

William H. Fauver, Commissioner

149238

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CORRECTIONAL POPULATION GROWTH AND CHARACTERISTICS 1975 - 1993

149238

**Policy Analysis and Planning
April 22, 1994**

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INTRODUCTION

In 1979, Title 2C replaced Title 2A as New Jersey's Criminal Code. Since then, adult arrest volume and DOC admission volume have increased steadily. Length of stay has increased at the same time, primarily as a result of 2C's mandatory minimum term provision. Two factors - admission volume and length of stay - dictate the size of a prison population.

Since 2C was implemented, other statutory changes have been enacted and have exacerbated the impact that would have derived directly from 2C, alone. These revisions and additions to 2C have further impacted on length of stay and/or admission volume. They include:

- Parole Act (1980)
- Graves Firearms Act (1982)
- Capital Sentence Law (1985)
- Parole Violator Enhancements (1986)
- Comprehensive Drug Reform Act - CDRA - (1987)

The charts and tables on the following pages highlight the growth in adult inmate and parolee populations experienced over the past seventeen years. In addition, the charts reflect changes in the composition of these populations over the same span. Changes in composition include: the recent growth in those committed for drug offenses and a corresponding reduction in the percentage committed for violent or property offenses; the increased incidence of mandatory minimum terms; and the shift in the percentage of mandatory min residents committed for drug offenses.

NOTE CONCERNING LOG FUNCTION DISPLAY:

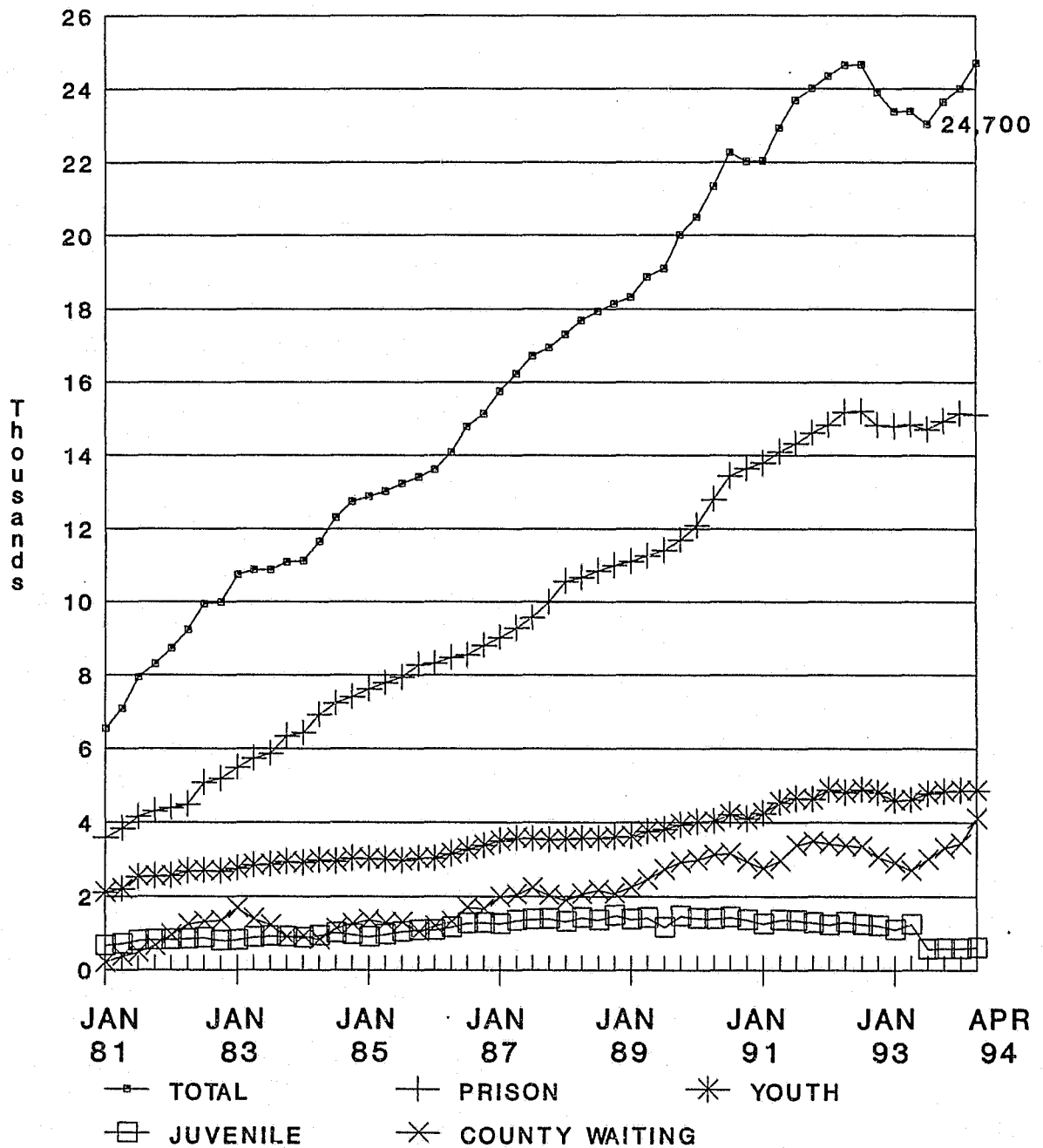
The graphs on pages 5 and 8 utilize log functions to depict relationships between the displayed data.

The log function is a mathematical computation that is used to equalize widely disparate numbers by creating a standard basis for comparison when computations of both large and small numbers are required. As a result, the log function provides the capability to display both large and small numbers on the same graph. For example, numbers in the hundreds can be depicted on a graph with numbers in the hundred thousands.

JURISDICTIONAL COUNT BY QUARTERS*

NEW JERSEY DEPARTMENT OF CORRECTIONS

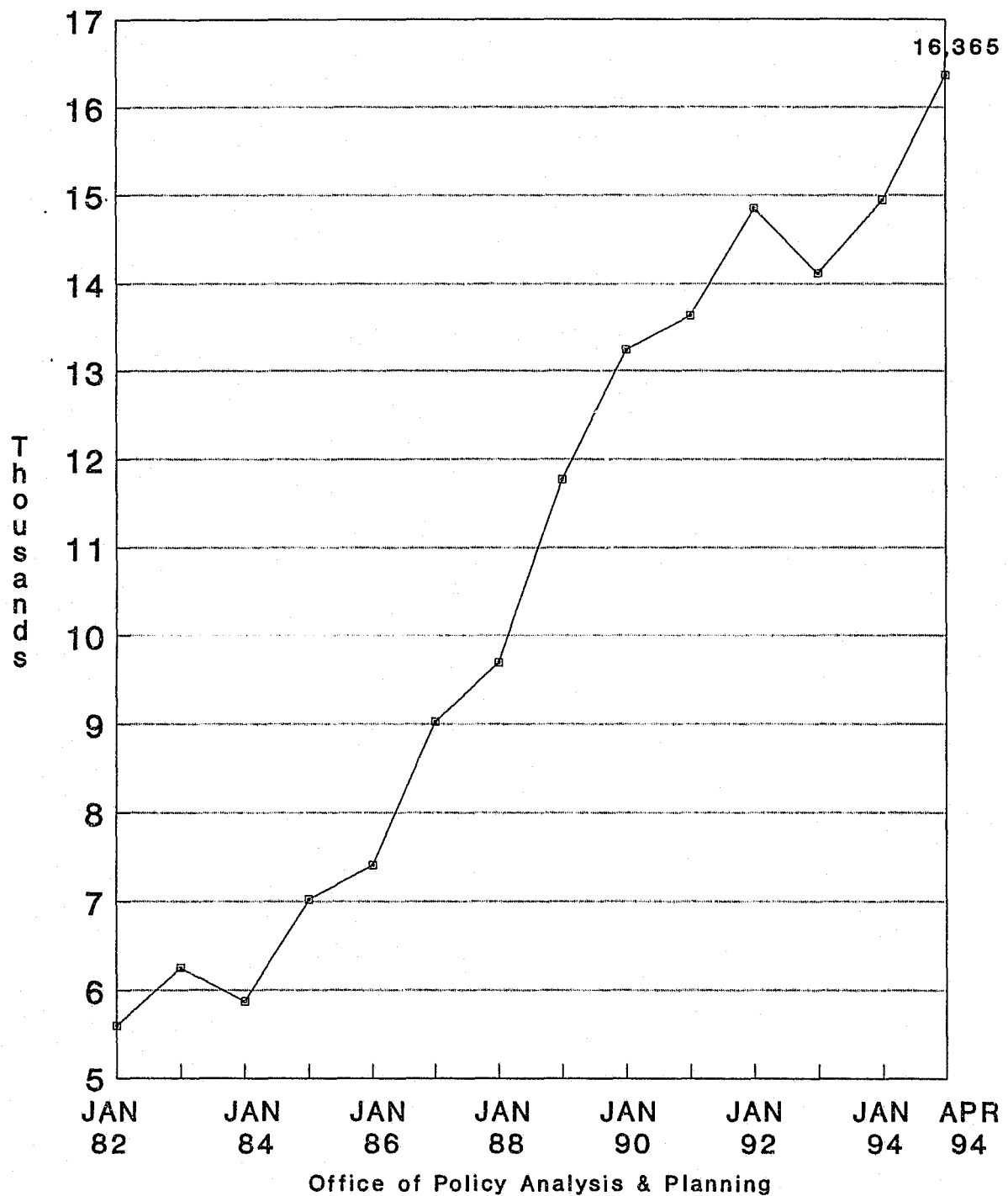
AS OF APRIL 1, 1994



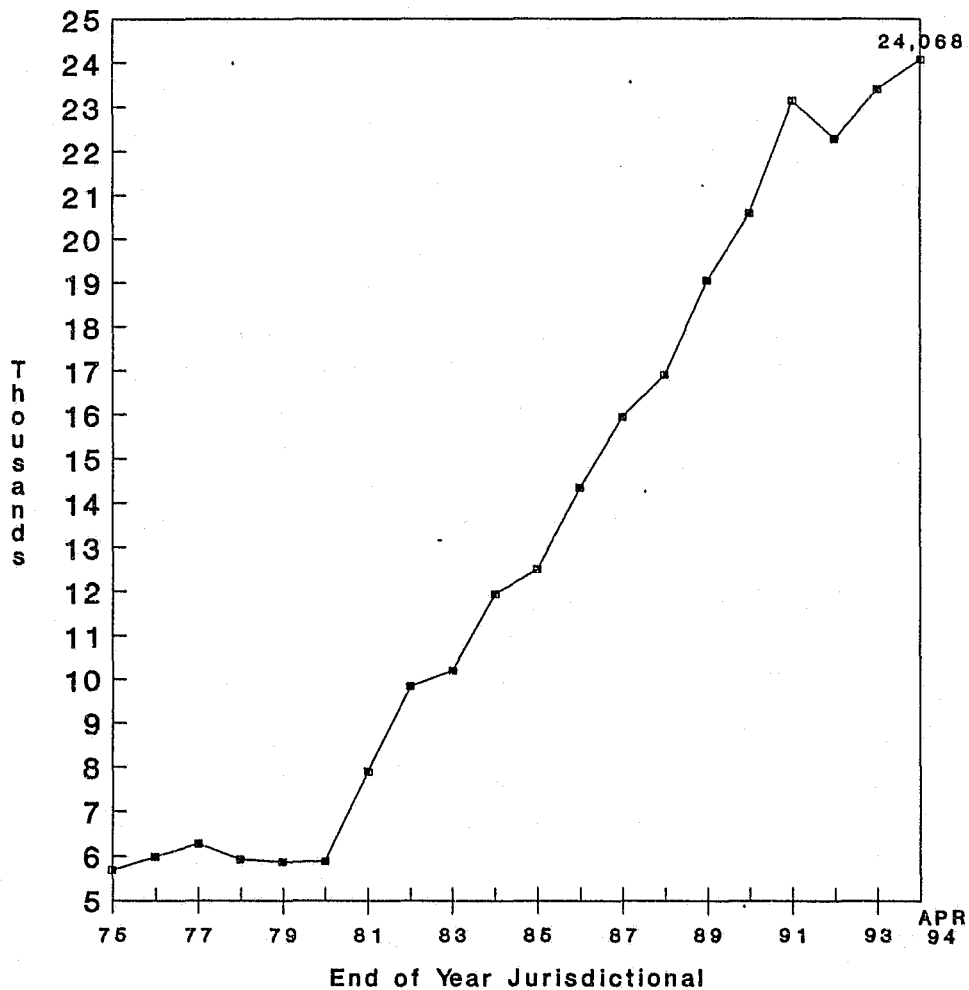
*Includes 24,068 adults and 632 juveniles

COUNTY JAIL POPULATION

NEW JERSEY DEPARTMENT OF CORRECTIONS

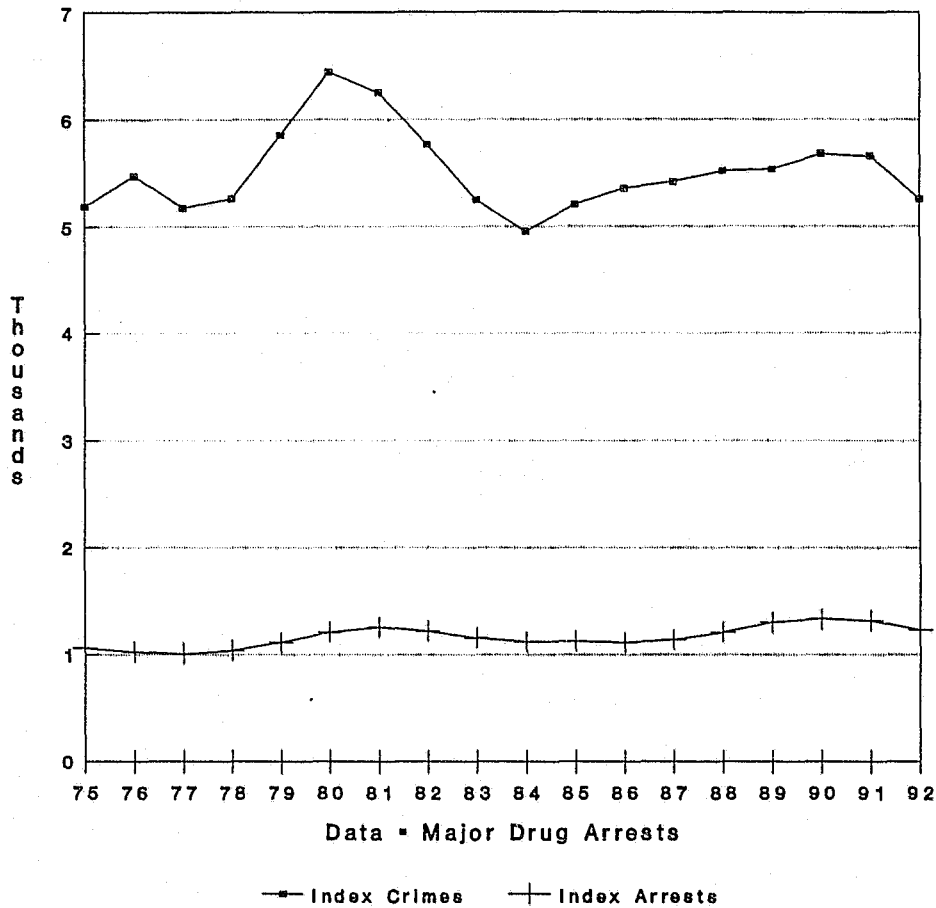


ADULT INMATE POPULATION N.J. DEPARTMENT OF CORRECTIONS



- UNTIL TITLE 2C WAS ENACTED, THE ADULT STATE INMATE POPULATION REMAINED STABLE AT SOMEWHAT LESS THAN 6,000 INMATES.
- SINCE 1980, THE ADULT JURISDICTIONAL POPULATION HAS INCREASED STEADILY. THE CURRENT LEVEL OF 24,068 IS THE HIGHEST IN THE HISTORY OF THE DEPARTMENT.

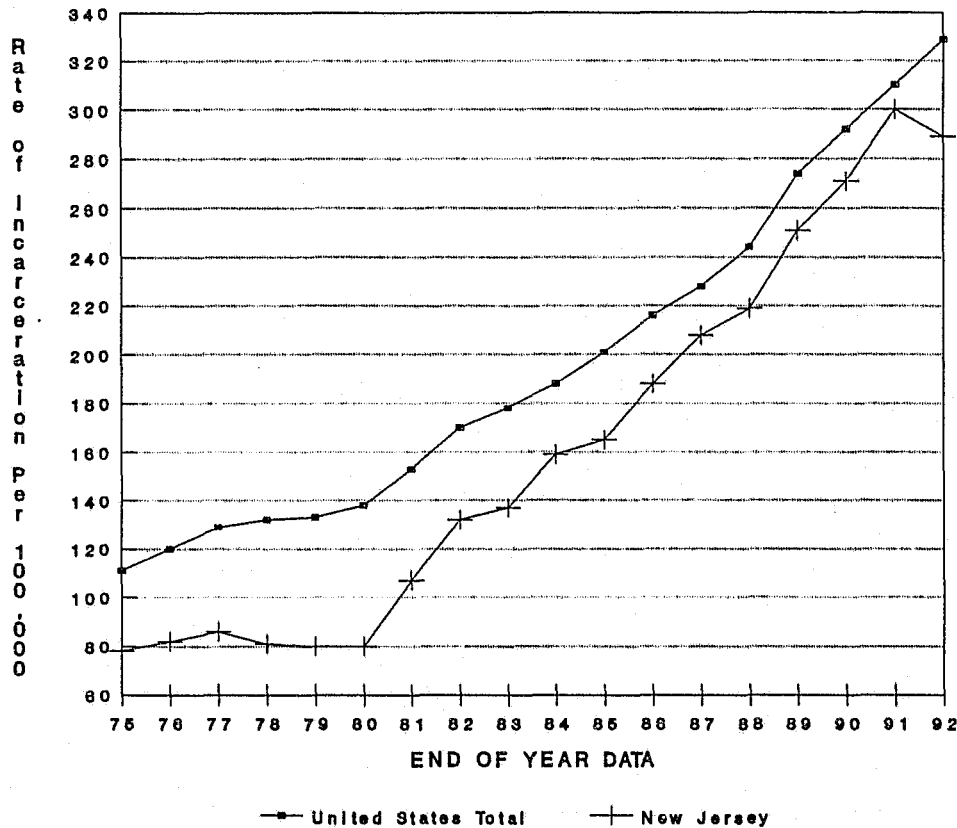
**N.J. CRIMES & ARRESTS
Per 100,000 Population**



- FROM 1975 THROUGH 1992, CRIMES PER 100,000 POPULATION HAVE BEEN RELATIVELY STABLE - 5,191 IN 1975 COMPARED TO 5,257 IN 1992 - AN INCREASE OF 1%.
- ARRESTS DURING THE SAME PERIOD HAVE INCREASED MODERATELY - 1,059 IN 1975 COMPARED TO 1,231 IN 1992 - AN INCREASE OF 16%.
- THESE INCREASES COMPARE WITH A 7% INCREASE IN TOTAL STATE POPULATION DURING THE SAME PERIOD.

NOTE: THE NEW JERSEY STATE POLICE UNIFORM CRIME REPORTS LISTS THE FOLLOWING AS "INDEX CRIMES": MURDER, RAPE, ROBBERY, AGGRAVATED ASSAULT, BURGLARY, LARCENY, THEFT AND MOTOR VEHICLE THEFT. WE HAVE ADDED MAJOR DRUG CRIMES TO THIS LIST. IN ALL, THESE ARE CRIMES WHICH COULD MOST LIKELY RESULT IN ADMISSION TO DOC FACILITIES.

INCARCERATION RATES Per 100,000 Population



- FROM 1975 THROUGH 1980, NEW JERSEY'S INCARCERATION RATE REMAINED STABLE AT A TIME WHEN THE RATE FOR THE U.S. SHOWED AN INCREASE FROM 110 PER 100,000 TO 140 PER 100,000.
- BEGINNING IN 1980, FOLLOWING ENACTMENT OF 2C IN 1979, NEW JERSEY'S RATE OF INCARCERATION JUMPED FROM 80 PER 100,000 TO 300 PER 100,000 IN 1991, AN INCREASE OF 275%. SINCE 1991, THE RATE HAS DROPPED BY 4% TO 289 PER 100,000.
- FROM 1980 TO 1992, THE U.S. RATE INCREASED BY 138%. A MODEST INCREASE IN COMPARISON WITH NEW JERSEY'S INCREASE.
- IN 1980, NEW JERSEY WAS RANKED 32 IN RATE OF INCARCERATION (31 STATES SENTENCED MORE PEOPLE TO STATE PRISON). IN 1991, NEW JERSEY WAS RANKED 22ND (ONLY 21 STATES HAVE A HIGHER RATE OF INCARCERATION THAN NEW JERSEY).

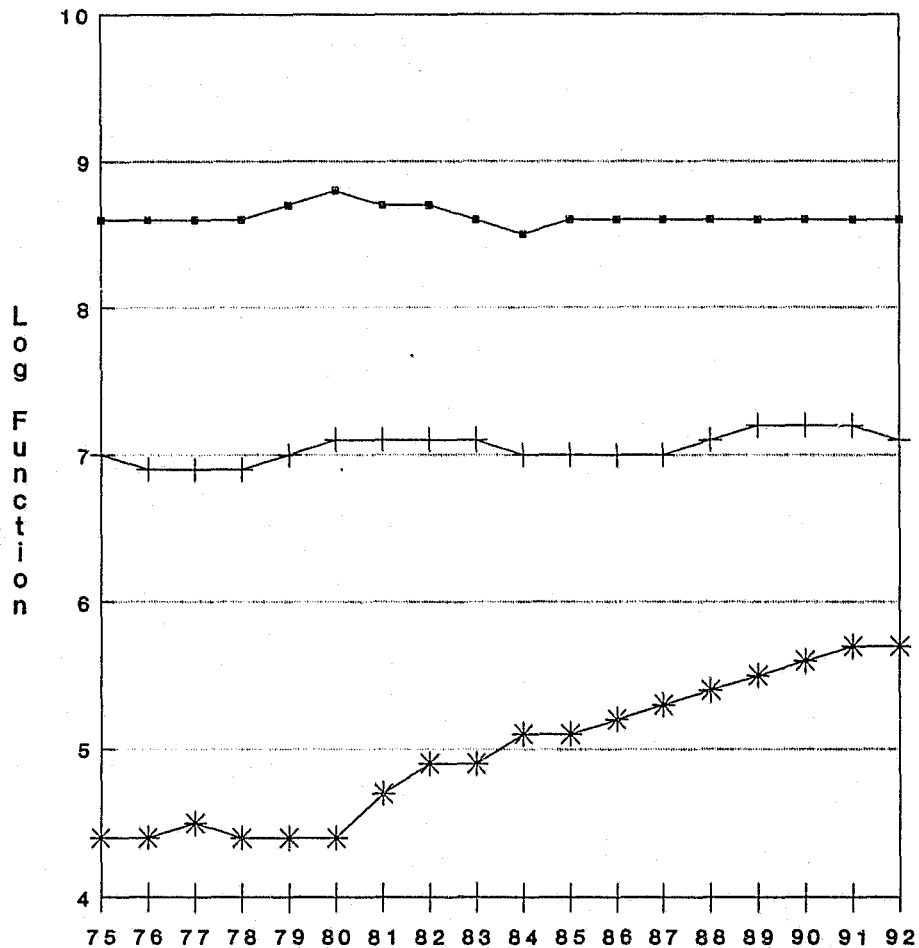
TABLE 1

**PRISON POPULATION GROWTH AND THE RATE OF
INCARCERATION PER 100,000 POPULATION
IN NEW JERSEY: 1981 - 1992**

END OF YEAR	ADULT INMATE POPULATION	RATES OF INCARCERATION:		
		NEW JERSEY	U.S. INCLUDING FEDERAL	STATES AVERAGE
1981	7,903	107	153	144
1982	9,840	132	170	160
1983	10,207	137	178	167
1984	11,940	159	188	176
1985	12,515	165	201	187
1986	14,346	188	216	201
1987	15,945	208	228	212
1988	16,896	219	244	227
1989	19,041	251	274	255
1990	20,576	271	292	272
1991	23,122	300	310	287
1992	22,277	289	329	303

- THE DATA ON THE PRECEDING PAGE COMPARE NEW JERSEY'S RATE OF INCARCERATION WITH THE UNITED STATES' RATE OF INCARCERATION, INCLUDING THE FEDERAL SYSTEM.
- 1992 IS THE FIRST YEAR SINCE 1979 THAT NEW JERSEY HAS EXPERIENCED A DECREASE IN ITS RATE OF INCARCERATION.

NJ CRIMES, ARRESTS & INCARCERATION RATES Per 100,000 Population

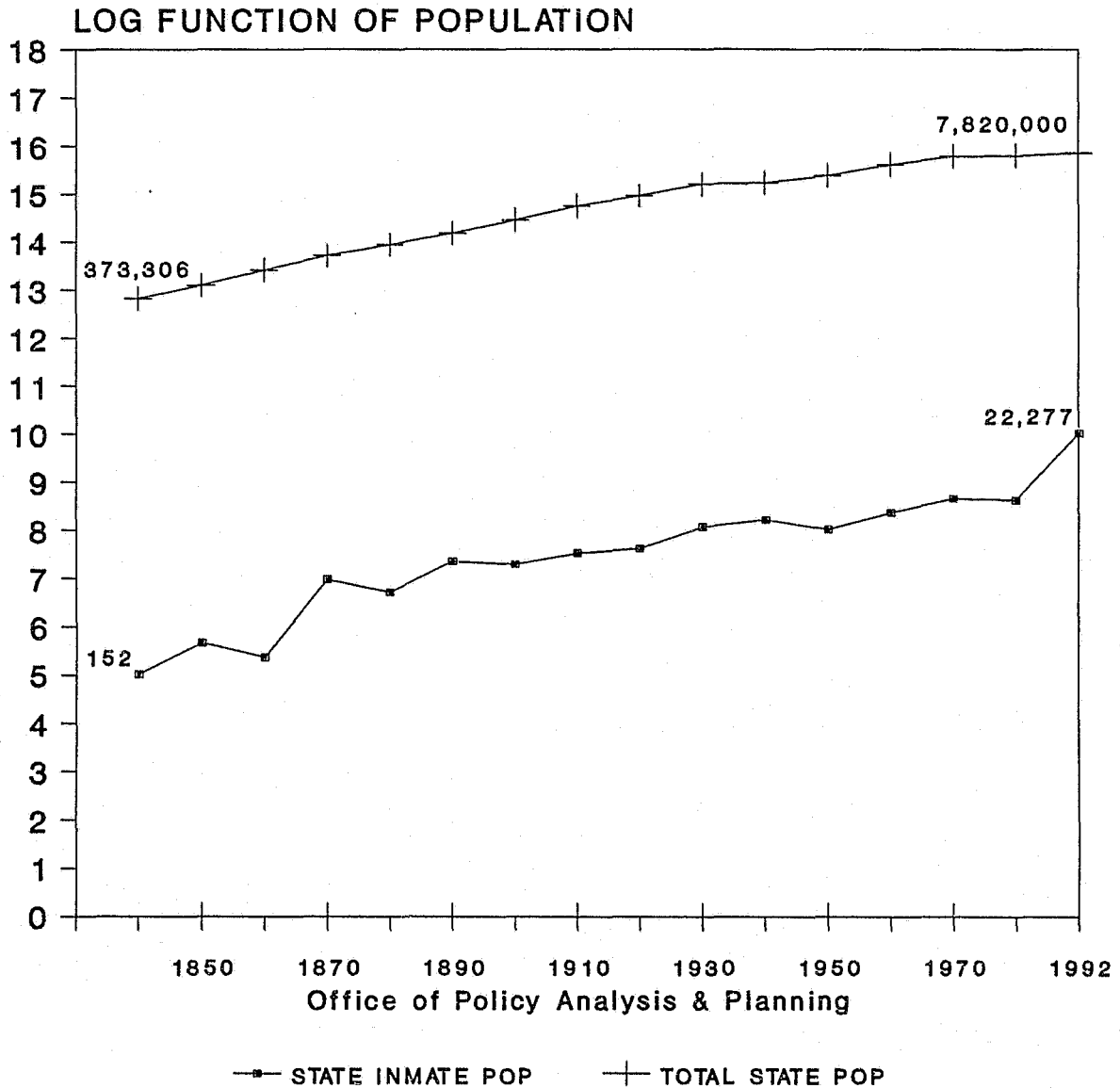


Data Includes Index & Major Drug Arrests

—■— REPORTED CRIMES —+— INDEX ARRESTS
 —*— INCARCERATION RATES

- THE ABOVE CHART VISUALLY DEPICTS THE EXTENT TO WHICH INCARCERATION RATES HAVE DRAMATICALLY INCREASED SINCE ENACTMENT OF TITLE 2C, WHILE CRIME AND ARREST RATES HAVE REMAINED ESSENTIALLY STABLE. (SEE PAGE II FOR A BRIEF EXPLANATION OF THE LOG FUNCTION.)

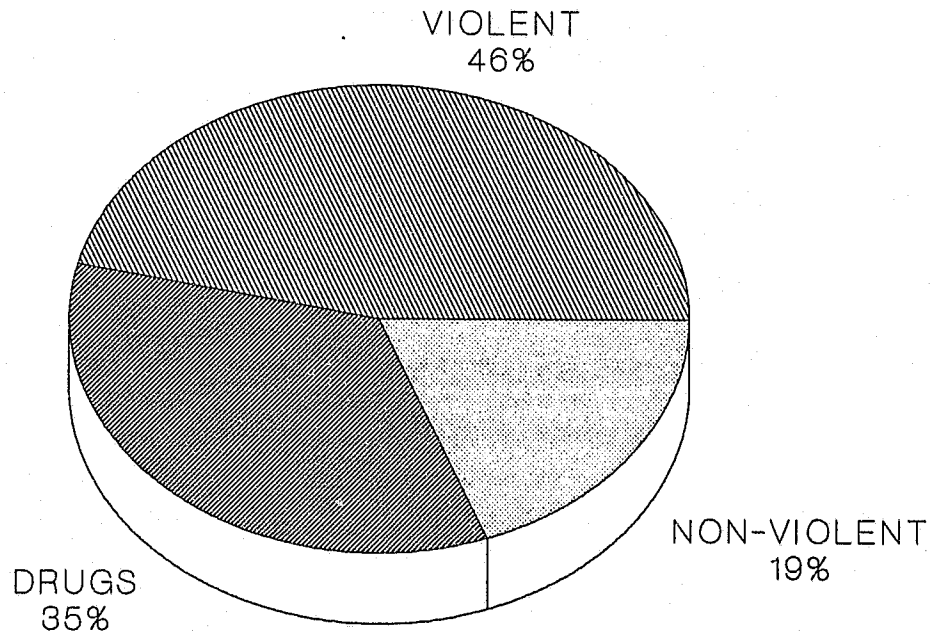
INMATE POPULATION vs. STATE POPULATION COMPARATIVE GROWTH (1840-1992)



SEE PAGE II FOR BRIEF EXPLANATION OF THE LOG FUNCTION.

- IN THIS CHART WE SEE HOW GROWTH IN NEW JERSEY'S ADULT INMATE POPULATION HAS ROUGHLY PARALLELED GROWTH IN NEW JERSEY'S AT LARGE POPULATION. THE PERIOD FROM 1980 TO PRESENT HOWEVER, HAS SEEN GROWTH IN THE INMATE POPULATION FAR OUTPACE GROWTH IN THE AT LARGE FIGURE.

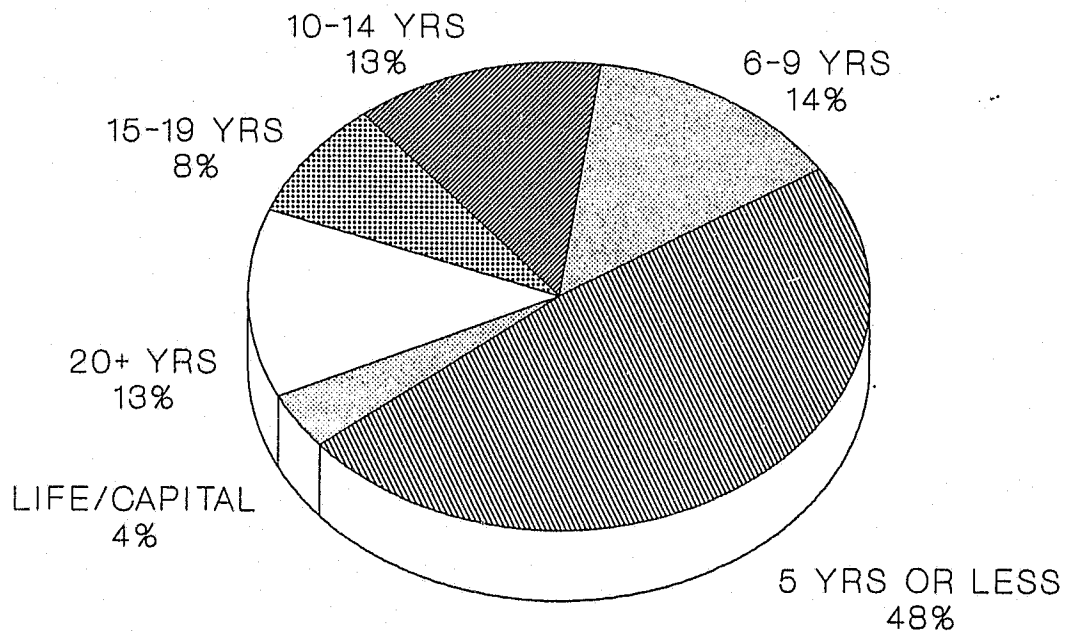
**ADULT RESIDENTS BY OFFENSE TYPE
(AS OF JANUARY 1, 1994)**



(N=23,393)

- FORTY-SIX PERCENT OF ALL ADULT INMATES IN OUR DATABASE ARE INCARCERATED FOR VIOLENT OFFENSES. (THESE INCLUDE ALL VIOLENT CRIMES AND OTHER CRIMES AGAINST THE PERSON).
- NINETEEN PERCENT ARE INCARCERATED FOR NON-VIOLENT OFFENSES, INCLUDING WEAPONS POSSESSION.
- THIRTY-FIVE PERCENT ARE INCARCERATED FOR DRUG OFFENSES. THIS FIGURE IS UP FROM A LEVEL OF 11% RECORDED ON 1/1/87 AND UP FROM 25% AS OF 1/1/90.

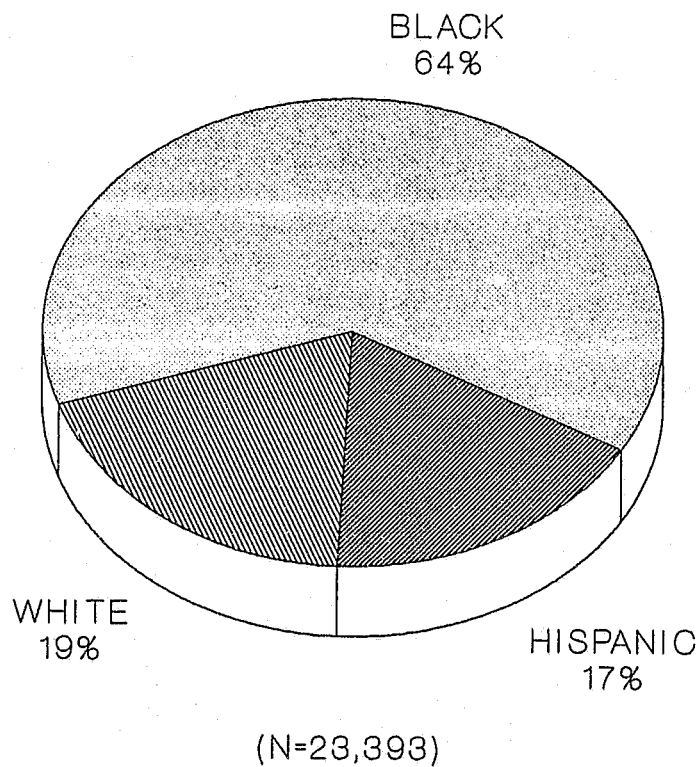
**ADULT RESIDENTS BY TOTAL TERM
(AS OF JANUARY 1, 1994)**



(N=23,393)

- INMATES WITH TOTAL TERMS OF FIVE YEARS OR LESS COMPRISE 48% OF THE ADULT INMATES IN OUR DATABASE.
- THIRTY-EIGHT PERCENT OF ALL ADULT INMATES IN OUR DATABASE ARE SERVING TOTAL TERMS OF TEN OR MORE YEARS.
- SEVENTEEN PERCENT ARE SERVING LIFE TERMS OR TOTAL TERMS IN EXCESS OF 20 YEARS.

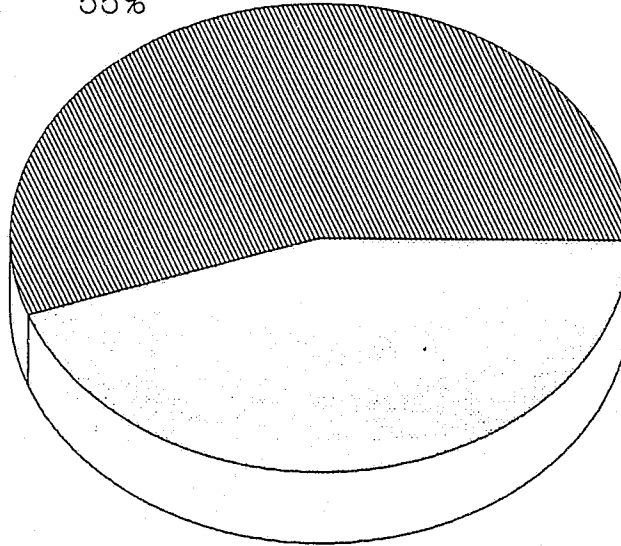
**ADULT RESIDENTS BY RACE/ETHNICITY
(AS OF JANUARY 1, 1994)**



- SIXTY-FOUR PERCENT OF ALL ADULT INMATES IN OUR DATABASE ARE BLACK.
- NINETEEN PERCENT ARE WHITE.
- SEVENTEEN PERCENT ARE HISPANIC.
- ALL OTHERS CONSTITUTE LESS THAN .5 PERCENT OF THE POPULATION.

**ADULT RESIDENTS
(AS OF JANUARY 1, 1994)**

MAND MINIMUMS
55%

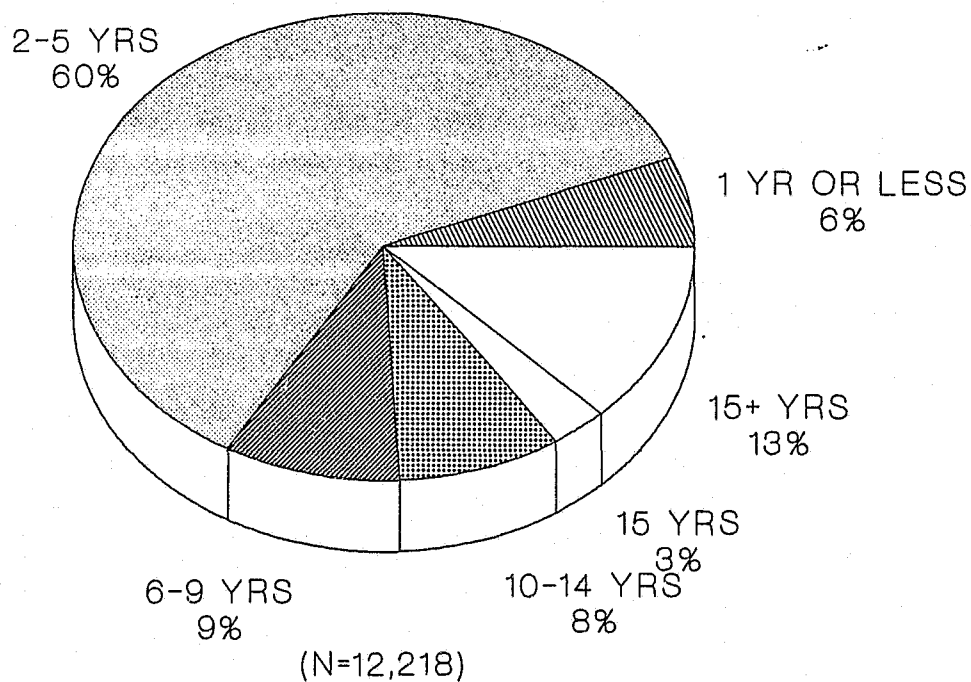


NO MAND MINIMUMS
45%

(N=23,393)

- **THE NUMBER OF ADULT INMATES IN OUR DATABASE SERVING MANDATORY MINIMUM TERMS HAS INCREASED BY 107% SINCE 1/1/87 - FROM 5,900 TO 12,200.**
- **FIFTY-FIVE PERCENT OF ALL ADULT INMATES IN OUR DATABASE ARE SERVING SENTENCES WHICH INCLUDE MANDATORY MINIMUM TERMS. THIS IS A THIRTY-SEVEN PERCENT INCREASE SINCE 1/1/87.**
- **MANDATORY MINIMUM TERMS MUST BE SERVED IN FULL PRIOR TO ACHIEVING PAROLE ELIGIBILITY. NO CREDITS FOR GOOD TIME, WORK TIME OR MINIMUM CUSTODY CAN BE APPLIED TO REDUCE TIME TO PAROLE ELIGIBILITY.**
- **AN INMATE SERVING A 10 YEAR SENTENCE WITH A FIVE YEAR MANDATORY MINIMUM TERM WILL SPEND ALMOST AS MUCH TIME IN JAIL PRIOR TO ACHIEVING PAROLE ELIGIBILITY AS AN INMATE WITH A 25 YEAR SENTENCE WITH NO MANDATORY MINIMUM TERM.**

**ADULT RESIDENTS BY MANDATORY MINIMUM
(AS OF JANUARY 1, 1994)**

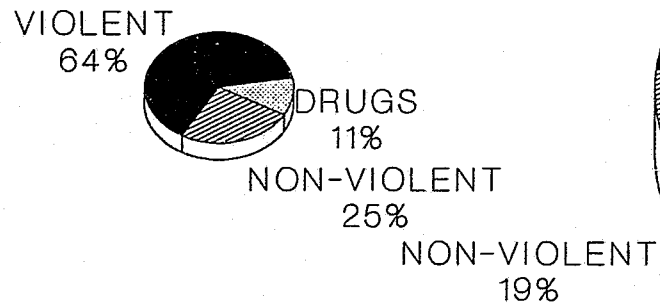


- **SIXTY PERCENT OF THE ADULT INMATES IN OUR DATABASE WHO ARE SERVING MANDATORY MINIMUM TERMS HAVE MINS OF TWO TO FIVE YEARS.**
- **THIRTY-THREE PERCENT OF ALL MANDATORY MINIMUM TERMS BEING SERVED ARE IN EXCESS OF FIVE YEARS.**
- **SIXTEEN PERCENT (1,955 INMATES) OF ALL MANDATORY MINIMUM TERMS BEING SERVED ARE 15 YEARS OR LONGER.**

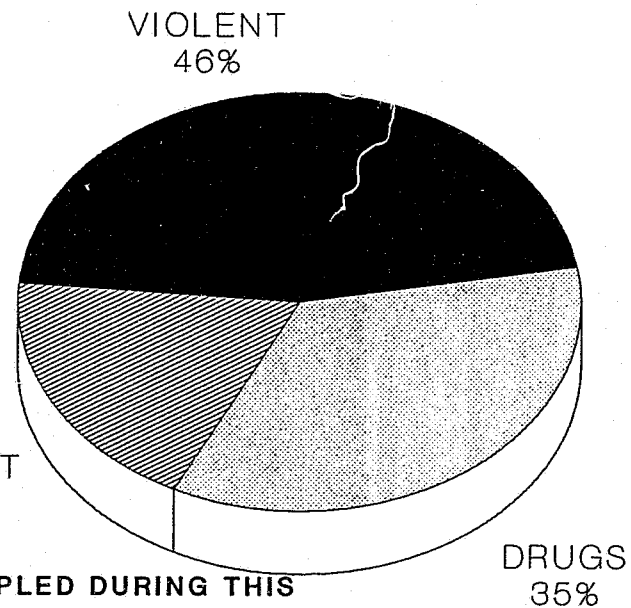
LEGISLATIVE ENACTMENTS/AMENDMENTS IMPACTING ON INMATE POPULATION GROWTH 1979 - 1993

- Title 2C (1979) (with mandatory minimums)
- Parole Act of (1980)
- Graves Firearms Act (1982)
- Capital Sentence Law (1985)
- Parole Violator Enhancements (1986)
- CDRA (1987)

**ADULT INMATE POPULATION
BY BASE OFFENSE
APRIL 1975
(5,600 INMATES)**

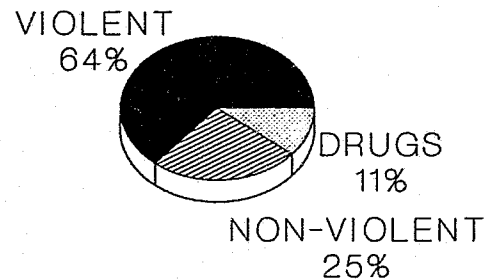


**ADULT INMATE POPULATION
BY BASE OFFENSE
JANUARY 1, 1994
(23,393 INMATES)**

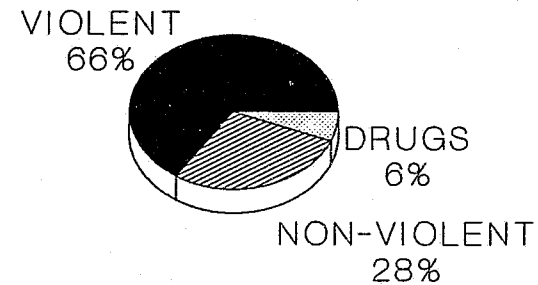


- THE ADULT INMATE POPULATION QUADRUPLD DURING THIS PERIOD, FROM 5,600 IN 1975 TO 23,393 IN 1994. IN 1994, THE NUMBER OF INMATES HOUSED FOR DRUG OFFENSES ALONE, EXCEEDED THE TOTAL INMATE POPULATION HOUSED IN 1975.
- OVER THE 17 YEAR PERIOD, THERE HAS BEEN A DECIDED SHIFT IN THE BASE OFFENSE PROFILE OF THE INMATE POPULATION WITH A REDUCTION IN THE PROPORTION OF THOSE COMMITTED FOR VIOLENT AND NON-VIOLENT OFFENSES AND A COMMENSURATE INCREASE IN THE PROPORTION OF THOSE COMMITTED FOR DRUG OFFENSES.

**ADULT INMATE POPULATION
BY BASE OFFENSE
APRIL 1975
(5,600 INMATES)**

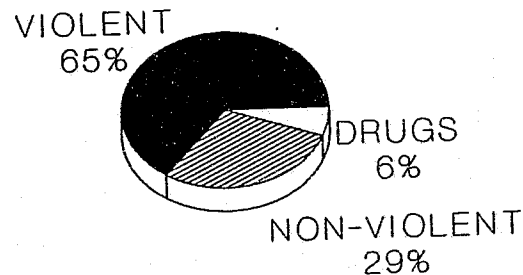


**ADULT INMATE POPULATION
BY BASE OFFENSE
JANUARY 1, 1980
(5,900 INMATES)**

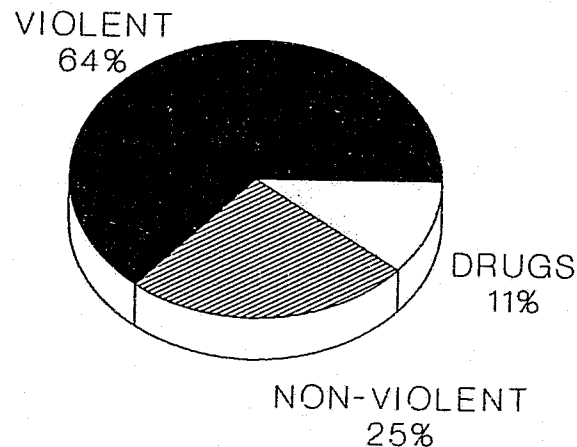


- LITTLE CHANGE OCCURRED FROM 1975 TO 1980, EITHER IN THE NUMBER INCARCERATED OR THE BASE OFFENSE PROFILE.

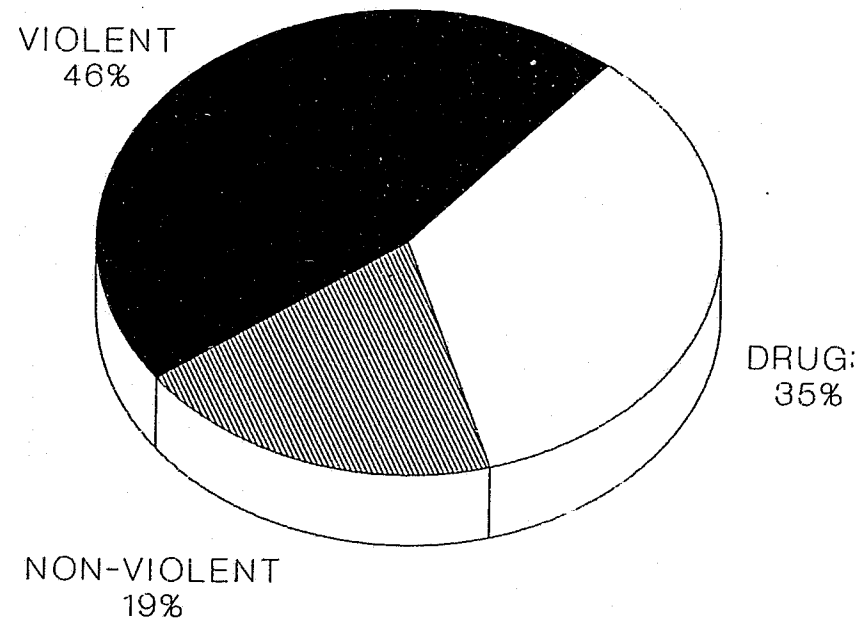
**ADULT INMATE POPULATION
BY BASE OFFENSE
JANUARY 1, 1982
(7,900 INMATES)**



**ADULT INMATE POPULATION
BY BASE OFFENSE
JANUARY 1, 1987
(14,300 INMATES)**



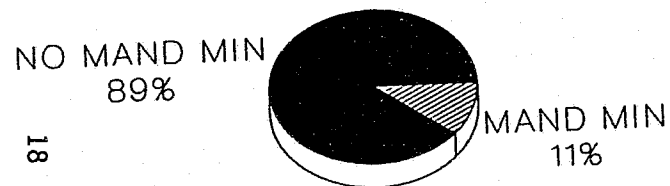
**ADULT INMATE POPULATION
BY BASE OFFENSE
JANUARY 1, 1994
(23,393 INMATES)**



- BY 1982, THE IMPACT OF TITLE 2C HAD BEGUN TO ACCRUE IN TERMS OF INMATE POPULATION GROWTH. BY 1994, POPULATION HAD INCREASED TO A LEVEL OF 23,393, ALMOST FOUR TIMES THE 5,900 INMATES HOUSED ON JANUARY 1, 1980.
- IN SPITE OF TREMENDOUS GROWTH IN THE INMATE POPULATION, THE OFFENDERS PROFILE BY BASE OFFENSE EXPERIENCED LITTLE CHANGE FROM 1975 THROUGH 1987.
- SINCE 1987, IMPLEMENTATION OF THE COMPREHENSIVE DRUG REFORM ACT (CDRA) HAS CAUSED A DRAMATIC CHANGE IN THE OFFENDER PROFILE. INMATES CONVICTED OF DRUG OFFENSES IN 1994 ACCOUNTED FOR 35% OF THE ADULT INMATE POPULATION AND ONLY 46% WERE CONVICTED OF VIOLENT OFFENSES. THIS COMPARES TO PREVIOUS NUMBERS OF 11% AND 64%, RESPECTIVELY, IN 1987.
- WHILE THE PERCENTAGE OF VIOLENT AND NON-VIOLENT OFFENDERS WENT DOWN FROM 1987 THROUGH 1994, THEIR ACTUAL NUMBERS INCREASED - FROM 9,150 TO 10,200 FOR VIOLENT OFFENDERS, AN 11% INCREASE AND FROM 3,575 TO 4,250 FOR NON-VIOLENT OFFENDERS, A 19% INCREASE. THESE COMPARE TO AN INCREASE OF 1.9% IN AT-LARGE N.J. STATE POPULATION DURING THE SAME PERIOD.

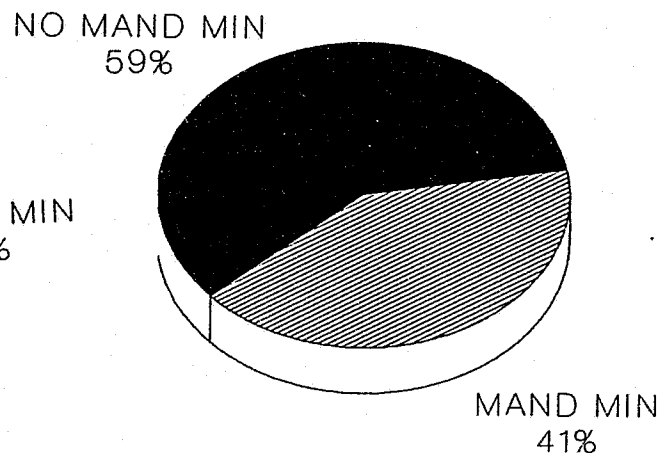
ADULT INMATE MANDATORY MINIMUMS

JANUARY 1, 1982
(7,900 INMATES)



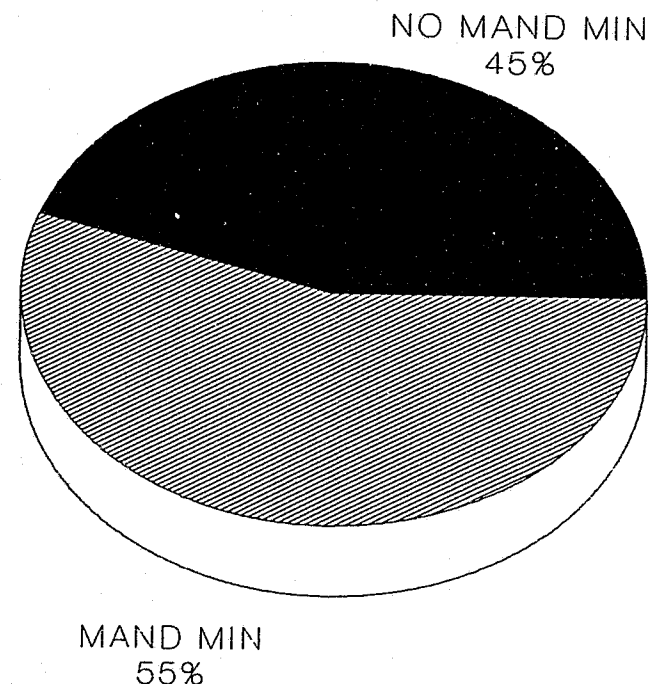
ADULT INMATE MANDATORY MINIMUMS

JANUARY 1, 1987
(14,300 INMATES)



ADULT INMATE MANDATORY MINIMUMS

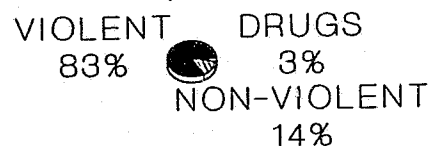
JANUARY 1, 1994
(23,393 INMATES)



- IN 1982, TWO YEARS AFTER ENACTMENT OF TITLE 2C, ONLY ONE OUT OF TEN (11%) OFFENDERS RESIDENT IN STATE FACILITIES WERE COMMITTED WITH MANDATORY MINIMUM (PAROLE INELIGIBILITY) TERMS. BY 1987 AND 1994, THAT PORTION OF THE INMATE POPULATION INCREASED TO 41% AND 55%, RESPECTIVELY.
- THOSE SERVING MANDATORY MINIMUM TERMS USUALLY SERVE MORE THAN TWICE AS MUCH TIME TO RELEASE THAN NON-MINS.
- IT IS EXPECTED THAT AT SOME POINT IN THE FUTURE, INMATES WITH MANDATORY MINS WILL APPROXIMATE 70% OF OUR ADULT RESIDENT POPULATION.

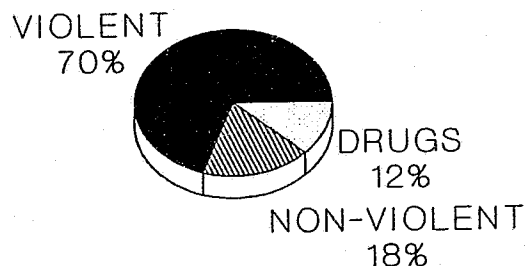
ADULT INMATES WITH MAND MINS

AS OF 07/01/83
(900 INMATES)



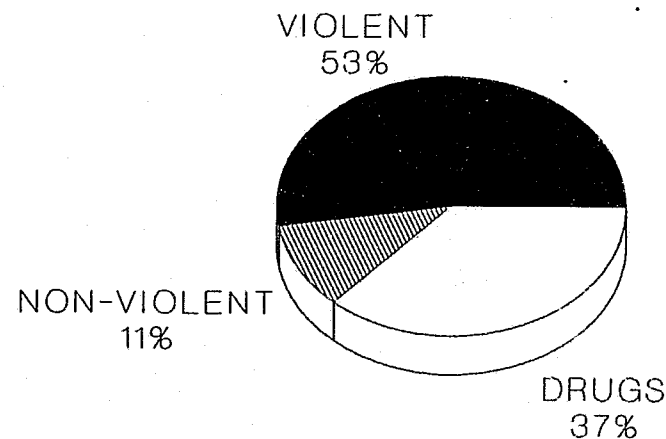
ADULT INMATES WITH MAND MINS

AS OF 01/01/87
(5,900 INMATES)



ADULT INMATES WITH MAND MINS

AS OF 01/01/94
(12,218 INMATES)



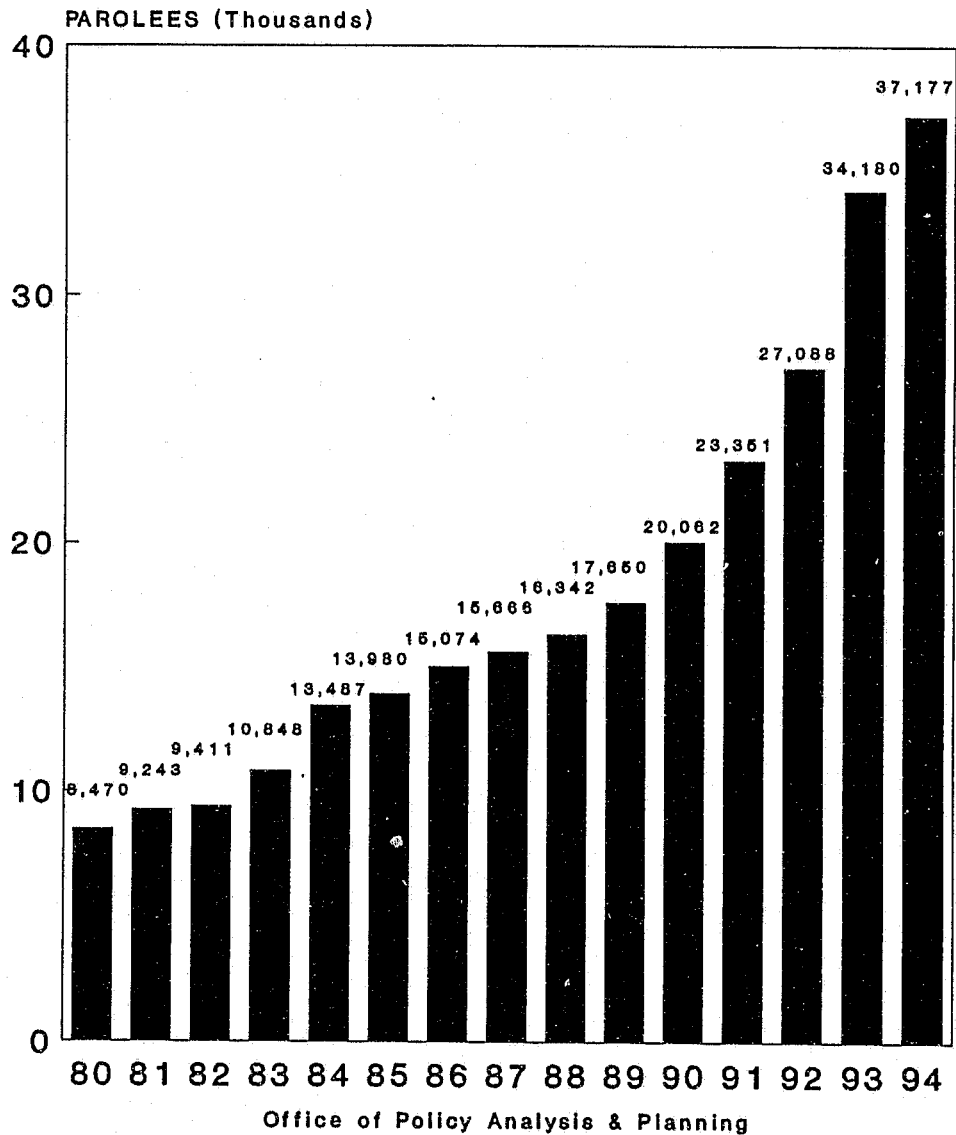
- IN 1983, THE OVERWHELMING MAJORITY (83%) OF OFFENDERS RESIDENT WITH MANDATORY MINIMUM TERMS WERE SENTENCED FOR VIOLENT CRIMES (MURDER, RAPE, ROBBERY, ASSAULT).
- PRIOR TO ENACTMENT OF THE CDRA IN 1987, SEVEN OUT OF TEN OFFENDERS WITH MINS WERE COMMITTED FOR VIOLENT CRIMES.
- SINCE ENACTMENT OF THE CDRA, INMATES WITH MINS FOR VIOLENT OFFENSES PLUMMETED TO 53%, WITH A CORRESPONDING TRIPLING OF MINS FOR DRUG OFFENDERS, FROM 12% IN 1987 TO 37% IN 1994. APPROXIMATELY 4,500 ADULT INMATES ARE NOW SERVING MINS FOR DRUG OFFENSES.

**INMATES BY RACE/ETHNICITY
1975 – 1994**

	1975	1980	1982	1987	1994
	5,600 Inmates	5,900 Inmates	7,900 Inmates	14,300 Inmates	23,400 Inmates
BLACK	68%	60%	60%	59%	64%
WHITE	25%	30%	27%	27%	19%
HISPANIC	7%	8%	12%	14%	17%
NOT CODED	--	2%	1%	--	--

- FROM 1975 THROUGH 1987 WE SAW A GENERAL DECLINE IN THE PERCENTAGE OF BLACK INMATES WITHIN OUR ADULT POPULATION. DURING THE SAME PERIOD, THERE WAS AN INCREASE IN THE PERCENTAGE OF HISPANIC INMATES, PROBABLY ATTRIBUTABLE TO INCREASES IN THEIR PROPORTION OF THE STATE'S AT-LARGE HISPANIC POPULATION, ESPECIALLY IN URBAN CENTERS. THE PERCENTAGE OF WHITE INMATES WITHIN OUR POPULATION FLUCTUATED SLIGHTLY, BUT REMAINED RELATIVELY STABLE.
- FROM 1987 THROUGH 1994, A DISCERNIBLE SHIFT IN PERCENTAGES IS NOTED. BLACK AND HISPANIC INMATE PERCENTAGES INCREASED WHILE THE PERCENTAGE OF WHITE INMATES DROPPED BY EIGHT PERCENTAGE POINTS OR 30%. WHILE WE HAVE NOT HAD AN OPPORTUNITY TO REVIEW RELATED DATA, IT IS LIKELY THAT THIS REDISTRIBUTION IS A FACTOR OF CDRA AND ITS HEAVY IMPACT IN URBAN CENTERS WITH LARGE MINORITY POPULATIONS.
- AS NOTED WITH SOME OF OUR OTHER DATA, WHILE THE PERCENTAGE OF WHITE INMATES DECREASED FROM 1987 TO 1994, THEIR NUMBER ACTUALLY INCREASED BY 9%, FROM APPROXIMATELY 3,860 TO 4,190.

N.J. DEPARTMENT OF CORRECTIONS
JAN. 1 PAROLEE POPULATION

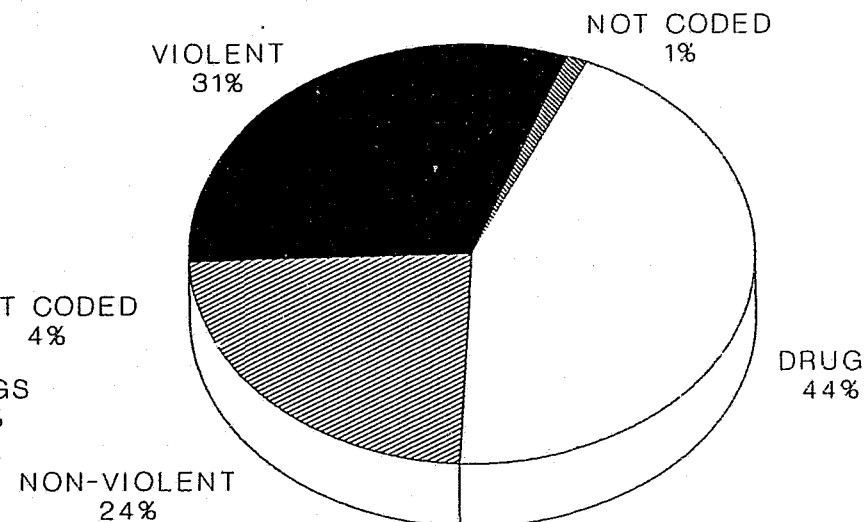
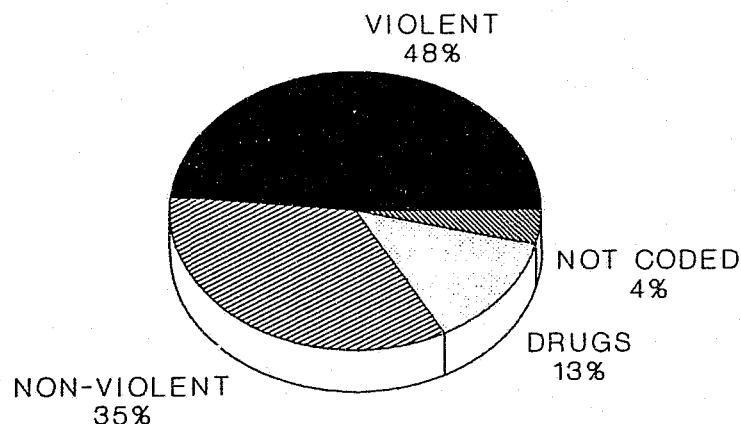
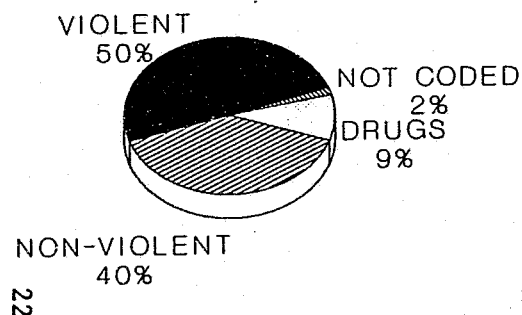


- PAROLEE DATA DISPLAYED HERE INCLUDE ALL PERSONS UNDER JURISDICTION OF THE BUREAU OF PAROLE. DATA AS OF JANUARY 1994 INCLUDE 1,169 COUNTY JAIL CASES RELEASED TO PAROLE SUPERVISION AND 18,493 PERSONS WITH EXPIRED MAXIMUM SENTENCES WHO HAVE CONTINUING REVENUE PAYMENT OBLIGATIONS.

**PAROLEE POPULATION
BY BASE OFFENSE
SEPT 1982
(10,179 PAROLEES)**

**PAROLEE POPULATION
BY BASE OFFENSE
JUNE 1986
(14,367 PAROLEES)**

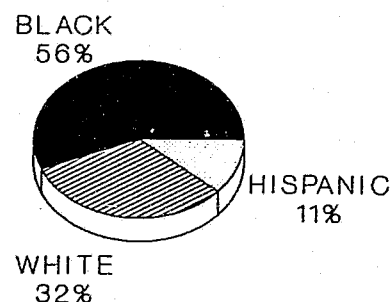
**PAROLEE POPULATION
BY BASE OFFENSE
JAN 1994
(36,008 PAROLEES)**



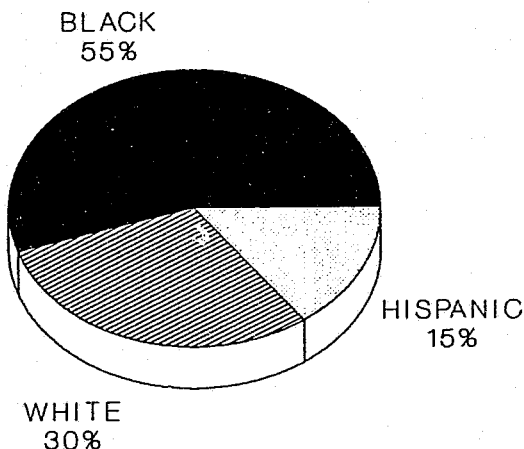
AS DISPLAYED HERE, WE SEE THAT FROM 1982 TO 1986, THE COMPOSITION OF THE PAROLEE POPULATION IN TERMS OF OFFENSE TYPE, DID NOT CHANGE DRAMATICALLY IN SPITE OF A POPULATION INCREASE IN EXCESS OF 40%. BY 1994, THE POPULATION HAD MORE THAN DOUBLED FROM 1986 LEVELS AND A DRAMATIC REDISTRIBUTION IN OFFENSE TYPE OCCURRED WITH SHIFTS FROM VIOLENT AND NON-VIOLENT OFFENDERS INTO THE DRUG OFFENDER CATEGORY. THIS IS SIMILAR TO AND CONSISTENT WITH THE REDISTRIBUTION OBSERVED WITH THE INMATE POPULATION AND IS DEFINITELY A FACTOR OF THE COMPREHENSIVE DRUG REFORM ACT.

NOTE: PAROLEE DATA DO NOT INCLUDE COUNTY JAIL INMATES RELEASED TO PAROLE SUPERVISION. AS OF JANUARY 1994, SUCH PAROLEES TOTALLED 1,169 CASES.

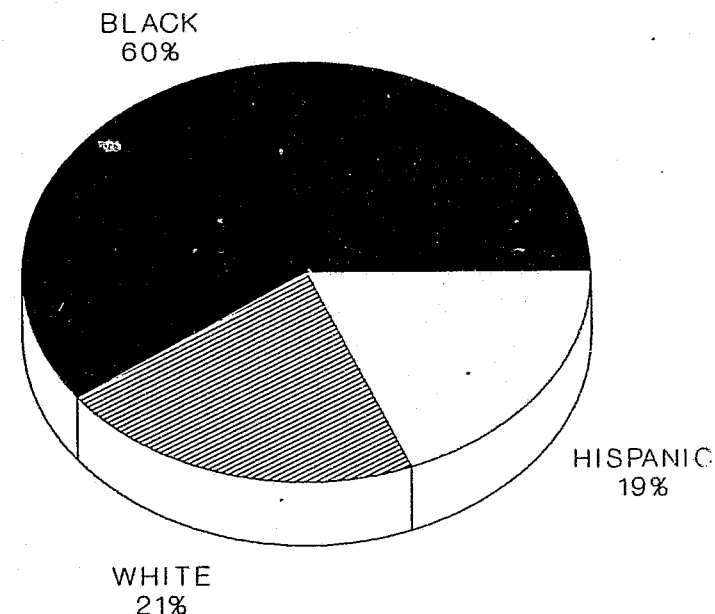
**PAROLEE POPULATION
BY RACE/ETHNICITY
SEPT 1982
(10,179 PAROLEES)**



**PAROLEE POPULATION
BY RACE/ETHNICITY
JUNE 1986
(14,367 PAROLEES)**



**PAROLEE POPULATION
BY RACE/ETHNICITY
JAN 1994
(36,008 PAROLEES)**



OVER THE PAST 10 OR SO YEARS THERE HAS BEEN A DISCERNIBLE SHIFT IN THE RACE/ETHNICITY DISTRIBUTION WITHIN THE PAROLEE POPULATION, ESPECIALLY FROM 1986 THROUGH PRESENT. THE MOST RECENT INCREASE IN THE PROPORTION OF BLACK AND HISPANIC PAROLEES AND THE REDUCED PERCENTAGE OF WHITE PAROLEES YIELDS A CURRENT PAROLEE POPULATION CONSISTENT WITH RACE/ETHNICITY FOR OUR CURRENT INMATE POPULATION.

NOTE: PAROLEE DATA DO NOT INCLUDE COUNTY JAIL INMATES RELEASED TO PAROLE SUPERVISION. AS OF JANUARY 1994, SUCH PAROLEES TOTALLED 1,169 CASES.