

**ANALYSIS OF THE NEW JERSEY BUDGET**

**DEPARTMENT OF CORRECTIONS  
STATE PAROLE BOARD**

**FISCAL YEAR**

**2013 - 2014**

# NEW JERSEY STATE LEGISLATURE

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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 Raughley.

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# DEPARTMENT OF CORRECTIONS AND STATE PAROLE BOARD

Budget Pages..... C-4, C-11, C-17, C-18, C-24, D-61 to  
D-79, G-1, G-2

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

	Expended FY 2012	Adjusted Appropriation FY 2013	Recommended FY 2014	Percent Change 2013-14
State Budgeted	\$1,075,636	\$1,084,881	\$1,084,476	( .0%)
Federal Funds	10,873	13,094	11,113	( 15.1%)
<u>Other</u>	<u>56,813</u>	<u>55,528</u>	<u>55,588</u>	<u>.1%</u>
Grand Total	\$1,143,322	\$1,153,503	\$1,151,177	( .2%)

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

	Actual FY 2012	Revised FY 2013	Funded FY 2014	Percent Change 2013-14
State	8,525	8,449	8,461	.1%
Federal	28	36	36	—
<u>Other</u>	<u>278</u>	<u>271</u>	<u>269</u>	<u>( .7%)</u>
Total Positions	8,831	8,756	8,766	.1%

FY 2012 (as of December) and revised FY 2013 (as of January) personnel data reflect actual payroll counts. FY 2014 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' monthly Summary of Residents, Admissions and Releases report, as of December 31, 2012, there were 23,091 State sentenced inmates housed in State and county correctional facilities and halfway house placements, 751 or 3.1 percent fewer inmates than the number housed on December 31, 2011. Of this amount, 20,268 inmates were housed in DOC facilities, 2,714 were housed in various community based residential facilities, and 109 were housed in the county jails.
- According to FY 2014 budget evaluation data, the department anticipates an average daily population of 320 inmates housed in the county jails, 124 more inmates than the average daily population of 196 in FY 2013. Despite this anticipated growth, there is no change in recommended funding for the cost of housing inmates with counties.

### DIRECT STATE SERVICES

- The Department of Corrections and the State Parole Board combined FY 2014 Direct State Services recommendations total \$959.1 million, which is \$1.3 million or 0.1 percent more than the FY 2013 adjusted appropriation of \$957.8 million. Funding for institutional operations is recommended at \$811.561 million, totaling \$84,000 or .01 percent less than the FY 2013 adjusted appropriation of \$811.645 million.

### DEPARTMENT OF CORRECTIONS

- The FY 2014 recommendation for departmental Salaries and Wages totals \$596.137 million, \$4.958 million or 0.80 percent less than the amount appropriated in FY 2013. This decrease is primarily due to eliminating \$5.985 million in FY 2013 funding for nonrecurring back pay costs arising from settlement of litigation involving corrections officers. Increased funding for central administrative salary costs and internal reallocations partially offset this decrease.
- An increase of \$5.2 million is included in the department's FY 2014 budget recommendation to fund contractual salary increases and fringe benefit rate increases applicable to staff of the University of Medicine and Dentistry of New Jersey (UMDNJ) who provide health care services under contract with the department to the prison and civilly committed sexual offender population. The budget indicates that the department will require a supplemental appropriation of \$4.2 million prior to the end of FY 2013 to fund a current year medical services deficit.
- The FY 2014 recommendation includes an increase of \$730,000 in Additions, Improvements and Equipment funding. \$500,000 of this increase is to fund master lease payments to acquire information technology equipment. An increase of \$230,000 will allow DOC to continue to replace vehicles, and fund the acquisition of two buses and emergency preparedness supplies. The department received \$919,000 in FY 2013 to support a department-wide vehicle upgrade, beginning with the acquisition of 125 new cars and vans to replace vehicles which were no longer worth repairing, 8 new 44-

## Highlights (Cont'd)

passenger buses for normal and emergency transport and 2 new buses to facilitate county jail transfers.

- A savings of \$230,000 is recommended in the department's telephone accounts as a result of a department-wide upgrade of its telephone system during FY 2013. The upgrade eliminates monthly line charges as well as toll calls among DOC facilities.

## STATE PAROLE BOARD

- The State Parole Board is recommended to receive \$64.011 million in FY 2014, the same amount as the FY 2013 adjusted appropriation. No change is projected in the number of parolees under supervision.

## GRANTS-IN-AID

### DEPARTMENT OF CORRECTIONS

- The FY 2014 recommendation for the Purchase of Community Services totals \$64.554 million, \$1.729 million less than the FY 2013 adjusted appropriation. The reduction discontinues a supplemental appropriation the department estimates it needs in FY 2013 to resolve a program deficit.

### STATE PAROLE BOARD

- All Grants-in-Aid programs administered by the State Parole Board are funded in FY 2014 at the same level as in FY 2013. The budget provides \$36.1 million for these programs.
- Recommended budget language continues to allow for the transfer of up to \$3 million from the State Parole Board's Community Resource Center Program to the Department of Labor and Workforce Development, Employment and Training Services Program for parolee employment services from contracted providers (budget pg. D-77). The FY 2014 recommendation for this program totals \$11.581 million, equal to the FY 2013 adjusted appropriation.
- Recommended budget language continues to allow for the transfer of up to \$3 million from the Parole Board's Grants-in-Aid accounts to other State departments or agencies as directed by the Chairman of the State Parole Board to provide services to parolees as requested by the Governor's Task Force on Recidivism Reduction (budget pg. D-77).

### Background Paper

- Inmate Population Trends

p. 12

**Fiscal and Personnel Summary**

AGENCY FUNDING BY SOURCE OF FUNDS (\$000)

	Expended FY 2012	Adj. Approp. FY 2013	Recom. FY 2014	Percent Change	
				2012-14	2013-14
<b><u>General Fund</u></b>					
Direct State Services	\$944,639	\$957,811	\$959,135	1.5%	0.1%
Grants-In-Aid	106,137	106,570	104,841	( 1.2%)	( 1.6%)
State Aid	20,500	20,500	20,500	0.0%	0.0%
Capital Construction	4,360	0	0	( 100.0%)	0.0%
Debt Service	0	0	0	0.0%	0.0%
<b>Sub-Total</b>	<b>\$1,075,636</b>	<b>\$1,084,881</b>	<b>\$1,084,476</b>	<b>0.8%</b>	<b>( 0.0%)</b>
<b><u>Property Tax Relief Fund</u></b>					
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%
<b>Sub-Total</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>0.0%</b>	<b>0.0%</b>
<b><u>Casino Revenue Fund</u></b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>0.0%</b>	<b>0.0%</b>
<b><u>Casino Control Fund</u></b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>0.0%</b>	<b>0.0%</b>
<b>State Total</b>	<b>\$1,075,636</b>	<b>\$1,084,881</b>	<b>\$1,084,476</b>	<b>0.8%</b>	<b>( 0.0%)</b>
<b><u>Federal Funds</u></b>	<b>\$10,873</b>	<b>\$13,094</b>	<b>\$11,113</b>	<b>2.2%</b>	<b>( 15.1%)</b>
<b><u>Other Funds</u></b>	<b>\$56,813</b>	<b>\$55,528</b>	<b>\$55,588</b>	<b>( 2.2%)</b>	<b>0.1%</b>
<b>Grand Total</b>	<b>\$1,143,322</b>	<b>\$1,153,503</b>	<b>\$1,151,177</b>	<b>0.7%</b>	<b>( 0.2%)</b>

**PERSONNEL SUMMARY - POSITIONS BY FUNDING SOURCE**

	Actual FY 2012	Revised FY 2013	Funded FY 2014	Percent Change	
				2012-14	2013-14
State	8,525	8,449	8,461	( 0.8%)	0.1%
Federal	28	36	36	28.6%	0.0%
All Other	278	271	269	( 3.2%)	( 0.7%)
<b>Total Positions</b>	<b>8,831</b>	<b>8,756</b>	<b>8,766</b>	<b>( 0.7%)</b>	<b>0.1%</b>

FY 2012 (as of December) and revised FY 2013 (as of January) personnel data reflect actual payroll counts. FY 2014 data reflect the number of positions funded.

**AFFIRMATIVE ACTION DATA**

Total Minority Percent					
Department of Corrections	45.8%	45.8%	43.8%	---	---
State Parole Board	39.4%	39.8%	40.8%	---	---

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

<u>Budget Item</u>	<u>Adj. Approp. FY 2013</u>	<u>Recomm. FY 2014</u>	<u>Dollar Change</u>	<u>Percent Change</u>	<u>Budget Page</u>
<b>SALARIES AND WAGES</b>					
<b>Detention and Rehabilitation</b>	<b>\$547,966</b>	<b>\$542,401</b>	<b>(\$5,565)</b>	<b>( 1.0%)</b>	<b>D-70</b>
<b>System Wide Program Support</b>	<b>\$36,910</b> <b>(S) \$ 1,980</b>	<b>\$38,788</b>	<b>(\$ 102)</b>	<b>( .3%)</b>	<b>D-72</b>
<b>Central Planning, Direction and Management</b>	<b>\$14,239</b>	<b>\$14,948</b>	<b>\$ 709</b>	<b>5.0%</b>	<b>D-78</b>
<b>TOTAL</b>	<b>\$601,095</b>	<b>\$596,137</b>	<b>(\$4,958)</b>	<b>( .8%)</b>	

The FY 2014 reductions in Detention and Rehabilitation and System-Wide Program Support are primarily due to eliminating FY 2013 funding of nonrecurring back pay costs arising from settlement of litigation involving corrections officers. According to the Executive, the department is using a salary surplus and projected FY 2013 supplemental appropriations of \$1.98 million to fund \$5.985 million in settlement costs. Other changes include a reallocation of \$59,000 from matching fund appropriations (which are no longer being budgeted in separate accounts) and attrition savings. Combined State-funded staff levels in Detention and Rehabilitation and System-Wide Program Support are expected to be the same in FY 2014 as in FY 2013. Despite the recommended increase in Central Planning, Direction and Management, the number of State funded staff is projected to decline by two positions, suggesting that FY 2013 salary funding is insufficient and will be augmented by appropriation transfers.

<b>SERVICES OTHER THAN PERSONAL</b>					
<b>Detention and Rehabilitation</b>	<b>\$146,229</b> <b>(S) \$ 3,904</b>	<b>\$154,993</b>	<b>\$ 4,860</b>	<b>3.2%</b>	<b>D-70</b>
<b>System-Wide Program Support</b>	<b>\$12,278</b> <b>(S) \$ 228</b>	<b>\$13,160</b>	<b>\$ 654</b>	<b>5.2%</b>	<b>D-72</b>
<b>Central Planning, Direction and Management</b>	<b>\$719</b>	<b>\$539</b>	<b>(\$ 180)</b>	<b>( 25.0%)</b>	<b>D-78</b>
<b>TOTAL</b>	<b>\$163,358</b>	<b>\$168,692</b>	<b>\$ 5,334</b>	<b>3.3%</b>	

The recommended increases in Detention and Rehabilitation and System-Wide Program Support consist primarily of the addition of \$5.116 million to fund contractual salary increases and fringe benefit rate increases applicable to staff of the University of Medicine and Dentistry of New Jersey (UMDNJ) who provide health care services under contract with the department

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

<u>Budget Item</u>	<u>Adj. Approp.</u> <u>FY 2013</u>	<u>Recomm.</u> <u>FY 2014</u>	<u>Dollar</u> <u>Change</u>	<u>Percent</u> <u>Change</u>	<u>Budget</u> <u>Page</u>
to the prison population. The budget also indicates the need for FY 2013 supplemental funding of \$4.2 million to close an inmate medical cost "deficit." In responses to OLS FY 2013 discussion points last spring, the department indicated it was seeking to amend the contract with UMDNJ to extend it at least two years beyond its June 30, 2012 end date.					
The remaining \$398,000 increase reflects a reallocation of matching fund appropriations (which are no longer being budgeted in separate accounts) and the Video Teleconferencing appropriation.					
The recommended reduction in the Central Planning account is the net result of a reduction of \$230,000 in telephone savings offset by a reallocation of \$50,000 in matching fund appropriations.					
<b>SPECIAL PURPOSE</b>					
<b>State Match – Residential Substance Abuse Treatment Grant</b>					
	\$26	\$0	(\$ 26)	( 100.0%)	D-70
<b>State Match – Social Services Block Grant</b>					
	\$33	\$0	(\$ 33)	( 100.0%)	D-70
<b>State Match – Violence Against Women Grant</b>					
	\$26	\$0	(\$ 26)	( 100.0%)	D-70
<b>State Match – Prison Rape Elimination Grant</b>					
	\$200	\$0	(\$ 200)	( 100.0%)	D-72
<b>Video Teleconferencing</b>					
	\$172	\$0	(\$ 172)	( 100.0%)	D-72
<b>TOTAL</b>	<b>\$ 457</b>	<b>\$ 0</b>	<b>(\$ 457)</b>	<b>( 100.0%)</b>	

These accounts have been discontinued in FY 2014 and, according to budget footnotes, have been allocated to applicable operating accounts, specifically Salaries and Wages (\$59,000) and Services Other Than Personal (\$398,000), consistent with their current intended uses. The OLS notes that it is no longer a requirement of the Office of Management and Budget that agencies segregate in separate line items State funds that match federal funds.



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

<u>Budget Item</u>	<u>Adj. Approp.</u> <u>FY 2013</u>	<u>Recomm.</u> <u>FY 2014</u>	<u>Dollar</u> <u>Change</u>	<u>Percent</u> <u>Change</u>	<u>Budget</u> <u>Page</u>
<b>SPECIAL PURPOSE</b>					
<b>Civilly Committed</b>					
<b>Sexual Offender</b>	<b>\$28,314</b>				
<b>Program</b>	<b>(S) \$ 68</b>	<b>\$28,551</b>	<b>\$ 169</b>	<b>.6%</b>	<b>D-70</b>
<b>MAINTENANCE AND</b>					
<b>FIXED CHARGES</b>					
<b>Detention and</b>					
<b>Rehabilitation</b>	<b>\$11,232</b>	<b>\$11,882</b>	<b>\$ 650</b>	<b>5.8%</b>	<b>D-70</b>
<b>System –Wide</b>					
<b>Program Support</b>	<b>\$676</b>	<b>\$676</b>	<b>\$0</b>	<b>—</b>	<b>D-78</b>
<b>TOTAL</b>	<b>\$11,908</b>	<b>\$12,558</b>	<b>\$ 650</b>	<b>5.8%</b>	

The recommended increase provides the DOC with additional resources for higher costs of maintenance and repairs of institutional buildings and equipment.

**FEDERAL FUNDS****Institutional Care and Treatment**

	<b>\$1,021</b>	<b>\$940</b>	<b>(\$ 81)</b>	<b>( 7.9%)</b>	<b>D-71</b>
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The FY 2014 decrease in federal funding represents a reduction of \$44,000 in the Federal Neglected and Delinquent Program and a reduction of \$37,000 under the Individuals with Disabilities Education Act.

The Neglected and Delinquent Program is operated at New Jersey State Prison, Garden State Youth and Correctional Facility, Wagner Youth Correctional Facility and Mountainview Youth Correctional Facility. The program's funding allocated to these institutions changes from \$697,000 in FY 2013 to \$653,000 in FY 2014, but an additional \$82,000 of this grant is allocated to central administration and support services.

Individuals with Disabilities Education Act programs are operated at Garden State Youth Correctional Facility and Mountainview Youth Correctional Facility. The program received \$226,000 in FY 2013 and is anticipated to receive \$189,000 in FY 2014.

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

<u>Budget Item</u>	<u>Adj. Approp.</u> <u>FY 2013</u>	<u>Recomm.</u> <u>FY 2014</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>Institutional Care and Treatment</b>	<b>\$6,383</b>	<b>\$7,214</b>	<b>\$ 831</b>	<b>13.0%</b>	<b>D-71</b>

The FY 2014 recommendation for Institutional Care and Treatment, All Other Funds represents funding awarded to the institutions under "The State Facilities Education Act of 1979" (P.L.1979, c.207). Funds for this program are provided through the Department of Education and based on an annual pupil count that is conducted on the last school day prior to October 16th for the following school year. Eligible student offenders are 20 years of age or younger on July 1, enrolled in education programs, and do not yet possess a high school diploma or equivalent. Funds are distributed proportionally based on each facility's pupil count after adjustments are made for central office educational support services, various special services and other contingencies.

<b>Administration and Support Services</b>	<b>\$20,785</b>	<b>\$20,424</b>	<b>(\$ 361)</b>	<b>( 1.7%)</b>	<b>D-71</b>
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The FY 2014 decrease in this account reflects anticipation of lower 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.

<b>SYSTEM WIDE PROGRAM SUPPORT</b>					
<b>Additions, Improvements and Equipment</b>	<b>\$317</b>	<b>\$817</b>	<b>\$ 500</b>	<b>157.7%</b>	<b>D-72</b>

The recommended increase provides funding for master lease payments to purchase information technology equipment. Master lease payments, also known as line of credit payments, result from acquisition of equipment in concert with short-term financing arranged by the Department of the Treasury, whereby full purchase costs are paid in installments over 3-5 years.

<b>GRANTS-IN-AID</b>					
<b>Purchase of Community Services</b>	<b>\$64,554</b>	<b>\$64,554</b>	<b>(\$1,729)</b>	<b>( 2.6%)</b>	<b>D-73</b>
	<b>(S) \$ 1,729</b>				

The recommended reduction in this account represents the discontinuation of a FY 2013 supplemental appropriation of \$1.729 million the Executive indicates is needed to resolve a program deficit. Budget data estimates that more inmates are housed in community placements (2,695) than was assumed when the FY 2013 budget was proposed (2,637).

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

<u>Budget Item</u>	<u>Adj. Approp.</u> <u>FY 2013</u>	<u>Recomm.</u> <u>FY 2014</u>	<u>Dollar</u> <u>Change</u>	<u>Percent</u> <u>Change</u>	<u>Budget</u> <u>Page</u>
<b>FEDERAL FUNDS</b>					
<b>Institutional Program Support</b>	<b>\$10,468</b>	<b>\$8,392</b>	<b>(\$2,076)</b>	<b>( 19.8%)</b>	<b>D-73</b>

The FY 2014 decrease in federal funding represents a reduction in several grant programs. The following programs are anticipated to either receive reduced funding in FY 2014 or be eliminated:

- The State Criminal Alien Assistance Program is anticipated to receive \$3.792 million in FY 2014, \$1.064 million less than the FY 2013 amount.
- The Department of Justice Second Chance Re-Entry Project, projected at \$500,000 in FY 2013, is not anticipated to receive continued funding in FY 2014.
- The Second Chance Statewide Recidivism Reduction – US Department of Justice Program, with \$1 million in FY 2013, is not anticipated to be continued in FY 2014.
- The Substance Abuse and Mental Health Services Administration Offender Re-Entry Program, with \$400,000 in FY 2013, is not anticipated to be continued in FY 2014.

The following federally funded programs are newly anticipated in FY 2014:

- The Responsible Parenting Program is anticipated to receive \$437,000 in FY 2014.
- The Second Chance Act – Engaging the Family in the Recovery Process Phase 2 is anticipated to receive \$271,000 in FY 2014.
- The Second Chance Re-Entry Project Family Based Prisoner Substance Abuse Treatment Program is anticipated to receive \$180,000 in FY 2014.

**DOC State Match**

<b>Account</b>	<b>\$50</b>	<b>\$0</b>	<b>(\$ 50)</b>	<b>( 100.0%)</b>	<b>D-78</b>
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Funding from this account was realigned into the Services Other Than Personal account (see above). The OLS notes that it is no longer a requirement of the Office of Management and Budget that agencies segregate in separate line items State funds that match federal funds.

**Additions,  
Improvements and  
Equipment**

	<b>\$1,896</b>	<b>\$2,126</b>	<b>\$ 230</b>	<b>12.1%</b>	<b>D-78</b>
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The FY 2014 recommendation represents the mandatory growth to cover the anticipated master lease payments for the department-wide vehicle replacement initiative implemented in FY 2013. In FY 2014 the department anticipates the acquisition of two buses and emergency preparedness supplies. The department's budget increased by \$919,000 in FY 2013 for the acquisition of 125 new cars and vans to replace vehicles which were no longer worth repairing, 8 new 44-passenger buses for normal and emergency transport and 2 new buses to facilitate county jail transfers.

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

<u>Budget Item</u>	<u>Adj. Approp.</u> <u>FY 2013</u>	<u>Recomm.</u> <u>FY 2014</u>	<u>Dollar</u> <u>Change</u>	<u>Percent</u> <u>Change</u>	<u>Budget</u> <u>Page</u>
<b>FEDERAL FUNDS</b>					
<b>Administration and Support Services</b>	<b>\$1,105</b>	<b>\$1,281</b>	<b>\$ 176</b>	<b>15.9%</b>	<b>D-79</b>

The FY 2014 recommendation would provide funding totaling \$1.042 million for the Adult Basic Skills program, an increase of \$96,000 over FY 2013, and \$157,000 for the Perkins-Vocational Education grant, \$2,000 less than the FY 2013 amount, and funding of \$82,000 for the Neglected and Delinquent program (most funding from this grant is allocated to several correctional institutions).

## **Significant Language Changes**

No significant language changes are recommended for the Department of Corrections and State Parole Board in FY 2014.

## Background Paper: Inmate Population Trends

Budget Pages.... D-64 to D-69

### 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, the stress of prison population growth abated as inmate populations decreased, providing some relief to the Department of Corrections. Concurrently, the makeup of the prison population changed from primarily violent offenders to primarily non-violent offenders with an increasing number of drug offenders. 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. While the overall State prison population has remained relatively stable since 2000, albeit with slight fluctuations, future inmate population trends will influence policy decisions and the allocation of resources in upcoming years.

### Introduction

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

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; one housing adult female offenders; and three facilities housing youthful offenders. Additionally, the department is responsible for housing offenders who have completed their term of incarceration but who have been classified as sexually violent predators, are considered to be a danger to the public, and have been involuntarily committed to one of two State operated facilities. 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.

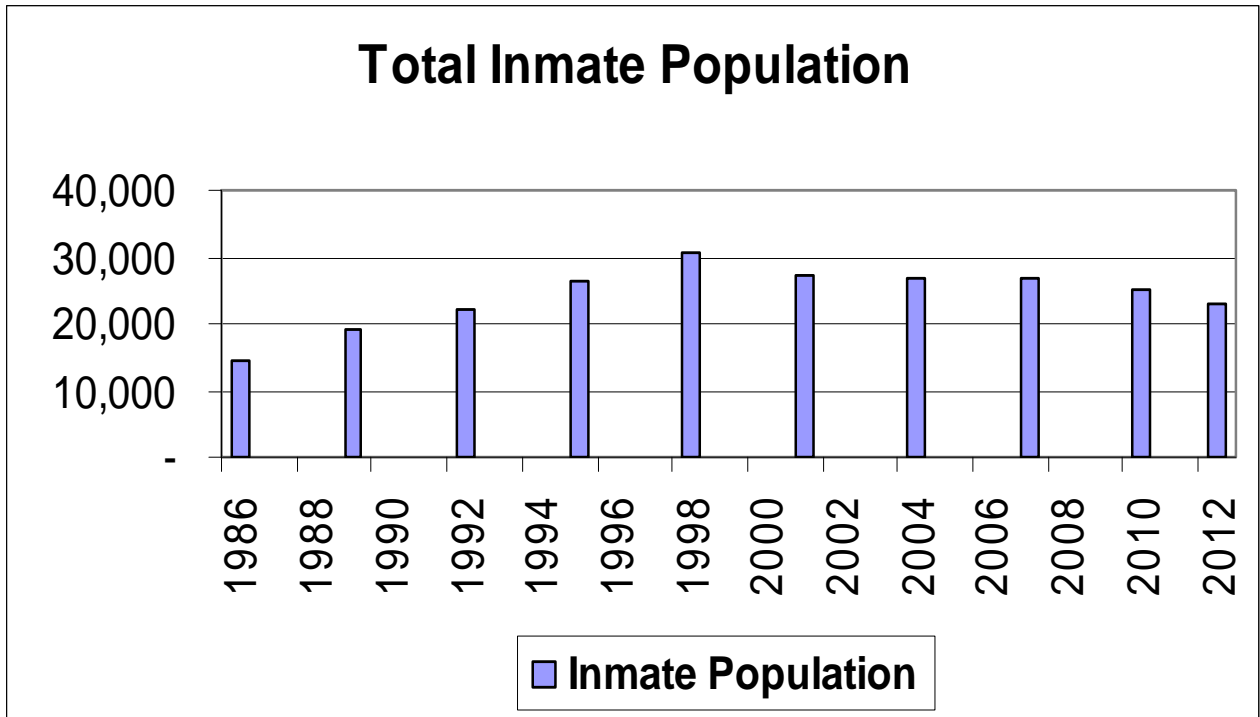
In addition to the State-run institutions, the Department of Corrections houses inmates in county jails and in various alternatives to incarceration. These placements serve two functions: to ease the overcrowded conditions within the State operated facilities, and to provide various treatment and educational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

### Prison Population Changes

The following chart tracks the State prisons' population from the late 1980's through 2012. On December 31, 1986, the Department of Corrections housed 14,346 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

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

prison population, the number of State sentenced inmates more than doubled, totaling 30,818 adult and young adult inmates in State and county correctional facilities and community placements. On December 31, 2012 the State sentenced prison population totaled 23,091 inmates, 7,727 inmates fewer than the number housed in 1999, a decline of about 25 percent, but still about 60 percent more inmates than those housed in 1986.



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 aimed at securing a safer environment for New Jersey's citizens through new and longer sentences for various drug offenses, drug related criminal activity and violent crimes. In addition, minimum mandatory sentences imposed on several offenses required longer prison stays for convicted offenders. Finally, statutes mandating stiffer parole eligibility criteria served to keep offenders incarcerated longer, swelling the State prison population.

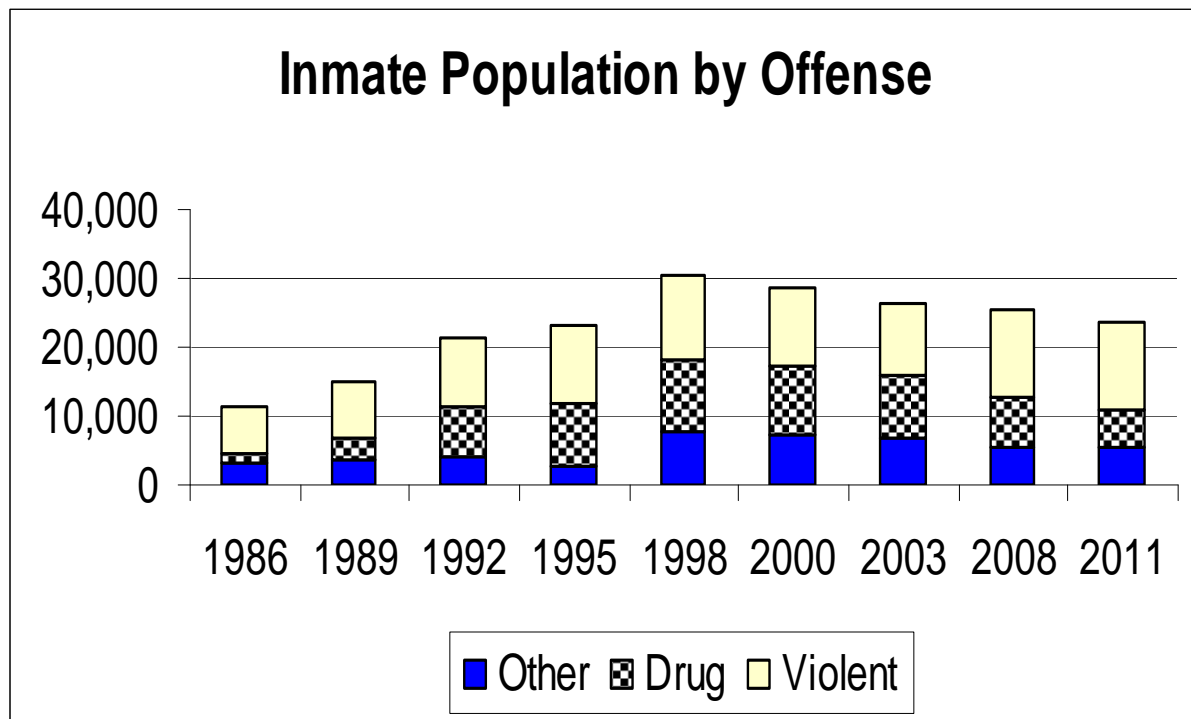
The more recent reductions in the State sentenced prison population can be attributed to the fact that many inmates who had been sentenced under the mandatory minimum sentencing statutes began to reach the end of their terms of incarceration and were paroled. In addition, increases in State Parole Board staff permitted the Parole Board to expand its alternatives to incarceration programs, to implement new programs and to reduce the 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.

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

### Offender Characteristics

Over time, the makeup of the State sentenced prison population had begun 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. While the number of imprisoned drug offenders had risen during the intervening years since 1986, these numbers have recently begun 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. As of January 2012, a total of 22 percent of the State prison population were drug offenders. Another 54 percent of the State sentenced prison population were convicted of violent crimes, while the remaining 24 percent were convicted of all other types of crimes.

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



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

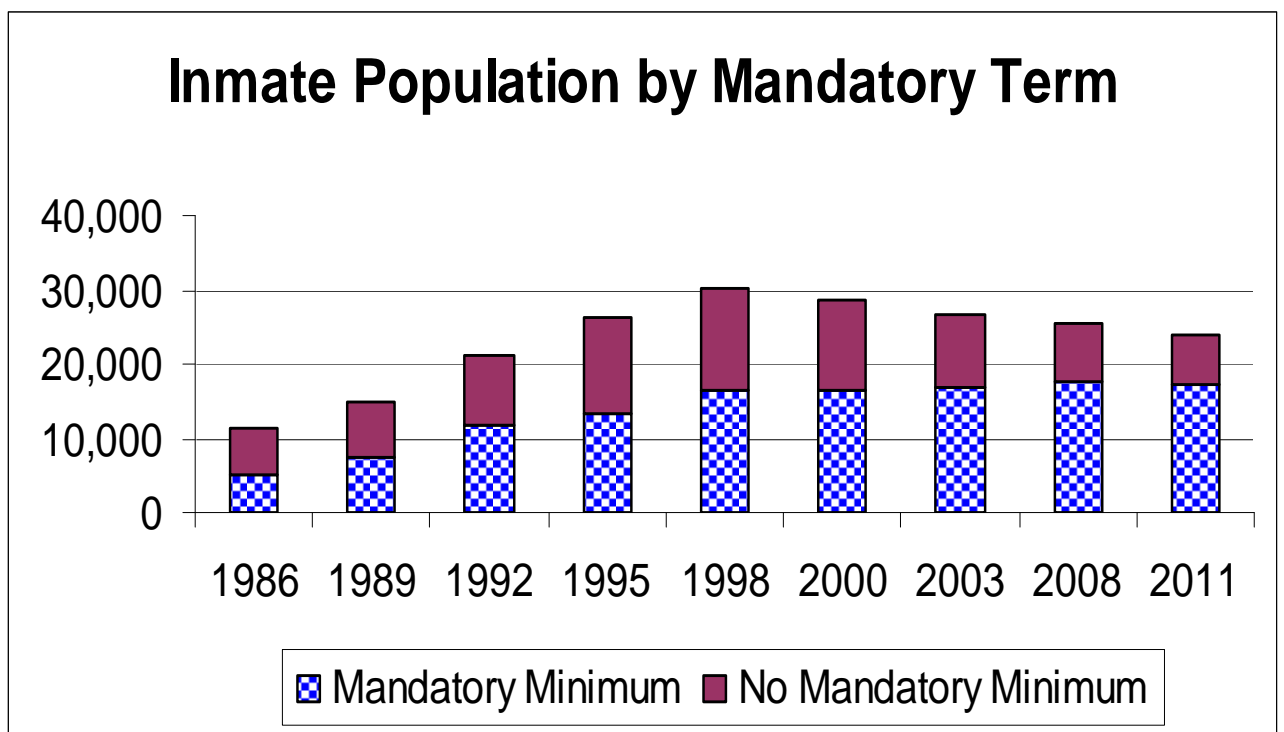


## Background Paper: Inmate Population Trends (Cont'd)

### Mandatory Minimum Sentences

During the 1980's and into the 1990's, the Legislature's efforts to reduce crime and punish offenders 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 1986, the number of inmates serving mandatory minimum terms generally grew at a greater pace than the total number of inmates in the correctional population. In 1986, about 43 percent of the State's total adult population were serving mandatory minimum terms. By 2011 this proportion increased to 71 percent of the total inmate population. Because of this increasing proportion of inmates serving mandatory minimum sentences, several bills have been introduced relaxing mandatory terms.



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

### Aging Prison Population

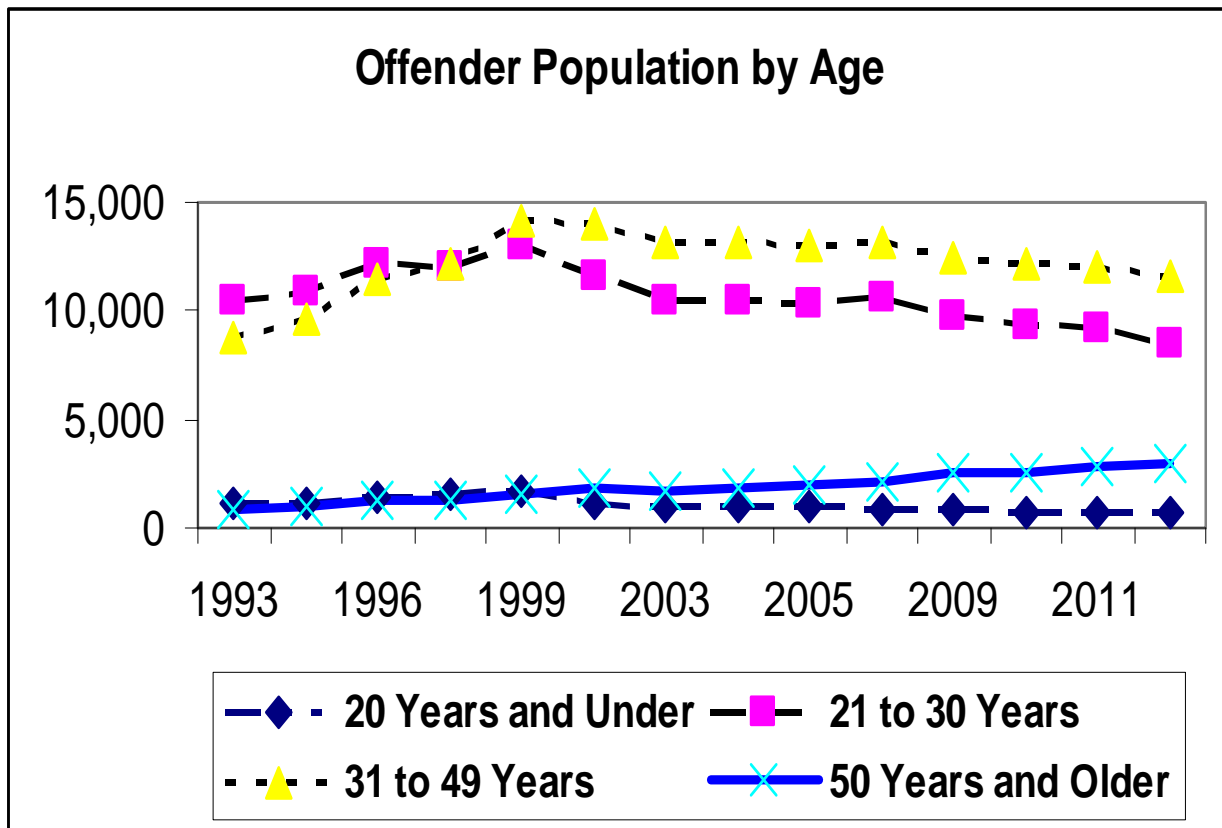
While the size of the State's prison population has stabilized, and even declined somewhat, over time, mandatory minimum sentences have contributed to demographic shifts

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

within this population. Absent parole opportunities for these offenders, mandatory minimum sentences have resulted in an increase in the number of inmates who are more than 50 years of age, pointing to the beginning of a trend toward a more elderly prison population.

According to the New Jersey Department of Corrections' "Offender Characteristics Report", on December 31, 1992 the number of offenders aged between 21 and 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 January 2012, the number of 21 to 30 year old offenders totaled 8,498, or 35.9 percent of the prison population while the number of offenders age 50+ totaled 400 inmates or 12.3 percent of the prison population.

The following chart illustrates the trend toward an older population. While the number of inmates aged 17 through 49 has decreased over the past decade, the number and percentage of the offender population 50 years of age and older has increased over that time.



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

### Alternative Housing Options

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

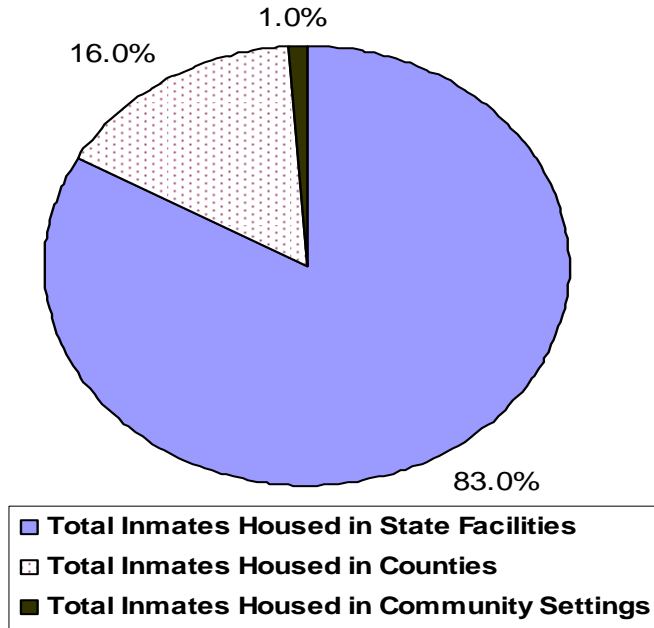
As the DOC's prison population grew during the 1980's and 1990's, the department faced the task of acquiring secure housing to meet its mandate to house the State's convicted offenders. In response, the DOC enlisted county jails and expanded its use of community based halfway houses and treatment facilities and various alternatives to incarceration. Recent trends show the department placing more reliance on halfway house alternatives than on county facilities as a housing option. County jails have remained an important facet of the department's overall housing strategy because this is where the overflow of State sentenced prison inmates are housed at any given time. The number of inmates housed in the counties has been largely dependent upon the number of admissions processed each month offset by the number of releases and paroles granted, and is subject to monthly fluctuations.

In December 1986, while the Department of Corrections had a total of 14,346 inmates, 11,937 of them, 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 2012, the number of State sentenced inmates totaled 23,091. The number housed in State facilities totaled 20,268 inmates, comprising 88 percent of the prison population, five percent more than the percentage of inmates housed in 1986. The number of county placements declined to 109 (0.47 percent), and the number of community placements totaled 2,714 (12 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 2014, the State projects that the number of inmates housed in the counties will total 320, while community placements are estimated to total 2,657.

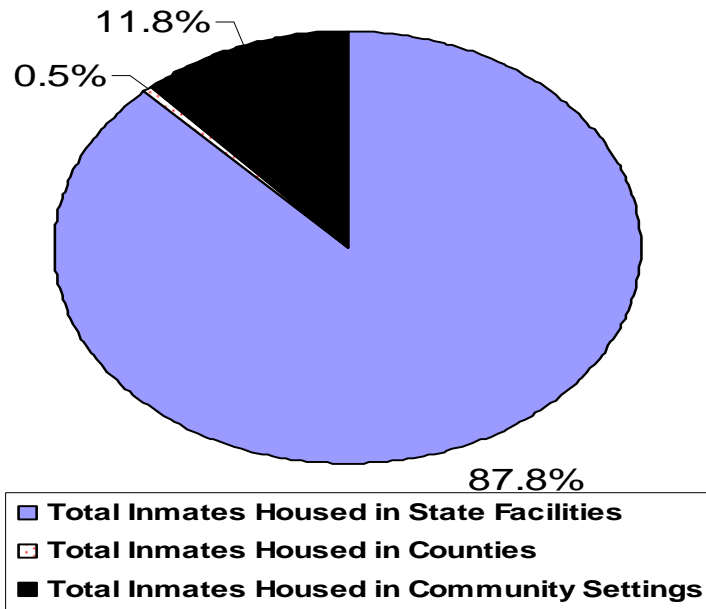
The following charts illustrate the shift in the use of county facilities and the department's increasing reliance on community based alternatives to incarceration.

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

**Population Distribution  
December 1986**



**Population Distribution  
December 2012**



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 2014 budget are encouraged to contact:

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