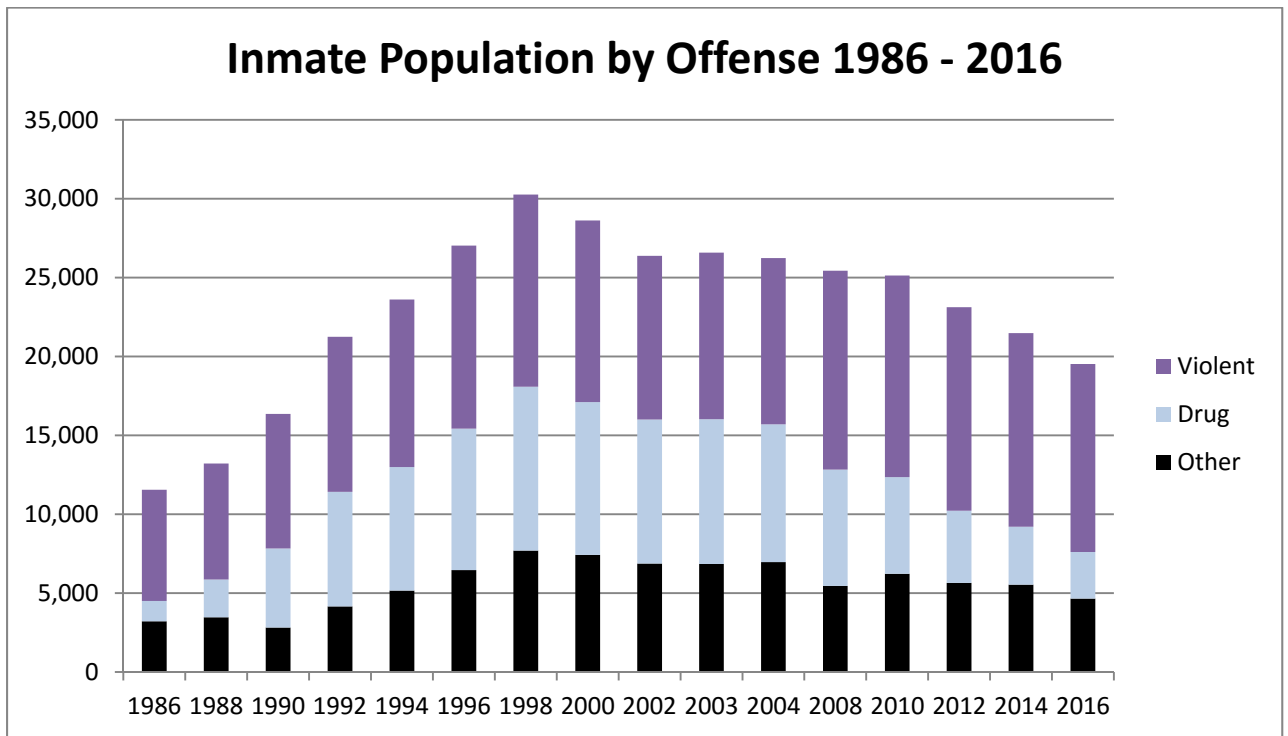
Over time, the makeup of the State sentenced prison population began to show a disproportionate increase in the number of drug offenses over the increase in violent crime. For example on December 31, 1986, a total of 11 percent of the State prison population were drug offenders. Another 61 percent were convicted of violent crimes, while the remaining 28 percent were convicted of all other types of crimes. In January, 1998 drug offenders accounted for 34 percent of the total prison population, the proportion of violent offenders declined to 40 percent, and those convicted of other offenses totaled 26 percent of the inmate population.

After rising significantly from 1986 to 1998, the number of imprisoned drug offenders began to decline as a result of the State's use of alternative programs such as drug court, which provides treatment rather than incarceration for non-violent drug offenders. The enactment of P.L.2012, c.23, expanding mandatory drug courts Statewide over five years may contribute to future reductions in the drug offender population.

As of December 2016, the number of inmates convicted of violent crimes has risen back to 61 percent of the State sentenced prison population. Another 15 percent of the State prison population were drug offenders and the remaining 24 percent were convicted of all other types of crimes. The number of offenders incarcerated for drug offenses is now only 32 percent of the peak reached in 1998 and is approaching levels that pre-date the criminal code and sentencing revisions that caused the population to surge in the 1990's

The following chart illustrates to makeup of the State sentenced prison population by offense.

**Background Paper: Inmate Population (Cont'd)**



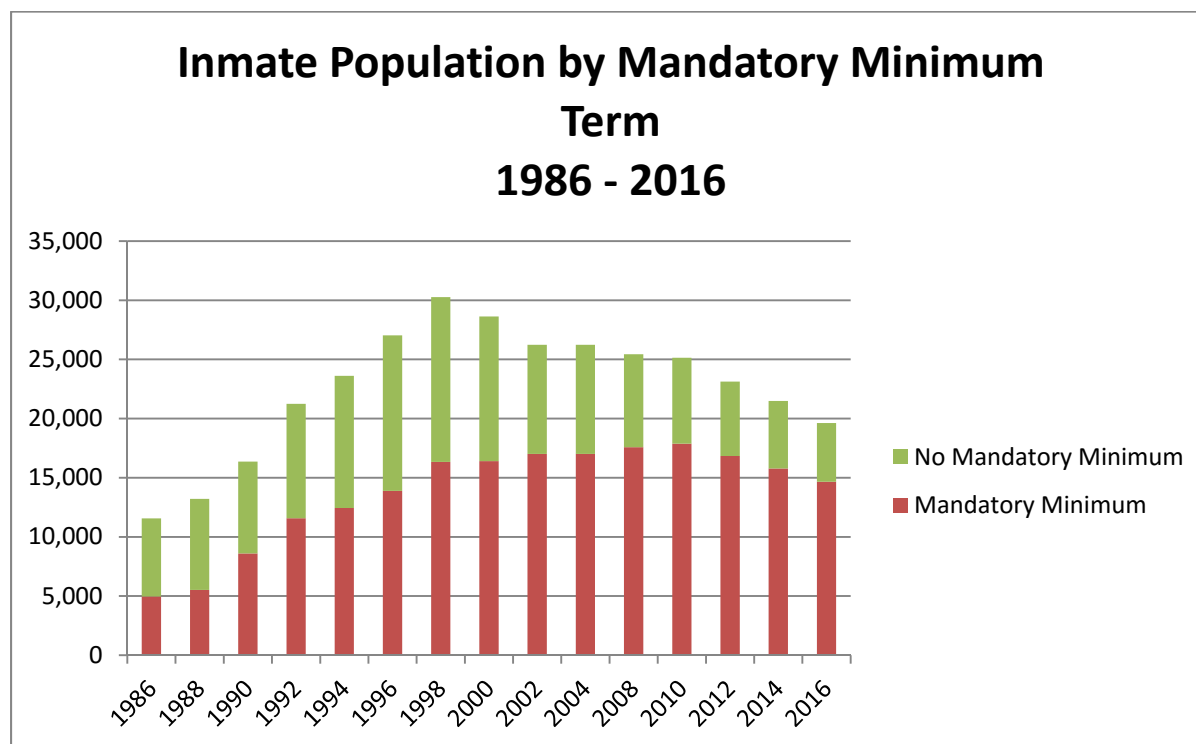
Source: New Jersey Department of Corrections, "Offender Characteristics Report", issued by the Division of Policy Analysis and Planning.

**Mandatory Minimum Sentences**

During the 1980's and into the 1990's, the Legislature's efforts to reduce and punish crime in New Jersey included enacting statutes imposing mandatory minimum sentences on individuals convicted of certain crimes. 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 1987, the number of inmates serving mandatory minimum terms generally grew at a greater pace than the total number of inmates in the correctional population. Since 1998 the number serving non-mandatory minimum sentences has declined steeply. In 1986, about 43 percent of the State's total adult population was serving mandatory minimum terms. By 2016 this proportion totaled 75 percent of the inmate population. One factor contributing to the increasing percentage of inmates serving mandatory minimum terms is the State's focus on making alternative to incarceration programs available to those offenders convicted of offenses not requiring mandatory sentencing, thus decreasing this portion of the population.

**Background Paper: Inmate Population (Cont'd)**



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

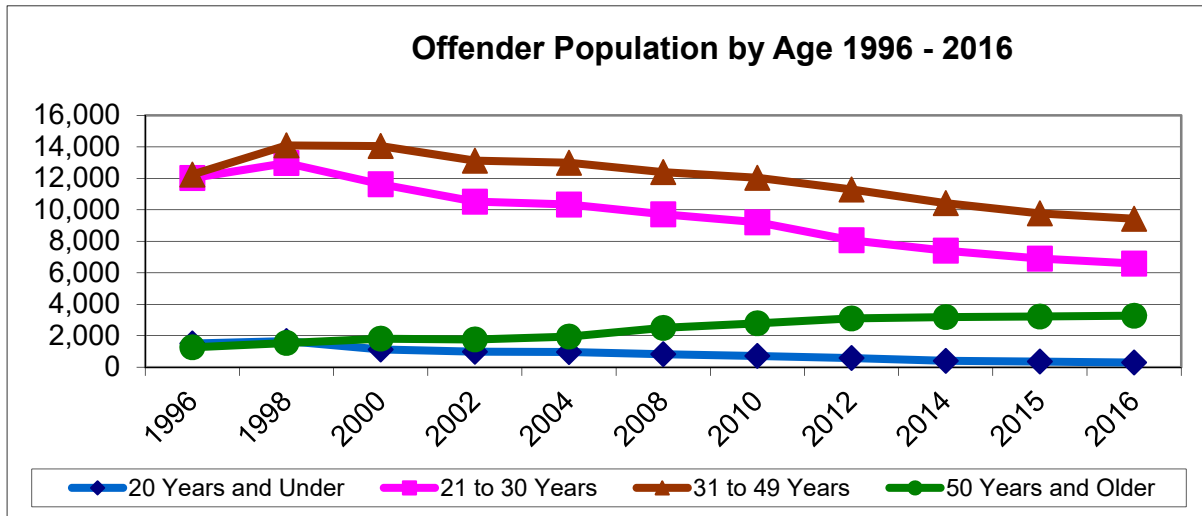
**Aging Prison Population**

While the size of the State’s prison population declined over the past 17 years, mandatory minimum sentences have contributed to demographic shifts within this population. Absent parole opportunities for offenders serving mandatory minimum sentences, their longer prison stays have resulted in an increase in the number of inmates who are more than 50 years of age.

According to the New Jersey Department of Corrections’ Offender Characteristics Reports, on December 31, 1992 the number of offenders aged between 21 to 30 years old, the largest sector of the prison population at that time, totaled 10,431 inmates, or 49.1 percent of the prison population. Inmates aged 50 years and over totaled only 894, or 4.2 percent of the population. By December, 2016, demographics shifted such that the largest population group included inmates ranging in age from 31 to 49 years of age, totaling 9,429 individuals, or 48.2 percent of the State prison population. The number of 21 to 30 year old offenders totaled 6,584 or 33.6 percent of the prison population and the number of offenders age 50+ totaled 3,269 inmates or 16.7 percent of the prison population. Inmates aged less than 20 years old totaled 295, or 1.5 percent of the State prison population.

The following chart illustrates the trend toward an older prison population. Within an overall population decline, the number and proportion of inmates aged 31 through 49 has become the largest age cohort. The offender population 50 years of age and older is the only of these four age cohorts to have increased in the past decade.

**Background Paper: Inmate Population (Cont'd)**



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

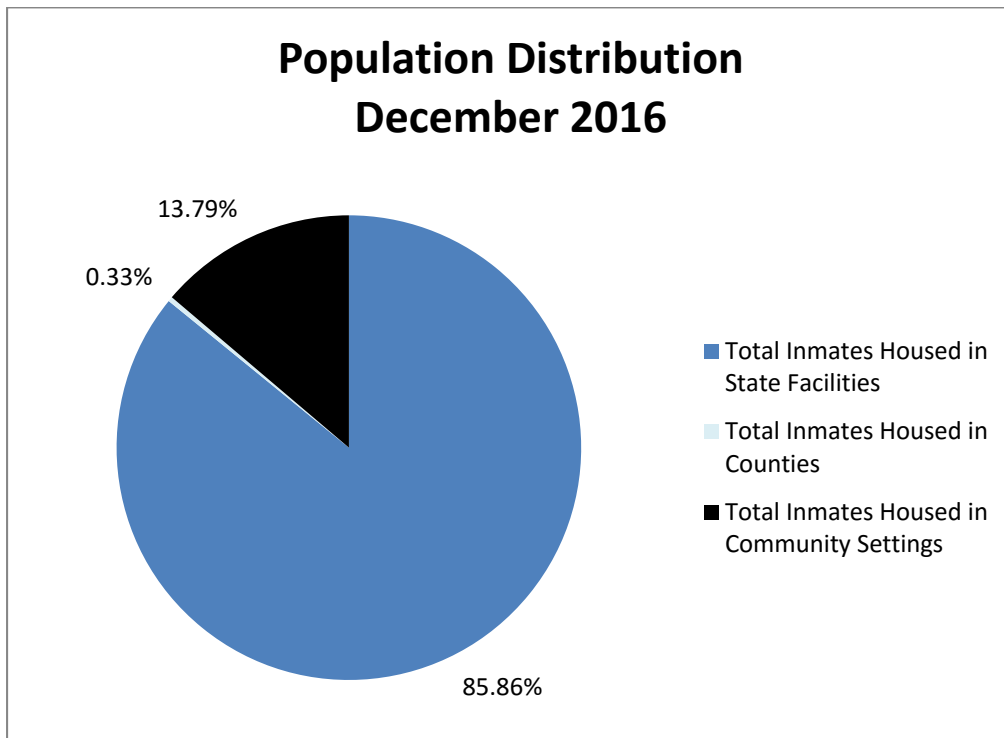
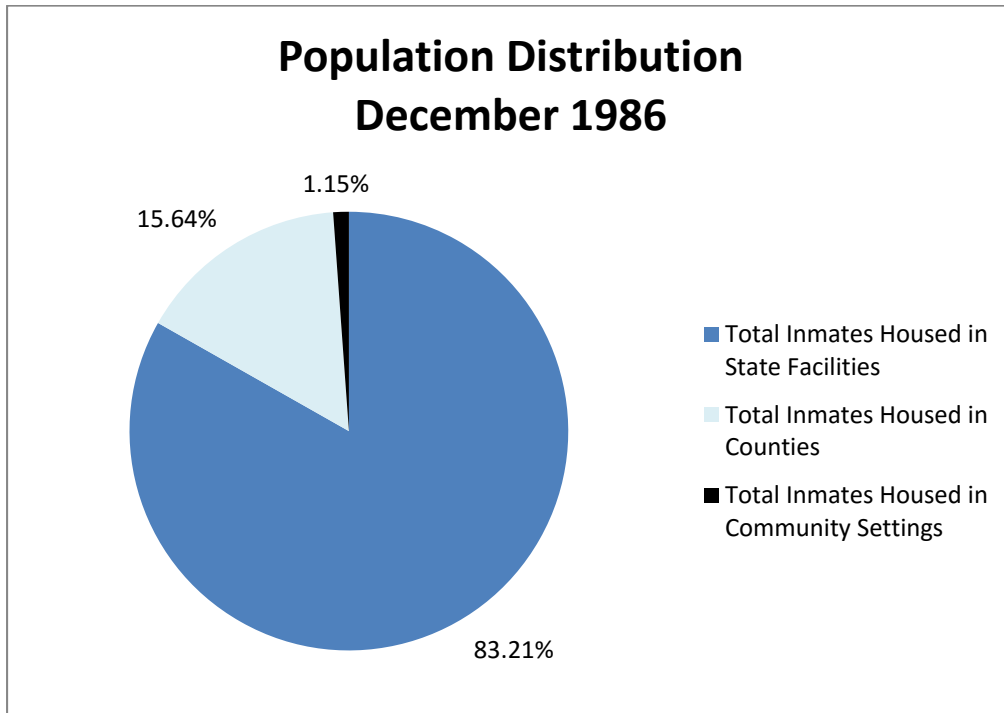
**Alternative Housing Options**

As the DOC’s prison population grew during the 1980’s and 1990’s, the department faced the task of acquiring secure housing to meet its mandate to house the State’s convicted offenders. In response, the DOC enlisted county jails and expanded its use of community based halfway houses and treatment facilities and various alternatives to incarceration. More recently, the department has placed more reliance on halfway house alternatives than on county facilities as a housing option. County jails remain one facet of the department's overall housing strategy but have become significantly less important.

In December 1986, while 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 settings (which includes both community based treatment centers and alternatives to incarceration). In December 2016, the number of State sentenced inmates totaled 19,672. The number housed in State facilities totaled 16,890 inmates, comprising 85.9 percent of the prison population. The number of county placements dwindled to 69 (0.35 percent), and the number of community placements totaled 2,713 (13.8 percent). The increasing use of community placements reflects the State’s attempt during the past several years to reduce the number of inmates housed in the counties as well as an effort to expand the use of alternatives to incarceration. In FY 2018, the State projects that the number of inmates housed in county jails will total 175, while community placements are estimated to total 2,642. Still, the vast majority of inmates will reside in State facilities (16,994), the most expensive form of confinement.

The following charts illustrate the shift in the use of county facilities and the department's increasing reliance on community based alternatives to incarceration.

**Background Paper: Inmate Population (Cont'd)**



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

## OFFICE OF LEGISLATIVE SERVICES

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Individuals wishing information and committee schedules on the FY 2018 budget are encouraged to contact:

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