



ANALYSIS OF THE NEW JERSEY BUDGET

**DEPARTMENT OF CORRECTIONS
STATE PAROLE BOARD**

FISCAL YEAR

2005 - 2006

NEW JERSEY STATE LEGISLATURE

SENATE BUDGET AND APPROPRIATIONS COMMITTEE

Wayne R. Bryant (D), 5th District (Parts of Camden and Gloucester), *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)
Thomas H. Kean, Jr. (R), 21st District (Parts of Essex, Morris, Somerset and Union)
Bernard F. Kenny, Jr. (D), 33rd District (Part of Hudson)
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)

GENERAL ASSEMBLY BUDGET COMMITTEE

Louis D. Greenwald (D), 6th District (Part of Camden), *Chairman*
William D. Payne (D), 29th District (Parts of Essex and Union), *Vice-Chairman*
Francis J. Blee (R), 2nd District (Part of Atlantic)
Joseph Cryan (D), 20th District (Part of Union)
Linda R. Greenstein (D), 14th District (Parts of Mercer and Middlesex)
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)
Joseph Vas (D), 19th District (Part of Middlesex)
Bonnie Watson Coleman (D), 15th District (Part of Mercer)

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).

DEPARTMENT OF CORRECTIONS AND STATE PAROLE BOARD

Budget Pages..... C-9, C-14, C-16, C-23, C-31, C-33,
D-53 to D-71, D-448, E-2, G-1 to
G-2, H-38, H-40, H-72, H-73, H-
74

Fiscal Summary (\$000)

	Expended FY 2004	Adjusted Appropriation FY 2005	Recommended FY 2006	Percent Change 2005-06
State Budgeted	\$941,961	\$1,018,645	\$1,033,444	1.5%
Federal Funds	25,583	6,845	10,265	50.0%
<u>Other</u>	<u>57,752</u>	<u>53,151</u>	<u>53,052</u>	<u>(0.2)%</u>
Grand Total	\$1,025,296	\$1,078,641	\$1,096,761	1.7%

Personnel Summary - Positions By Funding Source

	Actual FY 2004	Revised FY 2005	Funded FY 2006	Percent Change 2005-06
State	9,626	9,686	9,707	0.2%
Federal	35	34	41	20.6%
<u>Other</u>	<u>390</u>	<u>403</u>	<u>401</u>	<u>(0.5)%</u>
Total Positions	10,051	10,123	10,149	0.3%

FY 2004 (as of December) and revised FY 2005 (as of September) personnel data reflect actual payroll counts. FY 2006 data reflect the number of positions funded.

Introduction

The Department of Corrections (DOC) is responsible for custody, care, discipline, training and treatment of persons committed to State correctional institutions. The State Parole Board is responsible for those individuals who are released from State prison and are subject to parole or community supervision. DOC provides rehabilitative programs, training and educational opportunities for its inmates. The department also cooperates with the other law enforcement agencies of the State to encourage a more unified system of criminal justice.

The department has under its jurisdiction fourteen institutions: nine housing adult male offenders, one facility dedicated to the treatment and rehabilitation of male sex offenders; one

Introduction (Cont'd)

housing adult female offenders; three facilities housing youthful offenders; and one central reception and intake facility. Additionally, the department is responsible for housing offenders who have completed their term of incarceration but who have been classified as sexually violent predators and are considered to be a danger to the public and have been involuntarily committed to a State operated facility. While the Department of Corrections is responsible for housing and providing security for these individuals, the Department of Human Services is responsible for treatment services.

P.L.2001, c.79 (N.J.S.A. 30:4-123.47c) transferred the Bureau of Parole and Community Programs and its responsibilities from the Department of Corrections to the State Parole Board. The State Parole Board determines when and under what conditions inmates are released on parole or returned to prison in the case of parole violations, and is responsible for supervising parolees in the community and those released to halfway houses. It operates independently of the Department of Corrections, but is included in the department's budget for organizational purposes.

The Department of Corrections' budget is largely governed by the number of inmates that are committed to its care. The number of inmates and their length of stay are determined primarily by statutes which prescribe the penalties for various crimes, and the courts which hand down these penalties during the sentencing process. On the other end of the process, the Parole Board determines if and when an inmate who becomes eligible for parole should be released prior to the completion of the inmate's full sentence.

Key Points

- ! According to the Department of Corrections' monthly summary of residents, admissions and releases, as of January 31, 2005, there were 26,810 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 2006.
- ! According to the FY 2006 budget evaluation data, with an average projected population level of 23,459 inmates housed in State operated facilities, the State prisons are expected to operate at 135 percent of their rated capacity of 17,324 bed spaces in FY 2006. 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 23,459 are housed in county correctional facilities and halfway houses.

DIRECT STATE SERVICES

- ! The Department of Corrections' and the State Parole Board's combined FY 2006 Direct State Services recommendations total \$913.9 million, which is \$9.4 million or 1 percent more than the FY 2005 adjusted appropriation of \$904.5 million. Funding for institutional operations is recommended at \$753.5 million, totaling \$7.3 million or 1 percent more than the FY 2005 adjusted appropriation of \$746.2 million.

DEPARTMENT OF CORRECTIONS

Key Points (Cont'd)

- ! The FY 2006 recommendation for the Department of Corrections includes an increase of \$5.2 million in the institutional operating accounts and \$2.6 million in the System Wide account to fund the recently negotiated medical services contract. Medical services have been provided to Department of Corrections inmates through Correctional Medical Services (CMS), a third party provider, since the privatization of inmate medical services in FY 1996. The current contract with CMS covers medical and dental coverage, and extends from April 1, 2005 through December 31, 2006. Mental health services, which were provided by CMS under the former contract, are provided by the University of Medicine and Dentistry of New Jersey (UMDNJ) under a separate contract. The contract for mental health services with UMDNJ extends from January 1, 2005 to December 31, 2006.
- ! A combined appropriation of \$21.3 million is recommended for the Civilly Committed Sexual Offender Facility and the Civilly Committed Sexual Offender Facility - Annex in FY 2006, an increase of \$300,000 over the FY 2005 adjusted appropriation of \$21.0 million. The FY 2006 recommendation would fund a total of 359 bed spaces, 150 at the Civilly Committed Sexual Offender Facility, and 209 at the Civilly Committed Sexual Offender Facility - Annex.
- ! The sum of \$1 million is included in the budget recommendation to fund increased Master Lease payments for the cost of the Bayside State Prison new locking system.
- ! A new appropriation of \$200,000 is included in the Governor's recommended budget for a State match for the Prison Rape Elimination program. The department anticipates the receipt of \$452,000 in federal funding for this program.

PAROLE BOARD

- ! The State Parole Board is recommended to receive \$60.3 million in Direct State Services funding in FY 2006, an increase of \$1.8 million, or 3 percent over its FY 2005 adjusted appropriation of \$58.5 million.
- ! An increase of \$1.656 million is recommended for the State Parole Board's salaries and wages line item in FY 2006. The recommended increase includes \$1.2 million to reflect adjustment in the working week of parole personnel from a 35-hour work week to a 40-hour work week. The remaining \$450,000 increase reflects the transfer of 14 Institutional Parole Office Secretary positions from the Department of Corrections to the State Parole Board.
- ! The Parole Board's Sex Offender Management Unit is recommended to receive \$4.842 million in FY 2006, and increase of \$673,000 over the FY 2005 adjusted appropriation. 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.
- ! The FY 2006 recommendation includes \$239,000 for the replacement of 250 ballistic vests issued to parole officers. The recommendation would supplement about \$36,000 generated

Key Points (Cont'd)

annually from the Body Armor Fund for the replacement of custody protection vests that have reached their expiration date. The Body Armor Fund, which was created by P.L.1997, c.177 (N.J.S.A. 52:17B-4.4) provides for grants to be made to local law enforcement agencies, the Division of State Police, the Division of Criminal Justice, the Administrative Office of the Courts and the Department of Corrections and State Parole Board for the purchase of body vests for the law enforcement officers, investigators, probation officers and corrections officers of those agencies. The fund is supported through \$1 surcharge on all tickets issued in the State as well as a \$1 surcharge on all bail forfeitures (N.J.S.A. 39:5-41).

GRANTS-IN-AID

DEPARTMENT OF CORRECTIONS

- ! The FY 2006 recommendation for the Purchase of Services for Inmates Incarcerated in County Correctional Institutions totals \$18.0 million, \$2.5 million less than the FY 2005 adjusted appropriation of \$20.5 million. The recommended reduction is based on the increased use of alternative offender dispositions and growth in parole programs. The department estimates that the number of State sentenced inmates admitted to correctional facilities in FY 2006 will roughly equal the number of inmates released.

PAROLE BOARD

- ! The State Parole Board is recommended to receive \$33.4 million in Grants-in-Aid funding in FY 2006, an increase of \$3.4 million or 11 percent over the FY 2005 adjusted appropriation of \$30.0 million. Included in this increase is \$1.792 million for the Halfway Back Program; \$1.33 million for Day Reporting Centers; and \$283,000 for the Re-entry Substance Abuse Program.
- ! The Halfway Back Program is recommended to receive \$16.289 million in Grants-in-Aid funding in FY 2006, an increase of \$1.792 million over the FY 2005 adjusted appropriation. The program began in FY 2002 under a federal Violent Offender Incarceration/Truth in Sentencing (VOI/TIS) grant. Under the Halfway Back program, the department contracts with private entities at various locations throughout the State who provide a highly supervised residential environment consisting of drug treatment and relapse prevention services for offenders on parole. The program also addresses life skills development, anger and aggression management, unemployment and other issues confronted by offenders who are having difficulty adhering to the conditions of parole. The FY 2006 recommendation reflects the annualization of the cost of the FY 2005 program expansion and provides for 650 bed spaces.
- ! The State Parole Board's Day Reporting Centers program is recommended to receive \$10.423 million in FY 2006, an increase of \$1.33 million over the FY 2005 adjusted appropriation of \$9.093 million. The recommended funding would provide for the annualized cost of the FY 2005 program expansion (565 spaces) as well as an additional expansion to 615 spaces. Day Reporting Centers provide for daily supervision of high risk parolees on the verge of parole violation due to the inability to comply with technical parole conditions. Technical parole violations constitute less serious infractions of the rules associated with the parolee's release, as opposed to committing new criminal offenses. Participants report to the program seven days per week for a period of 8 to 10 hours daily,

Key Points (Cont'd)

and return home each evening.

- ! The State Parole Board's Re-entry Substance Abuse program is recommended to receive \$3.997 million in FY 2006, an increase of \$283,000 over the FY 2005 adjusted appropriation of \$3.714 million. Implemented in FY 2004, the program is intended to provide parolees with substance abuse treatment and allow them to avoid technical violations of their parole which might return them to prison. The recommended increase reflects the annualization of the cost of the FY 2005 program expansion. Program funding will provide for a total of 152 beds in FY 2006.

FEDERALLY FUNDED PROGRAMS**DEPARTMENT OF CORRECTIONS**

- ! The State Criminal Alien Assistance program (SCAAP) is anticipated to collect \$5.0 million in federal funding in FY 2006, an increase of \$938,000 over the FY 2005 adjusted appropriation of \$4.062 million. SCAAP provides Federal assistance to states and units of local government incurring costs for incarcerating illegal aliens convicted of certain criminal offenses and to expedite the transfer of custody for deportable aliens.
- ! The Prison Rape Elimination Grant is anticipated to increase from \$151,000 in FY 2005 to \$452,000 in FY 2006, a \$301,000, or 200 percent increase. The grant program, which is administered by the Office of Justice Programs will support 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 will focus 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. Grant funds will support the program through September 2006.

PAROLE BOARD

- ! The FY 2006 budget anticipates the receipt of up to \$1 million in Federal funding for the Serious and Violent Offender Reentry Initiative. This funding would result from the redistribution of other states' unspent allotments. New Jersey's FY 2004 funding of \$1.5 million was spent in FY 2004 and FY 2005.
- ! The FY 2006 budget anticipates the receipt of \$1.1 million in federal funding for Digital Radio Technology and Ruggedized Personal Computers. The digital radio system, which would be acquired on a phased-in basis, is intended to make the Parole Board's radio communications compatible with the State Police's trunked radio system which is currently in development. The proposed radio technology would expand the parole officers' communications capability and overall effectiveness by providing interface with the State Police and other agencies. The ruggedized personal computer units would be mounted into parole vehicles to permit officers more field time and less office duty. The terminals interact in real time through a public wireless network, providing access to the Parole Board Information System (PBIS, the State Parole Board's proprietary database), and Internet access to other law enforcement databases.

Key Points (Cont'd)

CAPITAL PROJECTS

- ! The FY 2006 budget recommendation includes \$1 million to supplement the department's efforts to upgrade the institutional locking systems. The manual locking systems at correctional facilities are antiquated and parts are no longer available from the original manufacturer or any other stocking source. All parts obtained are specifically fabricated to fit the system. The department received \$500,000 in FY 2005 toward replacing the locking system at the Bayside State Prison Medium Unit, a \$6.5 million project which will be financed through a line of credit. The department's long term plans include the replacement of locking systems within Northern State Prison, Albert C. Wagner Youth Correctional Facility and East Jersey State Prison.

- ! The FY 2006 recommendation includes \$4 million in capital funding which would provide for brick-and-mortar replacement of trailer units which had outlived their original ten-year life expectancy. Currently, the department maintains 9 trailer units, containing 1, 023 bed spaces throughout the State prison system.

Program Description and Overview

DEPARTMENT OF CORRECTIONS

The Department of Corrections (DOC) is responsible for custody, care, discipline, training and treatment of adult (over 21) and young adult (age 18 through 21) inmates committed to State correctional institutions for crimes committed within the State's boundaries. It provides rehabilitative programs, training and educational opportunities for its inmates in an effort to prepare them for their eventual release and reintegration into their communities. The department also cooperates with the other law enforcement agencies of the State to encourage a more unified system of criminal justice.

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

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

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

Program Description and Overview (Cont'd)

County Jails

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

According to the Department of Corrections' Policy Analysis and Planning Unit's report on Residents, Admissions and Releases, as of January 31, 2005, there were 1,290 State sentenced inmates housed in county correctional facilities. This population represent the overflow of State sentenced prison inmates who cannot be accommodated in State operated facilities. As a result, the number of inmates housed in the counties is largely dependent upon the number of admissions processed each month offset by the number of releases, the number of inmates offered admission to various alternatives to incarceration programs and the number of paroles granted.

Community Release Program

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

State Parole Board Programs

Over the past several years the department has increased its reliance on various forms of alternatives to incarceration to relieve the stress on overcrowded prison conditions. These programs are overseen by the New Jersey State Parole Board (See page 11 below).

Civilly Committed Sex Offender Unit

The Department of Corrections is also responsible for housing offenders who have completed their term of incarceration but who have been classified as sexually violent predators and are considered to be a danger to the public. These individuals have been involuntarily committed to a State operated facility.

Program Description and Overview (Cont'd)

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

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

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

The FY 2006 budget recommendation would fund a total of 359 bed spaces for this program, 150 at the Civilly Committed Sexual Offender Facility, and 209 at the Civilly Committed Sexual Offender Facility - Annex.

OTHER PROGRAMS

Office of Transitional Services

In FY 2005, the Department of Corrections created the Office of Transitional Services. This new office is intended to serve as a central point for the provision of all institutional social services for inmates. The office is charged with the responsibility for seeking and developing partnerships with federal, state and local agencies which would create linkages of existing resources available to released inmates. Access to these resources would ideally provide inmates with the support necessary to reduce the cycle of incarceration.

Medical Services Contract

Medical services have been provided to Department of Corrections inmates since the privatization of inmate medical services in FY 1996 through Correctional Medical Services (CMS), a third party provider. The most recent contract expired on March 31, 2005. The current contract with CMS covers medical and dental coverage only, and extends from April 1, 2005 through December 31, 2006. Mental health services, which were provided by CMS under the former contract, are provided by the University of Medicine and Dentistry of New Jersey (UMDNJ) under a separate contract. The contract for mental health services extends from January 1, 2005 to December 31, 2006.

Program Description and Overview (Cont'd)

The FY 2006 budget recommendation includes an increase of \$5.2 million in the Department of Corrections' institutional operating accounts and \$2.6 million in the System Wide account to fund the recently negotiated medical services contract.

Workers' Compensation Gainsharing Program

Recommended budget language (page D-448) would continue a gainsharing program begun in FY 2005 and targeted toward the Departments of Corrections, Human Services, Law and Public Safety and Transportation, the departments with the highest number of Workers' Compensation claims. Under the program, these departments would be given the opportunity to retain savings realized if spending for Workers' Compensation claims falls below the spending level in the prior fiscal year. The program is intended to help arrest the growth in claims and program costs. The program requires that any savings generated through gainsharing be applied to improvements in worker safety and reducing Workers' Compensation claims and costs.

Body Armor Replacement

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

The State Parole Board's body armor supply has reached its expiration date and is recommended to receive \$239,000 in FY 2006 to replace 250 vests. This appropriation will supplement \$36,000 received annually from the Body Armor Replacement Fund allotted for this purpose.

The Body Armor Replacement Fund, which was created by P.L.1997, c.177 (N.J.S.A. 52:17B-4.4) provides for grants to be made to local law enforcement agencies, the Division of State Police, the Division of Criminal Justice, the Administrative Office of the Courts and the Department of Corrections and State Parole Board for the purchase of body vests for the law enforcement officers, investigators, probation officers and corrections officers of those agencies. The fund is supported through \$1 surcharge on all tickets issued in the State as well as a \$1 surcharge on all bail forfeitures (N.J.S.A. 39:5-41).

Southern State Correctional Facility

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

Program Description and Overview (Cont'd)

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

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

Trailer Replacement

The FY 2006 recommendation includes \$4 million in capital funding which would provide for brick-and-mortar replacement of trailer units which had outlived their original ten-year life expectancy. The existing units, which were installed in 1981 in response to the rapidly expanding State prison population, require an inordinate amount of maintenance and are not energy efficient. Currently, the department maintains 9 trailer units, containing 1, 023 bed spaces throughout the State prison system.

NEW JERSEY STATE PAROLE BOARD

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

P.L.2001, c. 79 (N.J.S.A. 30:4-123-47c) transferred the Department of Corrections' Bureau of Parole and its responsibilities to the State Parole Board, effective September 1, 2001, consolidating all parole activities under one agency. The State Parole Board is an autonomous agency housed, for administrative purposes only, within the Department of Corrections.

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

The State Parole Board operates a variety of program as follows:

Program Description and Overview (Cont'd)

Sex Offender Management Unit

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

According to the State Parole Board, the number of sex offenders requiring supervision as parolees, and especially those offenders sentenced to Community Supervision for Life, has continued to rise annually. As of March, 2005, there were 2,390 Community Supervision for Life offenders under the State Parole Board's supervision with an estimated addition of about 30 new cases per month. In addition to monitoring Community Supervision for Life parolees, the New Jersey State Parole Board would also be required to supervise sexually violent predators from civil commitments, should they be released. The number of civil commitment cases addressed by the Parole Board has been few to date; however, due to the nature of these offenders' long term commitments, there is potential for this population to grow.

Budget evaluation data indicate that in FY 2005 the average daily population of civilly committed sexual offenders housed by the Department of Corrections is 317 individuals. The budget recommendation estimates that this number will increase to 359 in FY 2006. Of this number, 150 would be housed at the Civilly Committed Sexual Offender Facility, and 209 at the Civilly Committed Sexual Offender Facility - Annex.

Parolee Electronic Monitoring/Home Confinement

The Parolee Electronic Monitoring/Home Confinement Program provides an alternative to incarceration for offenders who are within six months of their parole eligibility date and are classified as full minimum custody inmates, those who have failed under traditional parole supervision, or those who are paroled on the condition of serving in the program. Program participants are released to their homes and are fitted with an electronic bracelet which monitors their whereabouts, and alerts a central monitoring station should they leave the designated area of confinement. Participants may leave their homes only to report to work, to attend school or to conduct a job search. They must adhere to written daily schedules approved in advance by their parole officers and are subject to daily curfews.

Intensive Supervision/Surveillance

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

Program Description and Overview (Cont'd)

that time, an evaluation is made as to continuance in ISSP, or placement of the parolee under general parole supervision.

Parolee Drug Treatment

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

Mutual Agreement Program (MAP)

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

Re-entry Substance Abuse Program

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

Halfway Back Program

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

Day Reporting Centers

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

Program Description and Overview (Cont'd)

General Supervision

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

Other Programs--Enhanced Technology

The FY 2006 recommendation includes an anticipated \$1.1 million in federal funding for digital radio technology and ruggedized personal computers.

The digital radios system, which would be acquired on a phased-in basis, is intended to make the Parole Board's radio communications compatible with the State Police's trunked radio system that is currently in development. The proposed radio technology would expand the parole officers' communications capability and overall effectiveness by providing interface capabilities with the State Police and other agencies.

Ruggedized personal computers are very similar to the mobile display terminals (MDTs) currently used by the State Police. The units would be mounted into parole vehicles and provide officers with more flexibility by accommodating more field time and less office duty. The terminals interact in real time through a public wireless network, providing access to the Parole Board Information System (PBIS), the State Parole Board's proprietary database, and Internet access to other law enforcement databases. According to the State Parole Board, these features and capabilities would make information immediately available to the officer thereby improving officer safety and the safety of the public.

INMATE POPULATION – FIVE YEAR TRENDS

From FY 2000 to FY 2005, the average daily population housed within the State's institutions decreased from 23,679 inmates to 23,459 inmates, a 1 percent decrease. The number of State sentenced inmates housed in the county correctional facilities declined during this period from an average of 3,695 inmates in FY 2000 to an average of 1,306 inmates in FY 2005, a 65 percent decrease. Because the county correctional facilities traditionally house the overflow of State sentenced inmates in the overcrowded prison system, sharp fluctuations in this population may occur when changes in the total inmate population are small.

Although the Department of Corrections operated several alternatives to incarceration programs in FY 2000, it continues to expand its use of alternatives as a method to deal with the continuous growth of the State prison inmate population, to provide needed treatment services and to relieve stress on the State's aging and crowded prison facilities. In FY 2000, the average daily population of State sentenced inmates housed in department-sponsored alternatives to incarceration totaled 6,542 inmates. In FY 2005 this number increased to 7,067 inmates, an eight percent increase.

The following table displays the growth in average daily population of individuals incarcerated in State institutions, county jails, halfway houses and in various other alternative programs funded by the Department of Corrections from FY 2000 to FY 2005.

Program Description and Overview (Cont'd)**Average Daily Population: FY 2000-2005**

<u>State Institution</u>	<u>FY 2000</u>	<u>FY 2005</u>	<u>Change</u>
New Jersey	1,827	1,999	172
Vroom CRAF	1,125	1,152	27
East Jersey	2,392	1,934	(458)
South Woods	3,334	3,342	8
Bayside	2,395	2,390	(5)
Southern State	1,650	1,942	292
Mid State	612	625	13
Riverfront	1,138	1,037	(101)
Edna Mahan	1,160	1,140	(20)
Northern State	2,650	2,706	56
ADTC, Avenel	710	685	(25)
Garden State	1,874	1,809	(65)
Wagner	1,525	1,433	(92)
Mountainview	1,287	1,265	(22)
Total State Institution Avg Daily Population	23,679	23,459	(220)
 <u>Other Incarceration</u>			
County Placements	3,695	1,306	(2,389)
 <u>Alternatives to Incarceration</u>			
Halfway House	2,413	2,629	216
Electronic Monitoring	193	395	202
Intensive/Surveil Supervision	1,117	893	(224)
Intensive Supervision	1,224	1,262	38
High Impact Diversion	606	0	(606)
Parolee Drug Treatment	307	525	218
Day Reporting Centers	374	395	21
Adult Offender Boot Camp	159	75	(84)
Mutual Agreement Program	149	115	(34)
Halfway Back	0	706	706
Re-Entry Substance Abuse (RESAP)	0	72	72
Total Alternatives to Incarceration	6,542	7,067	525
TOTAL AVG DAILY POPULATION	33,916	31,832	(2,084)

Not included in this tally is the number of former inmates incarcerated for committing sexually violent offenses and civilly committed after completing their term of incarceration. They are not included in the department's total inmate count because these individuals have completed their terms of incarceration, and are no longer State sentenced inmates. Rather, they are classified as residents of the Civilly Committed Sexual Offender Facility and the Civilly Committed Sexual Offender Facility -- Annex. Budget evaluation data indicate that in FY 2005 the average daily

Program Description and Overview (Cont'd)

population of civilly committed sexual offenders housed by the Department of Corrections totaled 317 individuals, of which 150 were housed in the main facility and 167 in the annex. The budget recommendation estimates that this number will increase to 359 in FY 2006, 150 in the main facility, and 209 in the annex. The Division of Mental Health Services in the Department of Human Services is responsible for the provision of treatment that is tailored to the specific needs of sexually violent predators.

INMATE POPULATION -- CURRENT

According to the budget recommendation, the State prison system is projected to house an average daily population of 23,459 inmates in FY 2006, the same number as those housed in FY 2005, and 220 more than those housed in FY 2000. The department estimates that the number of admissions to the department will roughly equal the number of inmates released in FY 2006. While the State prison population has declined during the past five years, the department's institutional population still exceeds the rated capacity of its facilities. The projected FY 2006 population figure represents 135 percent of the prison system's rated capacity of 17,324 bed spaces.

Budget evaluation data indicate that in addition to the institutional population, the county jails will house an average daily population of 983 State sentenced offenders in FY 2006, 323 fewer than those housed in FY 2005 and 2,712 fewer than the average daily population housed in the county jails in FY 2000. These inmates will be housed in the counties under county contract and county assistance agreements.

In addition, about 7,600 offenders will participate in various alternatives to incarceration in FY 2006. This includes: Community-based halfway house placement (2,629); Electronic Monitoring (390); Intensive Supervision/Surveillance (900); Intensive Supervision (1,624); Day Reporting Centers (615); Halfway Back (650); Re-Entry Substance Abuse (152); Mutual Agreement Program (115) and Drug Courts. An additional 525 parolees are expected to participate in the Parolee Drug Treatment program in FY 2006 in an effort to help them remain out of prison and reduce the need for prison housing.

Fiscal and Personnel Summary

AGENCY FUNDING BY SOURCE OF FUNDS (\$000)

	Expended FY 2004	Adj. Approp. FY 2005	Recom. FY 2006	Percent Change	
				2004-06	2005-06
General Fund					
Direct State Services	\$845,531	\$904,546	\$913,940	8.1%	1.0%
Grants-In-Aid	92,161	113,599	114,504	24.2%	0.8%
State Aid	0	0	0	0.0%	0.0%
Capital Construction	4,269	500	5,000	17.1%	900.0%
Debt Service	0	0	0	0.0%	0.0%
Sub-Total	\$941,961	\$1,018,645	\$1,033,444	9.7%	1.5%
Property Tax Relief Fund					
Direct State Services	\$0	\$0	\$0	0.0%	0.0%
Grants-In-Aid	0	0	0	0.0%	0.0%
State Aid	0	0	0	0.0%	0.0%
Sub-Total	\$0	\$0	\$0	0.0%	0.0%
Casino Revenue Fund	\$0	\$0	\$0	0.0%	0.0%
Casino Control Fund	\$0	\$0	\$0	0.0%	0.0%
State Total	\$941,961	\$1,018,645	\$1,033,444	9.7%	1.5%
Federal Funds	\$25,583	\$6,845	\$10,265	(59.9)%	50.0%
Other Funds	\$57,752	\$53,151	\$53,052	(8.1)%	(0.2)%
Grand Total	\$1,025,296	\$1,078,641	\$1,096,761	7.0%	1.7%

PERSONNEL SUMMARY - POSITIONS BY FUNDING SOURCE

	Actual FY 2004	Revised FY 2005	Funded FY 2006	Percent Change	
				2004-06	2005-06
State	9,626	9,686	9,707	0.8%	0.2%
Federal	35	34	41	17.1%	20.6%
All Other	390	403	401	2.8%	(0.5)%
Total Positions	10,051	10,123	10,149	1.0%	0.3%

FY 2004 (as of December) and revised FY 2005 (as of September) personnel data reflect actual payroll counts. FY 2006 data reflect the number of positions funded.

AFFIRMATIVE ACTION DATA

Total Minority Percent	41.2%	41.5%	41.5%	---	---
------------------------	-------	-------	-------	-----	-----

Significant Changes/New Programs (\$000)

<u>Budget Item</u>	<u>Adj. Approp. FY 2005</u>	<u>Recomm. FY 2006</u>	<u>Dollar Change</u>	<u>Percent Change</u>	<u>Budget Page</u>
DIRECT STATE SERVICES					
SERVICES OTHER THAN PERSONAL					
Detention and Rehabilitation	\$127,935	\$133,137	\$5,202	4.1%	D-62
System Wide Program Support	\$4,488	\$7,128	\$2,640	58.8%	D-65
TOTAL	\$132,423	\$140,265	\$7,842	5.9%	

The FY 2006 recommendation would fund the increased cost of the recently negotiated inmate medical services contract. Medical services have been provided to Department of Corrections inmates through Correctional Medical Services (CMS), a third party provider, since the privatization of inmate medical services in FY 1996. The current contract with CMS covers medical and dental coverage, and extends through December 31, 2006. Mental health services, which were provided by CMS under the former contract, are provided by the University of Medicine and Dentistry of New Jersey (UMDNJ) under a separate contract. The contract for mental health services with UMDNJ extends from January 1, 2005 to December 31, 2006.

DETENTION AND REHABILITATION

Civilly Committed Sexual Offender Facility	\$8,338	\$8,338	\$0	0.0%	D-62
Civilly Committed Sexual Offender Facility - Annex	\$12,687	\$12,985	\$298	2.3%	D-62
Total	\$21,025	\$21,323	\$298	1.4%	

The FY 2006 recommendation would fund the increasing population of Civilly Committed Sexual Offenders. In FY 2006, the Civilly Committed Sexual Offender Facility is expected to provide 150 bed spaces and the Civilly Committed Sexual Offender Facility - Annex would provide 209 bed spaces, for a total of 359 bed spaces.

Additions, Improvements and Equipment

Additions, Improvements and Equipment	\$2,201	\$3,201	\$1,000	45.4%	D-62
--	----------------	----------------	----------------	--------------	-------------

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

The FY 2006 recommended increase would fund Master Lease payments for the purchase of the hardware mechanisms for the locking system at Bayside State Prison.

CAPITAL

Bayside Locking System	\$500	\$0	(\$500)	(100.0)%	D-63
-------------------------------	--------------	------------	----------------	-----------------	-------------

The FY 2006 appropriation funded design studies, planning and installation of the Bayside State Prison locking system. Hardware is funded through a Master Lease under Bayside's Additions Improvement and Equipment account.

ALL OTHER FUNDS**Administration and**

Support services	\$14,488	\$14,206	(\$282)	(1.9)%	D-63
-------------------------	-----------------	-----------------	----------------	---------------	-------------

The FY 2006 decrease in this account reflects a decline in receipts from the institutional Inmate Canteens. Profits from each of the institution's inmate canteens are transferred to the Inmate Welfare Fund and used to fund programs and activities which benefit the inmates.

DIRECT STATE SERVICES**SYSTEM WIDE****PROGRAM SUPPORT**

Personal Services	\$36,063	\$33,841	(\$2,222)	(6.2)%	D-65
--------------------------	-----------------	-----------------	------------------	---------------	-------------

The FY 2006 reduction includes \$1 million which is to be funded through a supplemental appropriation in FY 2005 for institutional overtime and not continued in FY 2006. The remaining \$1.222 million is the result of the reallocation of \$772,000 to the institutional salary accounts, and \$450,000 moved to the State Parole Board to fund the transfer of 14 Institutional Parole Office Secretary positions from the Department of Corrections to reflect their organizational responsibilities. (See page 21.)

Prison Rape Elimination

Grant - State Match	\$0	\$200	\$200	—	D-65
----------------------------	------------	--------------	--------------	----------	-------------

The FY 2006 recommendation provides a State match for the Prison Rape Elimination Grant. The Federal Prison Rape Elimination Act of 2003 (P.L. 108-70)(742 U.S.C.A. Sec.15601 et seq.) authorizes the Protecting Inmates and Safeguarding Communities Discretionary Grant Program which is administered by the Office of Justice Programs. This grant would support 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 would focus 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. Grant funds would support program operation through September 2006.

Significant Changes/New Programs (\$000) (Cont'd)**Drug Testing --
Assumption of Federal
Funding**

\$314	\$0	(\$314)	(100.0)%	D-65
--------------	------------	----------------	-----------------	-------------

The FY 2006 reduction reflects the fact that due to improved technology, the cost of drug testing has declined from \$36 per inmate to \$3 per inmate. The cost of this activity has been shifted to the Augment Medical Testing special purpose line item (Budget Page. D-65).

GRANTS-IN-AID**Purchase of Services for
Inmates Incarcerated in
County Penal Facilities**

\$20,510	\$18,010	(\$2,500)	(12.2)%	D-65
-----------------	-----------------	------------------	----------------	-------------

Although Executive Order #106 expired in March 1998, the Department of Corrections continues to house State inmates in county penal facilities at various reimbursement rates agreed upon between the State and the counties. The State has entered into contracts with eighteen of the State's twenty-one counties to house these inmates at various reimbursement rates. The FY 2006 recommendation reflects actual population through December 2004 projected into calendar year 2005. The proposed savings are based on a declining inmate population due to alternative parole programs.

FEDERAL FUNDS**Institutional Program
Support**

\$4,865	\$6,104	\$1,239	25.5%	D-65
----------------	----------------	----------------	--------------	-------------

The FY 2006 recommendation reflects an increase in federal funding for the State Criminal Alien Assistance Program and the Prison Rape Elimination Grant.

Funding for the State Criminal Alien Assistance program (SCAAP) is anticipated to total \$5 million in FY 2006, an increase of \$938,000 or 23 percent over the FY 2005 adjusted appropriation of \$4.062 million. SCAAP provides Federal assistance to states and units of local government incurring costs for incarcerating illegal aliens convicted of certain criminal offenses and to expedite the transfer of custody for deportable aliens.

The Prison Rape Elimination Grant is anticipated to increase from \$151,000 in FY 2005 to \$452,000 in FY 2006, a \$131,000, or 200 percent increase. The grant program, which is administered by the Office of Justice Programs, will support 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 will focus 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. Grant funds will support the program through September 2006.

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

DIRECT STATE SERVICES

PAROLE

Personal Services	\$36,730	\$38,386	\$1,656	4.5%	D-68
--------------------------	-----------------	-----------------	----------------	-------------	-------------

The recommended increase includes \$1.2 million to reflect adjustment in the working week of parole personnel from a 35-hour work week to a 40-hour work week. The remaining \$450,000 increase consists of the transfer of 14 Institutional Parole Office Secretary positions from the Department of Corrections to the State Parole Board to reflect their organizational responsibilities. (See page 19).

Maintenance and Fixed Charges

	\$1,560	\$1,110	(\$450)	(28.8)%	D-68
--	----------------	----------------	----------------	----------------	-------------

The recommended reduction reflects the elimination of one-time FY 2005 funding for the expansion of Parole Board central office space to accommodate expanded parole programs that are conducted out of that office, including the newly created Sexual Offender Management Unit.

**Intensive Supervision/
Surveillance Program**

	\$3,656	\$3,356	(\$300)	(8.2)%	D-68
--	----------------	----------------	----------------	---------------	-------------

The recommended reduction in the ISSP program reflects a savings in vehicle replacement costs. To effectuate the savings, vehicles maintained by the Parole Board will be replaced after they have reached 125,000 miles on the odometer rather than 100,000 miles. Although portions of these savings will accrue to other programs and accounts as well, the full reduction is reflected in the ISSP account and funding will be reallocated from other accounts to ISSP as necessary.

Sex Offender Management Unit

	\$4,169	\$4,842	\$673	16.1%	D-68
--	----------------	----------------	--------------	--------------	-------------

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

According to the State Parole Board, the number of sex offenders requiring supervision as parolees and especially those offenders sentenced to Community Supervision for Life continues to rise. As of March, 2005, there were 2,390 Community Supervision for Life offenders under the State Parole Board supervision with an estimated addition of 30 new cases per month.

Ballistic Vest

Replacement Initiative	\$0	\$239	\$239	—	D-68
-------------------------------	------------	--------------	--------------	----------	-------------

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

In response to a fatal stabbing incident at Bayside State Prison in FY 1998, DOC custody staff and parole officers were outfitted with body armor providing protection against stab attempts. The FY 2006 recommendation would supplement about \$36,000 generated from the Body Armor Fund for the replacement of 250 protective vests that have reached their expiration date.

The Body Armor Fund, which was created by P.L.1997, c.177 (N.J.S.A. 52:17B-4.4) provides for grants to be made to local law enforcement agencies, the Division of State Police, the Division of Criminal Justice, the Administrative Office of the Courts and the Department of Corrections and State Parole Board for the purchase of body vests for the law enforcement officers, investigators, probation officers and corrections officers of those agencies. The fund is supported through \$1 surcharge on all tickets issued in the State as well as a \$1 surcharge on all bail forfeitures (N.J.S.A. 39:5-41).

GRANTS-IN-AID

Re-Entry Substance

Abuse Program	\$3,714	\$3,997	\$283	7.6%	D-69
----------------------	----------------	----------------	--------------	-------------	-------------

The Re-Entry Substance Abuse Program was implemented in FY 2004, to provide parolees with substance abuse treatment, and allow them to avoid technical violations of their parole which might return them to prison. The recommended increase reflects the annualization of the cost of the FY 2005 program expansion. Program funding will provide for a total of 152 beds in FY 2006.

Halfway Back Program	\$14,497	\$16,289	\$1,792	12.4%	D-69
-----------------------------	-----------------	-----------------	----------------	--------------	-------------

During FY 2005, the Halfway Back program received \$1.5 million in carry forward funding. The recommended increase provides the \$1.5 million that was funded through carry forward language last year. The remaining \$292,000 would provide for annualized funding of the FY 2005 bed space expansion.

Under the program, the department contracts with private providers at various locations throughout the State who provide a highly supervised residential environment consisting of drug treatment and relapse prevention services for offenders on parole. The program also addresses life skills development, anger and aggression management, unemployment and other issues confronted by offenders who are having difficulty adhering to the conditions of parole.

Day Reporting Program	\$9,093	\$10,423	\$1,330	14.6%	D-69
------------------------------	----------------	-----------------	----------------	--------------	-------------

Day Reporting Centers provide for daily supervision of high risk parolees on the verge of parole violation due to the inability to comply with technical parole conditions (as opposed to a new offense). Participants report to the program seven days per week for a period of 8 to 10 hours daily, and return home each evening. Services provided to these individuals include: education; independent living skills; vocation/employment readiness counseling; job placement; substance abuse counseling; family counseling; team building and transportation to and from the center. The recommended increase would provide for the annualized cost of 565 slots as well as program expansion for 50 additional slots. Program funding will provide for a total of 615 beds in FY 2006.

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

FEDERAL FUNDS

Parole	\$0	\$2,100	\$2,100	—	D-69
---------------	------------	----------------	----------------	----------	-------------

The recommended increase would provide \$1 million for the Serious and Violent Offender Reentry Initiative, and \$1.1 million for Digital Radio Technology and Ruggedized Personal Computers

Some jurisdictions around the country have not spent the Serious and Violent Offender Reentry Initiative funding originally awarded to them. The FY 2006 recommendation would permit the Parole Board to accept up to \$1 million in unspent funding which might be reallocated by the Federal government from other states to New Jersey for this purpose.

The digital radios system which would be acquired on a phased basis, is intended to make the Parole Board's radio communications compatible with the State Police's trunked radio system which is currently in development. The proposed radio technology would expand the parole officers' communications capability providing interface with the State Police and other agencies.

Ruggedized PCS are very similar to the mobile display terminals (MDTs) used by the State Police. The units would be mounted into parole vehicles to permit officers more field time and less office duty. The terminals interact in real time through a public wireless network, providing access to the Parole Board Information System (PBIS), the State Parole Board's proprietary database, and Internet access to other law enforcement databases. According to the State Parole Board, these features and capabilities would make information immediately available to the officer thereby improving the officer's safety and the safety of the public.

CAPITAL

**CENTRAL PLANNING,
DIRECTION AND
MANAGEMENT**

Locking System Upgrade	\$0	\$1,000	\$1,000	—	D-71
-------------------------------	------------	----------------	----------------	----------	-------------

The manual locking systems at correctional facilities are antiquated and parts are no longer available from the original manufacturer or any other stocking source. All parts obtained are specifically fabricated to fit the system. The department received FY 2005 capital funding and line of credit financing, which will be used to replace the locking system at the Bayside State Prison Medium Unit. The department's long term plans include the replacement of locking systems within Northern State Prison, Albert C. Wagner Youth Correctional Facility and East Jersey State Prison.

Replace Modular Units	\$0	\$4,000	\$4,000	—	D-71
------------------------------	------------	----------------	----------------	----------	-------------

The FY 2006 recommendation would provide for brick-and-mortar replacement of trailer units which have outlived their original ten-year life expectancy. The existing units, which were installed in 1981 in response to the rapidly expanding State prison population, require an inordinate amount of maintenance and are not energy efficient. Currently, the department maintains 9 trailer units, containing 1,023 bed spaces throughout the State prison system.

Language Provisions

2005 Appropriations Handbook

2006 Budget Recommendations

p. B-25

In addition to the sums appropriated above, funds may be transferred from the Victims of Crime Compensation Board to the Department of Corrections for the department's new computer system, which will facilitate the collection of monies owed by inmates, subject to the approval of the Director of the Division of Budget and Accounting.

No comparable language.

Explanation

The upgrade of the Department of Corrections computer system is complete. The FY 2005 language is no longer required.



2005 Appropriations Handbook

2006 Budget Recommendations

p. B-26

The unexpended balance as of June 30, 2004 in the Services Other Than Personal account is appropriated for the same purpose, subject to the approval of the Director of the Division of Budget and Accounting.

No comparable language.

Explanation

The FY 2005 language was included in the Appropriations Act because the department was in the process of seeking bids for the new medical services contract, and was unsure of the amount of funding that would be required for the new contract. The contract has been awarded, and carry forward funding is no longer required.



Language Provisions (Cont'd)

2005 Appropriations Handbook

2006 Budget Recommendations

p. B-37

The unexpended balances as of June 30, 2004 in the Division of Parole's accounts, not to exceed \$700,000 are appropriated to the Administration and Support Services accounts, for the purpose of modifying the automated algorithm used to calculate parole eligibility and maximum sentence dates, subject to the approval of the Director of the Division of Budget and Accounting. No comparable language.

Explanation

The FY 2005 language provided one-time carry forward authorization to permit the State parole Board to modify the automated algorithm used to calculate parole eligibility and maximum sentence dates. The project has been completed and funding is not recommended in FY 2006.



2005 Appropriations Handbook

2006 Budget Recommendations

B-37

The unexpended balance as of June 30, 2004 in the Halfway Back Program is appropriated for the same purpose, subject to the approval of the Director of the Division of Budget and Accounting. No comparable language.

Explanation

The Halfway Back program is recommended to received an increase in \$1.792 million, of which \$1.5 million is intended to replace the FY 2005 carry forward. Carry forward language is no longer necessary.



Language Provisions (Cont'd)

Discussion Points

DEPARTMENT OF CORRECTIONS

1. According to the FY 2006 budget recommendation, in August 2004 the Department of Corrections Office of Information Technology unit began to automate the process of tracking programs utilized by offenders, in order to evaluate the efficacy of programs and their effect on the recidivism rate.

! Question: What is the status of this program? What changes, if any does the monitoring suggest for the DOC programs?

2. The FY 2006 budget recommendation notes that the department has centralized all institutional social services under the Office of Transitional Services, which has "begun to develop partnerships with federal, state and local agencies for creating linkages to existing resources that provide the support necessary to reduce the cycle of incarceration." (Budget page D-53)

! Question: How has this reorganization affected the operation of the Department of Corrections? How has this improved the provision of transitional services to the inmate population? What economies, if any, have been realized by this organization shift?

3. News reports indicate that gang activity is generally on the rise in New Jersey. On January 1, 2005, Bayside State Prison experienced a disturbance that department officials indicated may be gang related. The FY 2006 budget recommends an appropriation of \$757,000 for the continued operation of the Gang Management Unit at Northern State Prison.

! Question: What is the impact of gang activity on the institutional population? Has the department seen an increase in gang activities within the institutions over the past several years? How effective is the gang unit at Northern State Prison? Is there a need for an expansion of the current gang unit? Does the department have plans for such an expansion? What steps, both within the gang unit, and in all of the other institutions, are being taken to reduce and control gang activity?

4. In FY 2006, the Civilly Committed Sexual Offender Facility is expected to provide 150 bed spaces and the Civilly Committed Sexual Offender Facility - Annex would provide 209 bed spaces, for a total of 359 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: 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)

5. According to the New Jersey Law Journal, the State's practice of confining sexual predators who have served their sentences but who are considered to remain a danger to the public has had major repercussions on the State in terms of the frequency of appeals filed and in commitment hearings held.

! Question: How has this phenomenon affected the operations of the department's Civilly Committed Sexual Offender facilities? What special services and facilities, if any, must be made available to residents of these facilities to accommodate their appeal processes? What is the estimated cost to the department for the provision of these services?

6. The Department of Corrections recently renewed its contract with Correctional Medical Services (CMS) for medical services to State sentenced inmates. The new contract with CMS covers medical and dental coverage only, and extends from April 1, 2005 through December 31, 2006. Mental health services, which were provided by CMS under the former contract are now provided by the University of Medicine and Dentistry of New Jersey (UMDNJ). The contract from mental health services extends from January 1, 2005 to December 31, 2006.

! Question: What procedures does the department follow to monitor and evaluate the services provided by both Correctional Medical Services and UMDNJ? How does the department address and investigate complaints which may be filed by inmates on the quality of medical care received?

7. Recommended FY 2006 budget language continues a gainsharing program targeted toward the Departments of Corrections, Human Services, Law and Public Safety and Transportation, the departments with the highest number of Workers' Compensation claims. Under the program, these departments would be given an opportunity to retain savings realized below the amount spent in the previous fiscal for Workers' Compensation. The program is intended to help arrest the growth in claims and program costs. The program requires that any savings generated through gainsharing be applied to improvements in worker safety and reducing Workers' Compensation claims and costs.

! Question: What is the DOC share of these savings in FY 2005? How much can the department anticipate for FY 2006? What specific worker safety projects will be funded with the savings generated? How does the reduction (if any) in workers' compensation claims affect the department's workforce productivity, i.e. overtime, decreased sick time, etc?

8. At a recent hearing of the Senate Law and Public Safety Committee, the commissioner testified that custody staff receive training when they begin employment with the Department of Corrections. While no continuing education is currently offered, the commissioner stated that inservice training is "crucial for all custody staff to ensure their safety and well being".

! Question: What type of training is currently offered to custody staff when they begin employment with the DOC? What would be the recommended training enhancements? What is the estimated cost in both overtime and education expenses, of providing this additional training to the custody staff training program?

9. The FY 2006 recommendation includes \$4 million in capital funding which would provide

Discussion Points (Cont'd)

for brick-and-mortar replacement of trailer units which had outlived their original ten-year life expectancy. Currently, the department maintains 9 units, containing 1, 023 bed spaces throughout the State prison system.

- ! **Question:** How many trailer units would the recommended funding replace? Where are these trailers located? Where are the new facilities being built? How much funding would be required to replace all 9 units? How long would it take the department to complete the construction of all 9 replacement buildings?

STATE PAROLE BOARD

10. The recommendation includes an increase of \$1.656 million in the Parole Board's Personal Services line item. This increase includes \$1.2 million to reflect adjustment in the working week of parole personnel from a 35-hour work week to a 40-hour work week. The remaining \$450,000 increase consists of the transfer of 14 Institutional Parole Office Secretary positions from the Department of Corrections to the State Parole Board to reflect their organizational responsibilities.

- ! **Question:** What increases in productivity does the parole board expect to accomplish with the institution of the increased work week? How does the working week adjustment affect staff overtime costs?

11. During the past several years, the State Parole Board has received increase funding to expand its parole programs. Programs such as the Re-Entry Substance Abuse Program, Halfway Back and Day Reporting centers are all geared toward providing treatment, counseling and parole supervision to reduce the likelihood that program participants would re-offend and be returned to prison.

- ! **Question:** How have these programs affected the recidivism of participating parolees? How does the recidivism rate of program participants compare to the recidivism rate of parolees in the general parole population?

12. The new Sex Offender Management Unit has been created to provide improved management of adult sex offenders in the community and a uniform approach and understanding of community issues, legal issues and knowledge of specific county violation procedures surrounding Community Supervision for Life (CSL).

- ! **Question:** How does the supervision of sex offenders differ from the supervision of regular parolees? How effective is the unit in assisting program participants to avoid future offenses? What additional resources would be required to effectively supervise these offenders?

OFFICE OF LEGISLATIVE SERVICES

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

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

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

Individuals wishing information and committee schedules on the FY 2006 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**