

**ANALYSIS OF THE NEW JERSEY BUDGET**

**DEPARTMENT OF CORRECTIONS  
STATE PAROLE BOARD**

**FISCAL YEAR**

**2014 - 2015**

# NEW JERSEY STATE LEGISLATURE

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# DEPARTMENT OF CORRECTIONS AND STATE PAROLE BOARD

Budget Pages..... C-3, C-11, C-18, C-24, D-59 to D-77,  
G-1 to G-2.

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

	Expended FY 2013	Adjusted Appropriation FY 2014	Recommended FY 2015	Percent Change 2014-15
State Budgeted	\$1,082,392	\$1,090,508	\$1,079,926	( 1.0%)
Federal Funds	9,634	11,354	10,982	( 3.3%)
<u>Other</u>	<u>53,785</u>	<u>55,588</u>	<u>50,583</u>	<u>( 9.0%)</u>
Grand Total	\$1,145,811	\$1,157,450	\$1,141,491	( 1.4%)

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

	Actual FY 2013	Revised FY 2014	Funded FY 2015	Percent Change 2014-15
State	8,432	8,241	8,266	.3%
Federal	35	33	26	( 21.2%)
<u>Other</u>	<u>269</u>	<u>251</u>	<u>228</u>	<u>( 9.2%)</u>
Total Positions	8,736	8,525	8,520	( .1%)

FY 2013 (as of December) and revised FY 2014 (as of January) personnel data reflect actual payroll counts. FY 2015 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, 2013, there were 22,321 State sentenced inmates housed in State and county correctional facilities and halfway house placements, 770 or 3.3 percent fewer inmates than the number housed on December 31, 2012. Of this amount, 19,468 inmates were housed in DOC facilities, 2,734 were housed in various community based residential facilities, and 119 were housed in the county jails.
- According to FY 2015 budget evaluation data, the department anticipates an average daily population of 200 inmates housed in the county jails, the same as the number housed in FY 2014.

## DIRECT STATE SERVICES

- The Department of Corrections' and the State Parole Board's combined FY 2015 Direct State Services recommendations total \$952.6 million, which is \$12.6 million or 1.3 percent less than the FY 2014 adjusted appropriation of \$965.2 million. Funding for the Department of Corrections is recommended at \$900 million, \$10 million or 1.1 percent less than the FY 2014 adjusted appropriation of \$890 million.

## DEPARTMENT OF CORRECTIONS

- The FY 2015 recommendation provides for a reduction of \$15.3 million in the institutional accounts. These reductions result partly from the department's plan to depopulate Mid-State Correctional Facility in order to make renovations and repairs. Mid-State Correctional Facility is a male medium security institution located at Fort Dix in Burlington County, with an average daily inmate population of about 690. Formerly used as a military pre-trial detention center, it was leased to the Department of Corrections (DOC) in 1982 under a very stringent leasing agreement with the federal government requiring unique operating procedures. In August, 2004, the property was deeded to the DOC.

The renovations of Mid-State Correctional Facility are estimated to cost \$8.023 million. Renovations will include the rehabilitation of the guard towers, fire safety code compliance upgrades, a mailroom/training trailer, HVAC upgrades, and rehabilitation of doors, gates, and windows. The inmates will be relocated to bed vacancies throughout the department consistent with required inmate classification, operational and security needs. The DOC will re-open units at Northern State Prison and Southern State Correctional Facility, which had temporarily been closed, in order to make the necessary population moves and placements. It also plans to maintain current institutional staffing levels, despite a reduction of \$14 million in salary accounts. DOC has an acknowledged FY 2014 salary surplus of \$11.8 million.

## Highlights (Cont'd)

- Recommended new language would permit the DOC to use any commissions earned from inmate kiosks to offset costs associated with the provision of this service to State sentenced inmates. The State entered into a contract with JPay Inc. on February 12, 2013 for the provision of inmate money and kiosk services. Money services include electronic deposits to inmate accounts from friends and family members and debit release cards. Kiosk services include video visitation, email and the sale of music through the purchase of an MP3 player and subsequent downloads through the kiosk. A variety of other applications can be provided to the inmate population through the kiosk including information pertaining to the inmate's account, educational materials, automated remedy forms, commissary ordering, etc.

The DOC started accepting money through JPay on December 2, 2013. The DOC plans to initiate the debit release card program by the end of April 2014 and to begin installing kiosks in each of the DOC facilities during the late fall of 2014. Revenues generated from the program currently include a 50 cent charge for every electronic deposit through JPay totaling about \$60,000 per year. The DOC receives no commission for money orders mailed to JPay nor will it receive any commissions on the debit cards. The fee structures have not been set as of this date for email, music, or video visitation services provided through JPay.

## STATE PAROLE BOARD

- The State Parole Board (SPB) is recommended to receive \$98.687 million in FY 2015, \$2.524 million or 2.5 percent less than the FY 2014 adjusted appropriation of \$101.211 million. The SPB anticipates that it will supervise 15,368 parolees during FY 2015, 364 less than the number supervised during FY 2014.
- The FY 2015 budget eliminates funding for the Parole Violator Assessment and Treatment Program. According to the SPB, the decision to eliminate this program resulted from a review of the overall impact of cooperative SPB and DOC efforts to depopulate the county jails of parole violators. The population previously served by regional assessment centers is now processed at the Central Reception Facility, at no cost to the SPB.
- The FY 2015 budget recommends an increase of \$1 million to the Sex Offender Management Unit for sex offender supervision, and \$164,000 to the salary account to fund positions of employees providing services to the sex offender program. The FY 2015 evaluation data indicates that there will be 5,537 parolees in the Sex Offender Management Unit, 61 more parolees than the number supervised in FY 2014.
- Recommended budget language continues to allow for the transfer of up to \$3 million from the State Parole Board's Community Resource Center Program account to the Department of Labor and Workforce Development, Employment and Training Services Program for parolee employment services from contracted providers (page D-75). The FY 2015 recommendation for this account totals \$11.581 million, the same amount as the FY 2014 adjusted appropriation.

## Highlights (Cont'd)

### GRANTS-IN-AID

- Grants-in-Aid funding for both the department (\$68.8 million) and the State Parole Board (\$36.1 million) is continued in FY 2015 unchanged from FY 2014 levels, both in total and by program.

### STATE AID

#### DEPARTMENT OF CORRECTIONS

- The FY 2015 budget recommendation provides for an appropriation of \$20 million for the Essex County Jail Substance Abuse Programs, an increase of \$2 million over the FY 2014 adjusted appropriation of \$18 million. In addition the sum of \$2.5 million is recommended for Union County Inmate Rehabilitation Services, the same amount as that appropriated in FY 2014.

#### Background Paper

- Inmate Population Trends p. 15

**Fiscal and Personnel Summary**

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

	Expended FY 2013	Adj. Approp. FY 2014	Recom. FY 2015	Percent Change	
				2013-15	2014-15
<b>General Fund</b>					
Direct State Services	\$957,049	\$965,167	\$952,585	( 0.5%)	( 1.3%)
Grants-In-Aid	101,386	104,841	104,841	3.4%	0.0%
State Aid	19,614	20,500	0	( 100.0%)	( 100.0%)
Capital Construction	4,343	0	0	0.0%	0.0%
Debt Service	0	0	0	0.0%	0.0%
<b>Sub-Total</b>	<b>\$1,082,392</b>	<b>\$1,090,508</b>	<b>\$1,057,426</b>	<b>( 1.9%)</b>	<b>( 3.0%)</b>
<b>Property Tax Relief Fund</b>					
Direct State Services	\$0	\$0	\$0	0.0%	0.0%
Grants-In-Aid	0	0	0	0.0%	0.0%
State Aid	0	0	22,500	0.0%	0.0%
<b>Sub-Total</b>	<b>\$0</b>	<b>\$0</b>	<b>\$22,500</b>	<b>0.0%</b>	<b>0.0%</b>
<b>Casino Revenue Fund</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>0.0%</b>	<b>0.0%</b>
<b>Casino Control Fund</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>0.0%</b>	<b>0.0%</b>
<b>State Total</b>	<b>\$1,082,392</b>	<b>\$1,090,508</b>	<b>\$1,079,926</b>	<b>( 0.2%)</b>	<b>( 1.0%)</b>
<b>Federal Funds</b>	<b>\$9,634</b>	<b>\$11,354</b>	<b>\$10,982</b>	<b>14.0%</b>	<b>( 3.3%)</b>
<b>Other Funds</b>	<b>\$53,785</b>	<b>\$55,588</b>	<b>\$50,583</b>	<b>( 6.0%)</b>	<b>( 9.0%)</b>
<b>Grand Total</b>	<b>\$1,145,811</b>	<b>\$1,157,450</b>	<b>\$1,141,491</b>	<b>( 0.4%)</b>	<b>( 1.4%)</b>

**PERSONNEL SUMMARY - POSITIONS BY FUNDING SOURCE**

	Actual FY 2013	Revised FY 2014	Funded FY 2015	Percent Change	
				2013-15	2014-15
State	8,432	8,241	8,266	( 2.0%)	0.3%
Federal	35	33	26	( 25.7%)	( 21.2%)
All Other	269	251	228	( 15.2%)	( 9.2%)
<b>Total Positions</b>	<b>8,736</b>	<b>8,525</b>	<b>8,520</b>	<b>( 2.5%)</b>	<b>( 0.1%)</b>

FY 2013 (as of December) and revised FY 2014 (as of January) personnel data reflect actual payroll counts. FY 2015 data reflect the number of positions funded.

**AFFIRMATIVE ACTION DATA**

Total Minority Percent					
Department of Corrections	45.9%	45.7%	45.1%	---	---
State Parole Board	39.7%	43.1%	37.3%	---	---

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

<u>Budget Item</u>	<u>Adj. Approp. FY 2014</u>	<u>Recomm. FY 2015</u>	<u>Dollar Change</u>	<u>Percent Change</u>	<u>Budget Page</u>
<b>DETENTION AND REHABILITATION</b>					
<b>Personal Services</b>	<b>\$544,794</b>	<b>\$525,502</b>	<b>(\$19,292)</b>	<b>( 3.5%)</b>	<b>D-68</b>
<b>Materials and Supplies</b>	<b>\$70,266</b>	<b>\$68,920</b>	<b>(\$1,346)</b>	<b>( 1.9%)</b>	<b>D-68</b>
<b>Services Other Than Personal</b>	<b>\$154,993</b>				<b>D-68</b>
	<b>(\$4,857)</b>				<b>D-68</b>
<b>SOTP Total</b>	<b>\$159,850</b>	<b>\$155,534</b>	<b>(\$4,316)</b>	<b>( 2.7%)</b>	<b>D-68</b>
<b>Maintenance and Fixed Charges</b>	<b>\$11,882</b>	<b>\$13,481</b>	<b>\$ 1,599</b>	<b>13.5%</b>	<b>D-68</b>
<b>Additions, Improvements and Equipment</b>	<b>\$1,075</b>	<b>\$9,098</b>	<b>\$ 8,023</b>	<b>746.3%</b>	<b>D-69</b>
<b>TOTAL</b>	<b>\$787,867</b>	<b>\$772,535</b>	<b>(\$15,332)</b>	<b>( 1.9%)</b>	

The major reason for the decrease in these institutional operating appropriations is the plan to de-populate Mid-State Correctional Facility in order to undertake renovations and repairs. Mid-State Correctional Facility is a male medium security institution located at Fort Dix in Burlington County. Formerly used as a military pre-trial detention center, it was leased to the DOC in 1982 under a very stringent leasing agreement with the federal government requiring unique operating procedures. In August, 2004, the property was deeded to the DOC.

The renovations of Mid-State are estimated to cost \$8.023 million, which accounts for the increase in appropriations for additions, improvements and equipment shown above. Renovations will include the rehabilitation of the guard towers, fire safety code compliance upgrades, a mailroom/training trailer, HVAC upgrades, and rehabilitation of doors, gates, and windows. Excluding the increase for renovation costs, operating appropriations for Mid-State decrease by \$23.8 million, from \$26.5 million to \$2.7 million. Salary funding for Mid-State decreases from \$19.6 million to \$2.6 million, while nonsalary operating costs decline from \$6.9 million to \$151,000.

The department plans to relocate Mid-State inmates to bed vacancies throughout the department consistent with required inmate classification, operational and security needs. The DOC will re-open units at Northern State Prison and Southern State Correctional Facility, which had temporarily been closed, in order to make the necessary population moves and placements.

Total operating appropriations for all other institutions increase by \$468,000, from \$761.3 million to \$761.8 million. Salary funding for all other institutions decreases by \$2.2 million. Despite a \$19.3 million decrease in salary appropriations for all institutions, the department indicates that no staff will be laid off as result of the Mid-State renovation project. Budget evaluation data project the same number of State supported positions in FY 2015 (6,977) as were filled in January 2014. A funding increase of \$5.3 million in the System-wide Program Support salary account, for the cost of new recruits, and an acknowledged FY 2014 salary

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

<u>Budget Item</u>	<u>Adj. Approp.</u> <u>FY 2014</u>	<u>Recomm.</u> <u>FY 2015</u>	<u>Dollar</u> <u>Change</u>	<u>Percent</u> <u>Change</u>	<u>Budget</u> <u>Page</u>
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surplus of \$11.8 million (an item on the list of intended lapses to close out FY 2014) suggest it may be possible to maintain the same workforce with a 3.5% decrease in salary funding.

Adjusting for the reductions in Mid-State's appropriations, operating funds for the other institutions increase by \$700,000 for materials and supplies, are even for services other than personal (which consists mostly of inmate medical services), and increase by about \$2 million for maintenance and fixed charges.

**SPECIAL PURPOSE**

**Civilly Committed**

<b>Sexual Offender Program</b>	<b>\$28,551</b>				
	<b>(S)\$57</b>				

<b>Total</b>	<b>\$28,608</b>	<b>\$28,348</b>	<b>(\$ 260)</b>	<b>( .9%)</b>	<b>D-68</b>
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According to the Office of Management and Budget, the \$260,000 reduction reflects lower average salaries of the staff funded from this account than in FY 2014. Evaluation data indicates that the program will serve 484 participants in FY 2015, the same as in FY 2014.

**FEDERAL FUNDS**

**Institutional Care and Treatment**

	<b>\$940</b>	<b>\$669</b>	<b>(\$ 271)</b>	<b>( 28.8%)</b>	<b>D-69</b>
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The FY 2015 decrease in federal funding represents the elimination of \$653,000 in the Federal Neglected and Delinquent Program, offset by an increase of \$145,000 under the Individuals with Disabilities Act, \$77,000 for a Violence Against Women Grant to Edna Mahan Correctional Facility for Women, and a new grant totaling \$160,000 to the Garden State Youth Correctional Facility for Residential Substance Abuse Treatment (RSAT). RSAT funding is used to fund residential substance abuse treatment programs within State and local correctional facilities in which prisoners are incarcerated for a period of time sufficient to permit six to twelve months of treatment.

Individuals with Disabilities Act educational programs are operated at Garden State Youth Correctional Facility and Mountainview Youth Correctional Facility. The program received \$189,000 in FY 2014 and is anticipated to receive \$334,000 in FY 2015.

The federal Title I Neglected and Delinquent program provides formula grants to State educational agencies for supplementary education services to help provide education continuity for children and youth in state-run institutions for juveniles and in adult correctional institutions, so that these youth can make successful transitions to school or employment once they are released from state institutions.

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

<u>Budget Item</u>	<u>Adj. Approp.</u> <u>FY 2014</u>	<u>Recomm.</u> <u>FY 2015</u>	<u>Dollar</u> <u>Change</u>	<u>Percent</u> <u>Change</u>	<u>Budget</u> <u>Page</u>
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The Individuals with Disabilities Education Act (IDEA) ensures that all children with disabilities are entitled to a free appropriate public education to meet their unique needs and prepare them for further education, employment, and independent living.

Programs funded under the Violence Against Women Act administer financial and technical assistance to communities around the country to facilitate the creation of programs, policies, and practices aimed at ending domestic violence, dating violence, sexual assault, and stalking.

**ALL OTHER FUNDS**

<b>Institutional Care and Treatment</b>	<b>\$7,214</b>	<b>\$4,024</b>	<b>(\$3,190)</b>	<b>( 44.2%)</b>	<b>D-69</b>
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The FY 2015 recommendation for Institutional Care and Treatment, All Other Funds represents funding awarded to the institutions under the State Facilities Education Act of 1979 (SFEA) (P.L. 1979, c.207). Funds for this program are provided through the Department of Education and based on annual pupil count that is conducted on the last school day prior to October 16th for the following school year. Eligible student offenders are 20 years of age or younger on July 1, enrolled in education programs, and do not yet possess high school diplomas or equivalents. 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>\$20,424</b>	<b>\$18,904</b>	<b>(\$1,520)</b>	<b>( 7.4%)</b>	<b>D-69</b>
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The FY 2015 decrease in this account reflects receipts from the institutional inmate canteens. Profits from each of the institution's inmate canteens are transferred to the Inmate Welfare Fund and used to fund programs and activities which benefit the inmates.

**SYSTEM WIDE PROGRAM SUPPORT**

<b>Personal Services</b>	<b>\$38,788</b>	<b>\$44,157</b>	<b>\$ 5,369</b>	<b>13.8%</b>	<b>D-70</b>
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The FY 2015 recommended increase is primarily due to the additional funding for correction officer recruit classes. According to the Office of Management and Budget, this is a change of practice from budgeting recruit class funding in institutional salary appropriations and then transferring that funding to System Wide Program Support accounts.

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

<u>Budget Item</u>	<u>Adj. Approp.</u> <u>FY 2014</u>	<u>Recomm.</u> <u>FY 2015</u>	<u>Dollar</u> <u>Change</u>	<u>Percent</u> <u>Change</u>	<u>Budget</u> <u>Page</u>
<b>Services Other Than Personal</b>	<b>\$13,160</b>	<b>\$13,478</b>	<b>\$ 318</b>	<b>2.4%</b>	<b>D-71</b>

The FY 2015 recommendation increases funding for the purchase of services and software to upgrade the department's computer technology.

**Additions,  
Improvements and  
Equipment**

<b>\$817</b>	<b>\$1,135</b>	<b>\$ 318</b>	<b>38.9%</b>	<b>D-71</b>
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Increased appropriations in this account will fund continued modernization of DOC's vehicle fleet. The department received \$230,000 in FY 2014 for 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 (those increase applied to other appropriations).

**STATE AID****Essex County –  
County Jail Substance  
Abuse Programs**

<b>\$18,000</b>	<b>\$20,000</b>	<b>\$ 2,000</b>	<b>11.1%</b>	<b>D-71</b>
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The recommended funding for the Essex County Jail Substance Abuse Programs, increases by \$2 million over the FY 2014 adjusted appropriation of \$18 million. The justification for this increase is unclear.

**FEDERAL FUNDS****Institutional Program  
Support**

<b>\$8,633</b>	<b>\$7,920</b>	<b>(\$ 713)</b>	<b>( 8.3%)</b>	<b>D-72</b>
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The FY 2014 decrease in federal funding represents a reduction in several grants programs. The following programs are anticipated to either receive reduced funding in FY 2015 or be eliminated:

- The Responsible Parenting program, which received \$529,000 in FY 2014, is not anticipated to receive FY 2015 funding. The Responsible Parenting Program seeks to encourage family reunification and responsible parenting behavior and actions through specific interventions and assistance strategies. The two primary components are: 1) assistance to offenders with active child support orders in the preparation and

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

<u>Budget Item</u>	<u>Adj. Approp.</u> <u>FY 2014</u>	<u>Recomm.</u> <u>FY 2015</u>	<u>Dollar</u> <u>Change</u>	<u>Percent</u> <u>Change</u>	<u>Budget</u> <u>Page</u>
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submission of pro se modification applications and 2) the delivery of a parenting curriculum for program participants.

- Engaging the Family – Community Centered program received \$1.039 million in FY 2014. No funding is expected in FY 2015. The Engaging the Family program recruits the spouse/committed partner and children of offenders as allies in an effort to end the criminal and addictive lifestyle of their loved ones. Case managers facilitate relationship strengthening, parenting, financial literacy and substance abuse education workshops. The case managers also assist the offender in establishing specific links to social and drug treatment services in preparation for release and additionally act as a resource to the ex-offender and family post-release.
- The National Institute of Justice Operations Research one-year grant of \$200,000 will not be continued in FY 2015. The program funded research and development of methods used to increase the effectiveness, efficiency, and safety of the operations and training of law enforcement and corrections agencies as well as agencies involved in the judicial process.

New or increased funding is projected for the following programs:

- The U.S. Department of Justice Statewide Recidivism Reduction program is expected to receive \$1 million in FY 2015. The one-year grant program provides up to \$1 million to state correctional agencies to achieve reductions in recidivism rates through planning, capacity building, and implementation of effective and evidence-based interventions.
- The department anticipates the receipt of \$50,000 in new funding for Social Security Administration Incentive Payments. Federal law provides for incentive payments to state and local correctional and certain mental health institutions for providing information which results in the suspension of federal social security payments to inmates who become ineligible for these payments as a result of incarceration.
- The State Criminal Alien Assistance (SCAAP) program is anticipated to receive an additional \$5,000 in FY 2015, for a total grant of \$3.797 million. The program reimburses state and local governments for the costs of incarcerating unauthorized immigrants.

**PAROLE**

<b>Salaries and Wages</b>	<b>\$39,857</b>	<b>\$39,521</b>	<b>(\$ 336)</b>	<b>( .8%)</b>	<b>D-74</b>
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The FY 2015 recommendation includes a transfer of \$164,000 from the Parole Violator Assessment and Treatment Program account to fund two positions reassigned from the program, which is being discontinued. The re-assigned positions will assist staff supervising sex offenders. This increase is offset by a savings realized by the replacement of higher wage employees who have left the Parole Board with less senior employees earning a lower wage.

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

<u>Budget Item</u>	<u>Adj. Approp.</u> <u>FY 2014</u>	<u>Recomm.</u> <u>FY 2015</u>	<u>Dollar</u> <u>Change</u>	<u>Percent</u> <u>Change</u>	<u>Budget</u> <u>Page</u>
<b>Sex Offender Management Unit</b>	<b>\$10,349</b>	<b>\$11,349</b>	<b>\$ 1,000</b>	<b>9.7%</b>	<b>D-74</b>

The FY 2015 recommendation provides additional funding required to meet the rising cost of managing the sex offender population. Funding would allow the State Parole Board to enhance security and oversight for an increasing number of sex offenders, including the expanded use of electronic monitoring devices and after-hours response teams, provide additional Division-wide sex offender training opportunities, and provide for emergency housing needs for this population. Evaluation data indicates that the program would support 5,537 parolees in the Sex Offender Management Unit in FY 2015, 61 more parolees than the number supervised in FY 2014.

<b>Parole Violator Assessment and Treatment Program</b>	<b>\$3,188</b>	<b>\$0</b>	<b>(\$3,188)</b>	<b>( 100.0%)</b>	<b>D-74</b>
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The Parole Violator Assessment and Treatment Program provided for a clinical risk needs assessment for parolees at risk of re-incarceration as a result of technical parole violations. Parolees who re-offend, are stripped of their parole status and re-incarcerated in the county jails until the DOC is able to process and place the offender back into the prison population. The program evaluated these parole violators, developed an individual treatment program for each, and placed these offenders in a community treatment center as an alternative to re-incarceration.

According to the SPB, the decision to eliminate of this program resulted from a review of the overall impact of cooperative SPB and DOC efforts to depopulate the county jails of parole violators. The population previously served by regional assessment centers is now processed at the Central Reception Facility, at no cost to the SPB.

**CENTRAL  
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<b>Salaries and Wages</b>	<b>\$14,948</b>	<b>\$14,435</b>	<b>(\$ 513)</b>	<b>( 3.4%)</b>	<b>D-76</b>
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The recommended reduction in this account adjusts funding to match salary and other costs. The same number of positions are funded in FY 2015 as were filled in January 2014.

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

<u>Budget Item</u>	<u>Adj. Approp.</u> <u>FY 2014</u>	<u>Recomm.</u> <u>FY 2015</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>\$1,281</b>	<b>\$1,893</b>	<b>\$ 612</b>	<b>47.8%</b>	<b>D-77</b>

The FY 2015 recommendation would provide funding totaling \$361,000 for Title I Neglected and Delinquent program, an increase of \$279,000 and \$1.375 million for the Adult Basic Skills program, an increase of \$333,000.

The federal Title I Neglected and Delinquent program provides formula grants to State educational agencies for supplementary education services to help provide education continuity for children and youth in state-run institutions for juveniles and in adult correctional institutions, so that these youth can make successful transitions to school or employment once they are released from state institutions.

The Adult Basic Skills program provides educational opportunities to adults sixteen and older, not currently enrolled in school, who lack a high school diploma or the basic skills to function effectively in the workplace or their daily lives.

## Significant Language Changes

New Language

2014 Handbook: p.  
2015 Budget: p. D-69

Notwithstanding the provisions of any law or regulation to the contrary, amounts collected by the Department of Corrections as commissions in connection with the provision of services for inmates at inmate kiosks, including automated banking, video visitation, electronic mail, and related services, and any unexpended balance at the end of the preceding fiscal year in that account are appropriated to offset departmental costs associated with the provision of such services, subject to the approval of the Director of the Division of Budget and Accounting.

### Explanation

Recommended new language would permit the department to use any commissions earned from the inmate kiosks to offset costs associated with the provision of this service to State sentenced inmates. The State entered into a contract with JPay Inc. on February 12, 2013 for the provision of inmate kiosk services.

According to the DOC, JPay offers a variety of services ranging from money services to kiosk services. Money services include electronic deposits to inmate accounts from friends and family members, as well as a lock box feature for friends and family members to continue to mail money orders. Money services also include debit release cards. Kiosk services include video visitation, email and the sale of music through the purchase of an MP3 player and subsequent downloads through the kiosk. A variety of other applications can be provided to the inmate population through the kiosk including information pertaining to the inmate's account, educational materials, automated remedy forms, commissary ordering, etc.

The DOC noted that JPay has money services in over 40 States and has kiosk services in 25 States. The DOC started accepting money through JPay on December 2, 2013 and will begin to provide debit release cards by the end of April 2014. JPay and a variety of sub-contractors have already toured all 13 DOC facilities and are developing a plan to begin installation of the kiosks in the late Fall of 2014. This is a long term process which will require wiring at the facilities and will be rolled out over time.

Currently, the DOC is receiving 50 cents for every electronic deposit through JPay and is anticipating an annual revenue from the money services of about \$60,000. The DOC receives no commission for money orders mailed to JPay nor will it receive any commissions on the debit cards. The fee structures have not been set as of this date for email, music, or video visitation services provided through JPay.

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EXPLANATION: FY 2014 language not recommended for FY 2015 denoted by strikethrough.  
Recommended FY 2015 language that did not appear in FY 2014 denoted by underlining.

**Significant Language Changes (Cont'd)**

Deleted Language	2014 Handbook: p. B-41 2015 Budget: p.
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~~Of the amounts hereinabove appropriated for Grants in Aid, an amount not to exceed \$3,000,000 may be transferred 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, subject to the approval of the Director of the Division of Budget and Accounting.~~

**Explanation**

The task force was authorized under Executive Order Number 83, November 28, 2011 and this language was first inserted into the FY 2013 budget. The task force was with studying the State's efforts towards the reduction of criminal recidivism, creating a system whereby those efforts can be benchmarked and continually evaluated, and presenting ongoing recommendations to the Governor regarding how best to ensure the effectiveness and success of this State's efforts towards recidivism reduction. According to the Office of Management and Budget, the task force has completed its work, and the language is no longer required.



EXPLANATION: FY 2014 language not recommended for FY 2015 denoted by strikethrough.  
Recommended FY 2015 language that did not appear in FY 2014 denoted by underlining.

## Background Paper: Inmate Population Trends

Budget Pages.... p. D-59 to D-77

### 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.

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

### 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.

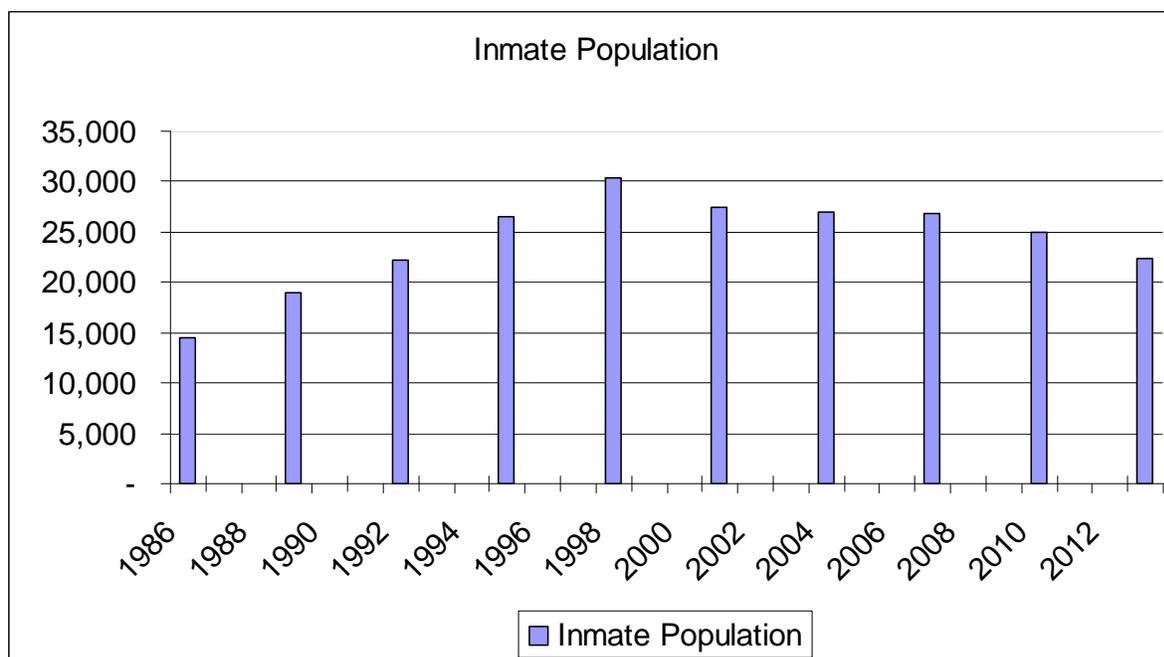
In addition to the State-run institutions, the Department of Corrections houses inmates in county jails and in various alternatives to incarceration. These placements serve two functions: to ease the overcrowded conditions within the State operated facilities, and to provide various treatment and educational 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 2013. 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

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

community based halfway house facilities. By December 31, 1999, the high point in the State prison population, the number of State sentenced inmates more than doubled, totaling 30,818 adult and young adult inmates in State and county correctional facilities and community placements. On December 31, 2013 the State sentenced prison population totaled 22,321 inmates, 8,497 inmates fewer than the number housed in 1999, a decline of about 27.6 percent, but still about 55.6 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 sentence 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. The enactment of P.L.2012, c.23 which provides for the phased in implementation of mandatory drug court for drug offenders will likely contribute to further reduction of drug offenders housed in the State correctional facilities and the overall number of inmates in the State prison system.

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

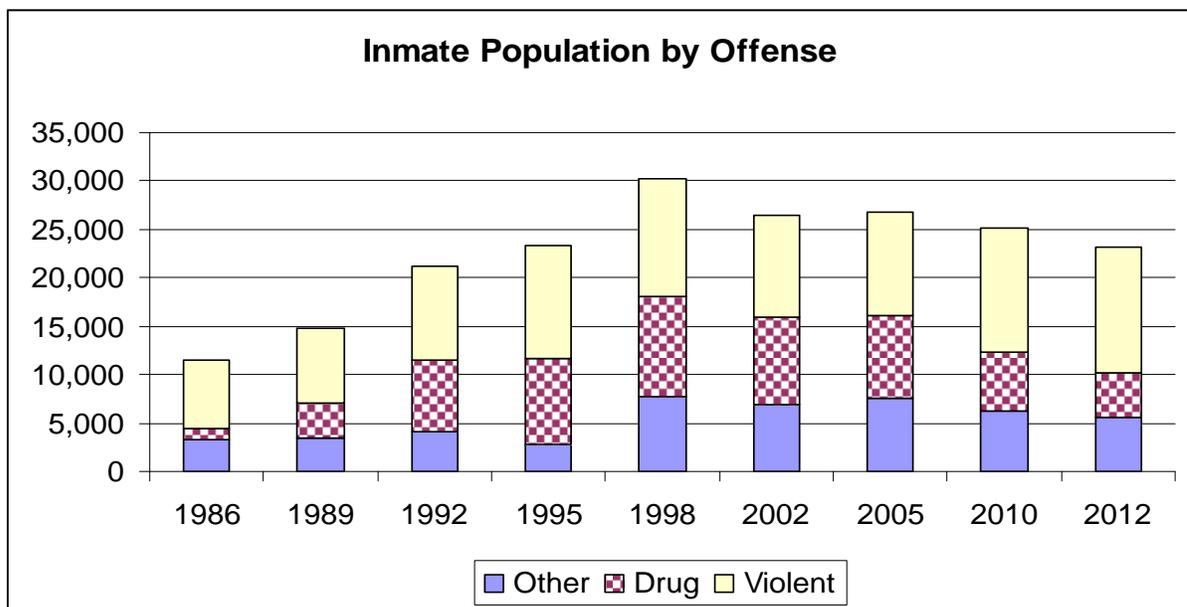
### Offender Characteristics

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.

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

Over time, the total makeup of the State prison population has shifted. As of January 2013, a total of 20 percent of the State prison population were drug offenders. Another 56 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 to makeup of the State sentenced prison population by offense.



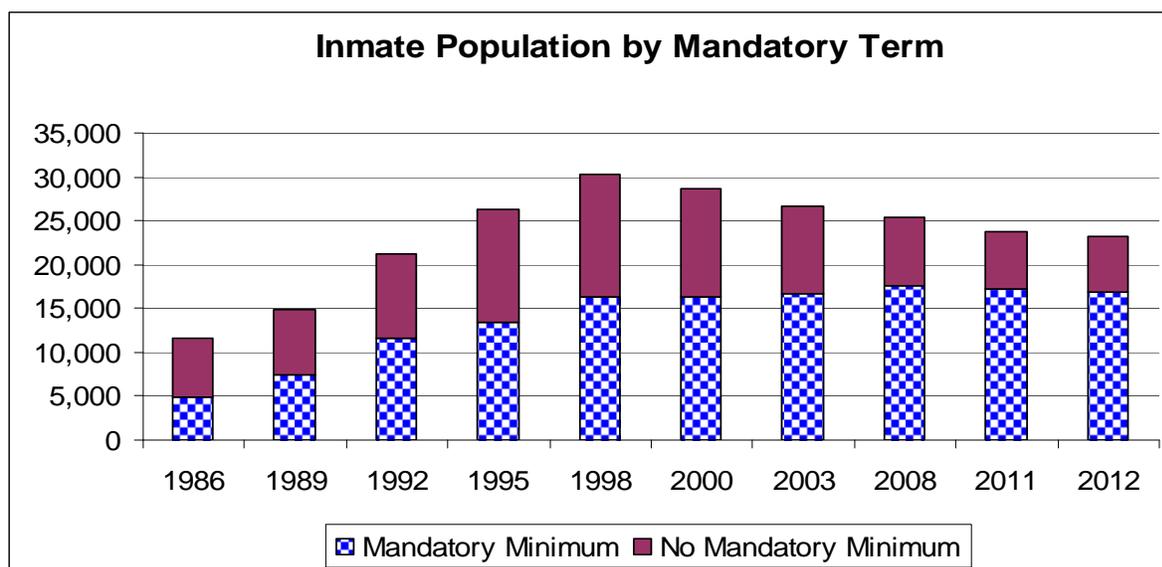
Source: New Jersey Department of Corrections, "Offender Characteristics Report", issued by the Division of Policy Analysis and Planning.

## 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 and punish crime in New Jersey included enacting statutes imposing mandatory minimum sentences on individuals convicted of 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 2013 this proportion increased to 73 percent of the total inmate population. One factor contributing to the increasing percentage of inmates serving mandatory minimum terms is the State's recent focus on making alternative to incarceration programs available to those offenders convicted of offenses not requiring mandatory sentencing, thus decreasing this portion of the population. Because of the increasing proportion of inmates serving mandatory minimum sentences, several bills have been introduced relaxing mandatory terms and making sentencing alternatives available to this portion of the population.



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

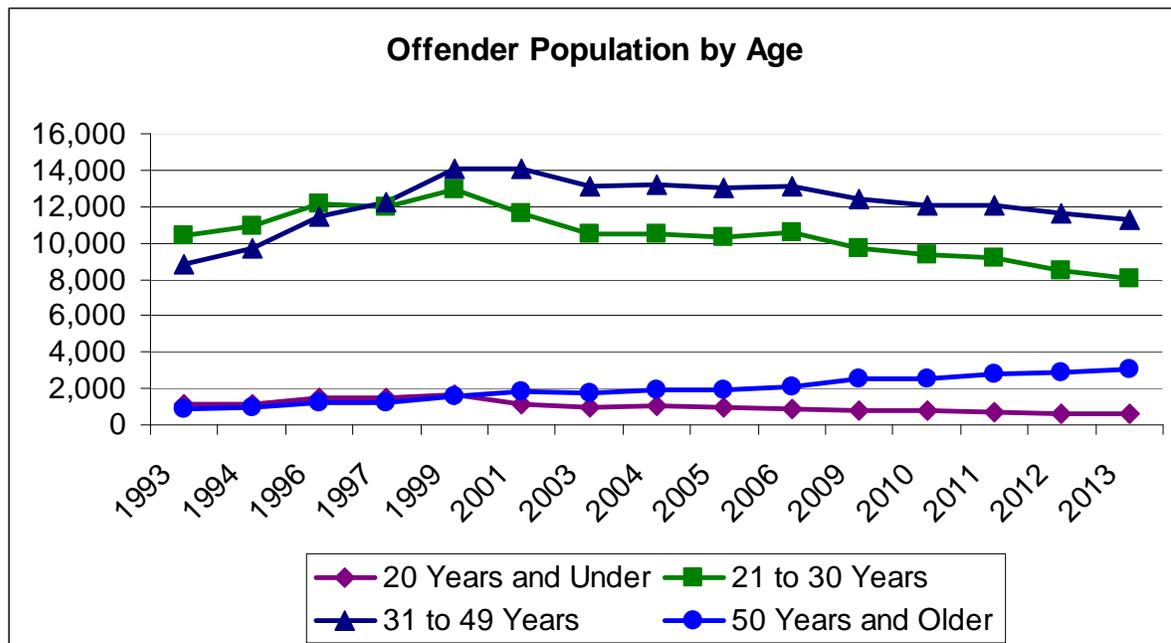
## Background Paper: Inmate Population Trends (Cont'd)

### Aging Prison Population

While the size of the State's prison population stabilized and then declined over the past 15 years, mandatory minimum sentences have contributed to demographic shifts within this population. Absent parole opportunities for offenders serving mandatory minimum sentences, their longer prison stays have resulted in an increase in the number of inmates who are more than 50 years of age.

According to the New Jersey Department of Corrections' Offender Characteristics Reports, on December 31, 1992 the number of offenders aged between 21 to 30 years old, the largest sector of the prison population at that time, totaled 10,431 inmates, or 49.1 percent of the prison population. Inmates aged 50 years and over totaled only 894, or 4.2 percent of the population. By January, 2013, demographics shifted such that the largest population group included inmates ranging in age from 31 to 49 years of age, totaling 11,289 individuals, or 49 percent of the State prison population. The number of 21 to 30 year old offenders totaled 8,065, or 35 percent of the prison population and the number of offenders age 50+ totaled 3,100 inmates or 13.5 percent of the prison population.

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



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)

### Alternative Housing Options

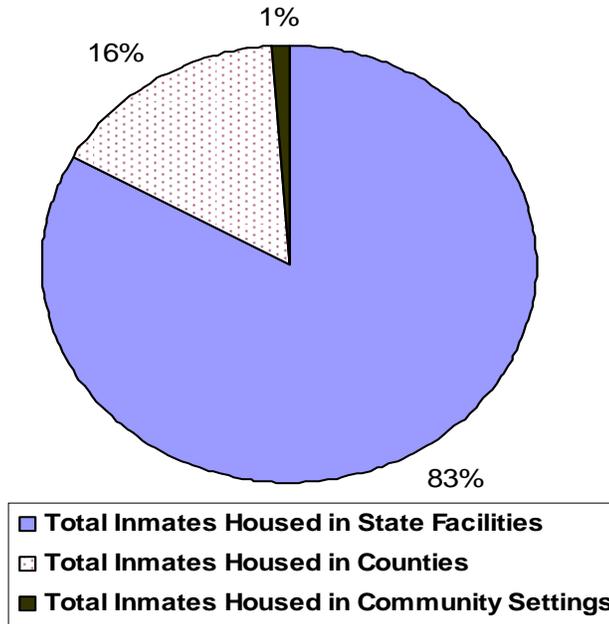
As the DOC's prison population grew during the 1980's and 1990's, the department faced the task of acquiring secure housing to meet its mandate to house the State's convicted offenders. In response, the DOC enlisted county jails and expanded its use of community based halfway houses and treatment facilities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

In December 1986, while the Department of Corrections had a total of 14,346 inmates, of which, 11,937, or 83 percent, were housed in State facilities. Of the remaining number, 2,244 (16 percent) were housed in county facilities and 165 (1 percent) were housed in community settings (which includes both community based treatment centers and alternatives to incarceration). In December, 2013, the number of State sentenced inmates totaled 22,321. The number housed in State facilities totaled 19,468 inmates, comprising 87 percent of the prison population. The number of county placements dwindled to 119 (0.50 percent), and the number of community placements totaled 2,734 (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 2015, the State projects that the number of inmates housed in the counties will total 200, while community placements are estimated to total 2,657. Still, the vast majority of inmates will reside in State facilities, the most expensive form of confinement.

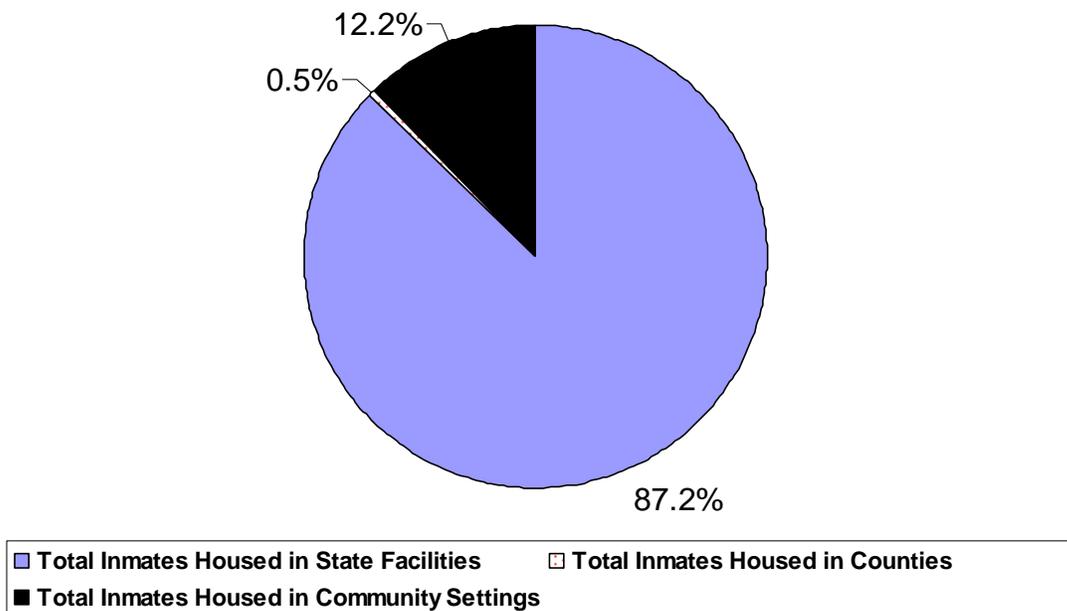
The following charts illustrate the shift in the use of county facilities and the department's increasing reliance on community based alternatives to incarceration.

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

**Population Distribution  
December 1986**



**Population Distribution  
December 2013**



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 2015 budget are encouraged to contact:

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