

FISCAL RESEARCH DIVISION

A Staff Agency of the North Carolina General Assembly

Department of Adult Correction

Budget Overview

March 4th, 2025

Mark White, Fiscal Analyst

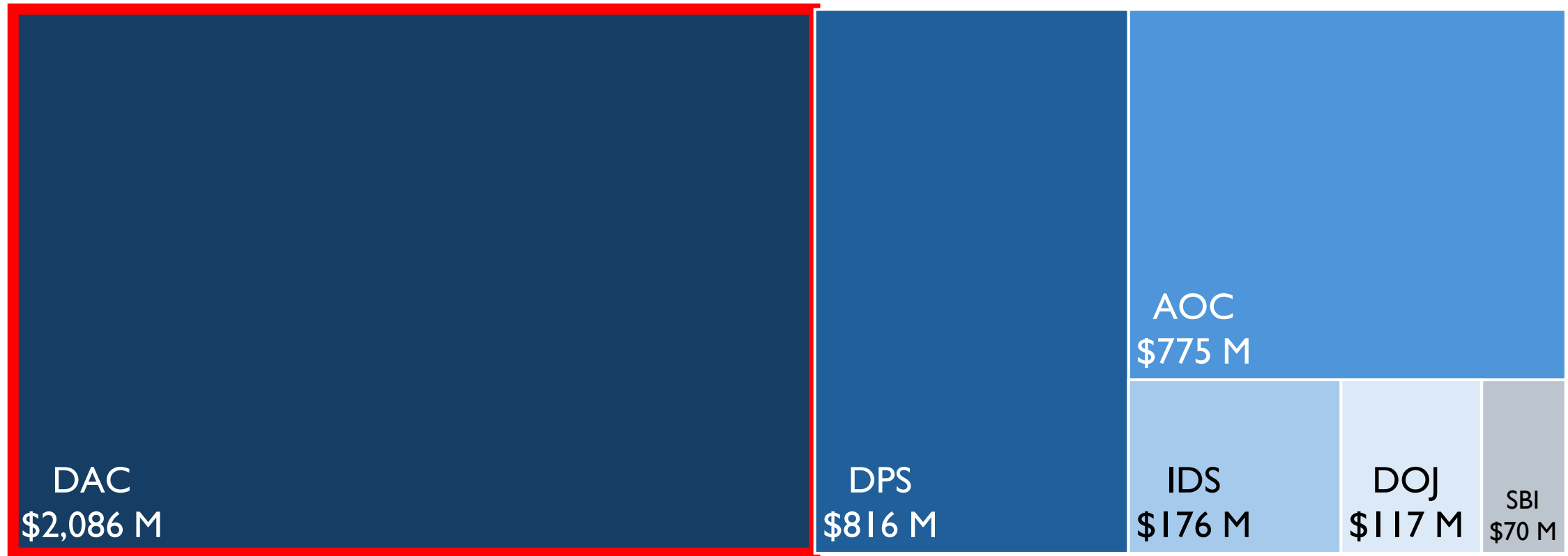
Dept. of Adult Correction Outline

- General Budget Overview and Context
- Institutions
- Community Supervision
- Health Services
- Rehabilitation and Reentry



JPS General Fund Expenditures by Agency, FY 2023-24

Total GF Budget: \$4b



Source: BD 701 and BD 307



Department of Adult Correction (DAC)

Total GF Budget: **\$1.9b**

Total GF FTE: **18,524**



Session Law 2021-180
separated DAC and DPS.

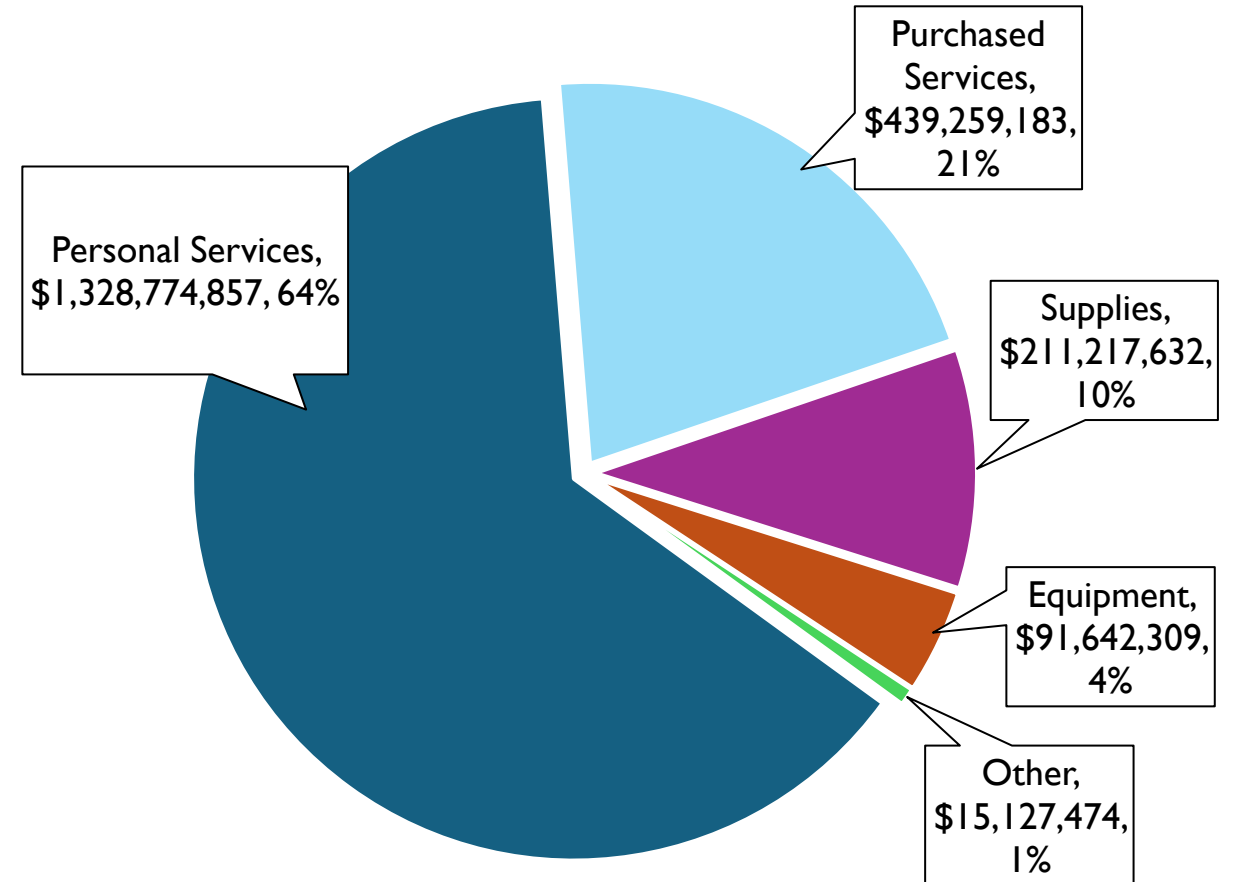


DAC Secretary:

Leslie Dismukes

Includes:

- Prisons
 - SMCP
- Community Supervision
- Health Services
- Rehabilitation and Reentry



Source: BD 701, June 30, 2024



DAC Actual Expenditures by Function, FY 2023-24



Source: BD701, June 2024



DAC in Context: Supervised Population

Supervision Type	Total
Prisons	31,801
Community Supervision	75,857
Total	107,658

11th Largest City

Rank	City	Population
7	Cary	177,197
8	Wilmington	123,756
9	Concord	113,371
10	High Point	109,814
Supervised Population		107,658
11	Asheville	97,036
12	Greenville	92,136
13	Gastonia	83,983
14	Jacksonville	72,543

28th Largest County

Rank	County	Population
24	Henderson	123,515
25	Wayne	119,286
26	Robeson	116,081
27	Moore	112,620
Supervised Population		107,658
28	Craven	103,335
29	Cleveland	101,775
30	Lincoln	99,351
31	Nash	99,191

Source: Supervision population counts taken from DAC Research and Planning Automated Query as of 1/31/25



Dept. of Adult Correction Outline

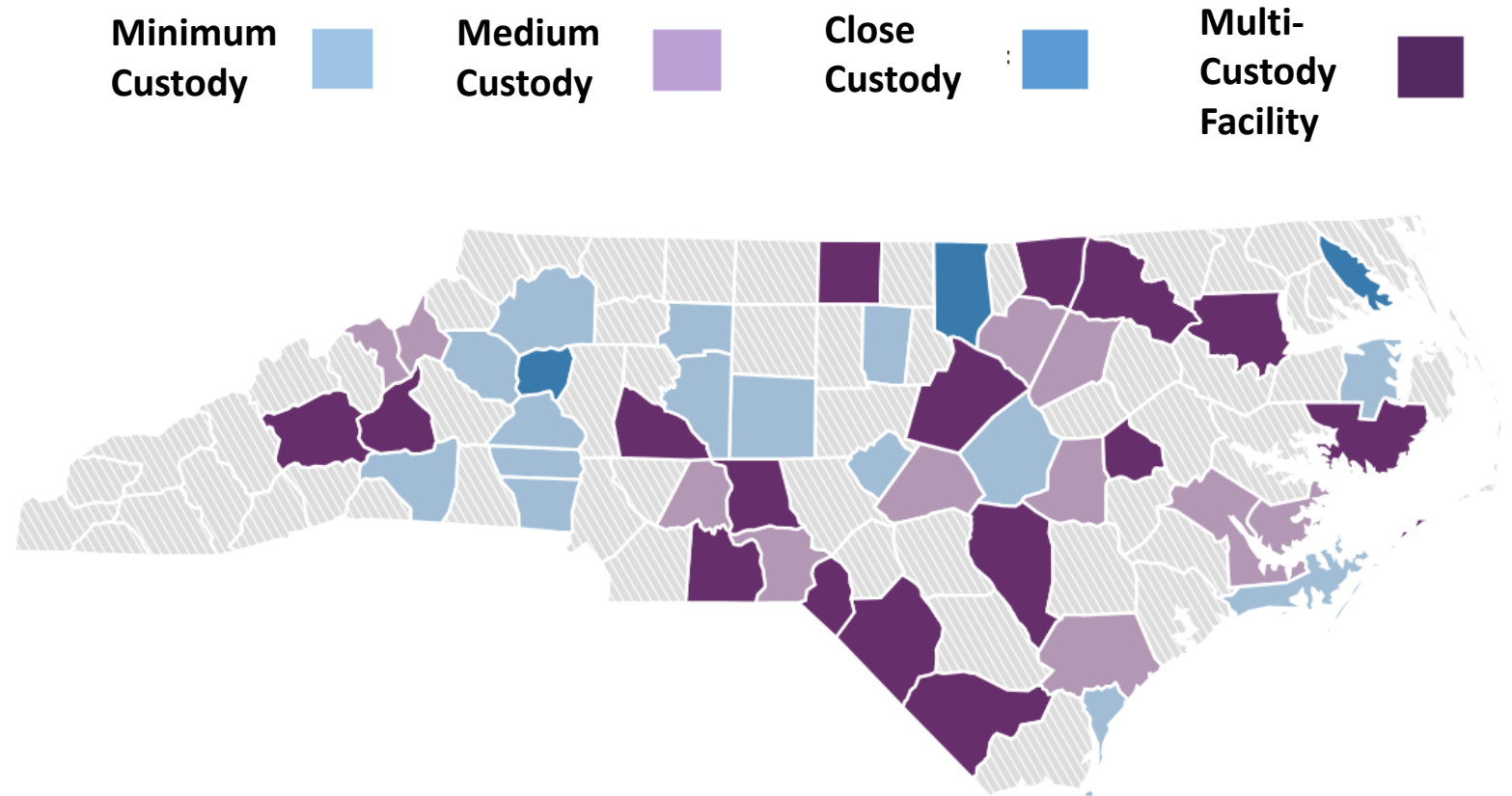
- General Budget Overview and Context
- **Institutions**
- Community Supervision
- Health Services
- Rehabilitation and Reentry



DAC Institutions: Facilities

Facility Type	#
State Prison	53
Confinement in Response to Violation (CRV)	2
Contract Prison*	1

Population 1/31/25	#
Minimum	10,119
Medium	14,036
Close	5,684
Total*	31,801



Source: DAC. Supervision population counts taken from DAC Research and Planning Automated Query. *1,962 offenders in the query returned a missing value for custody level



DAC Institutions: Facilities

Not all **38,302 beds across 58 facilities** are in use at once. DAC maintains different standards and layouts for facilities based on staffing availability and housing needs. Operating Capacity is measured by how much space is allotted to each offender in the facility.

Standard Operating Capacity:
30,437 Beds

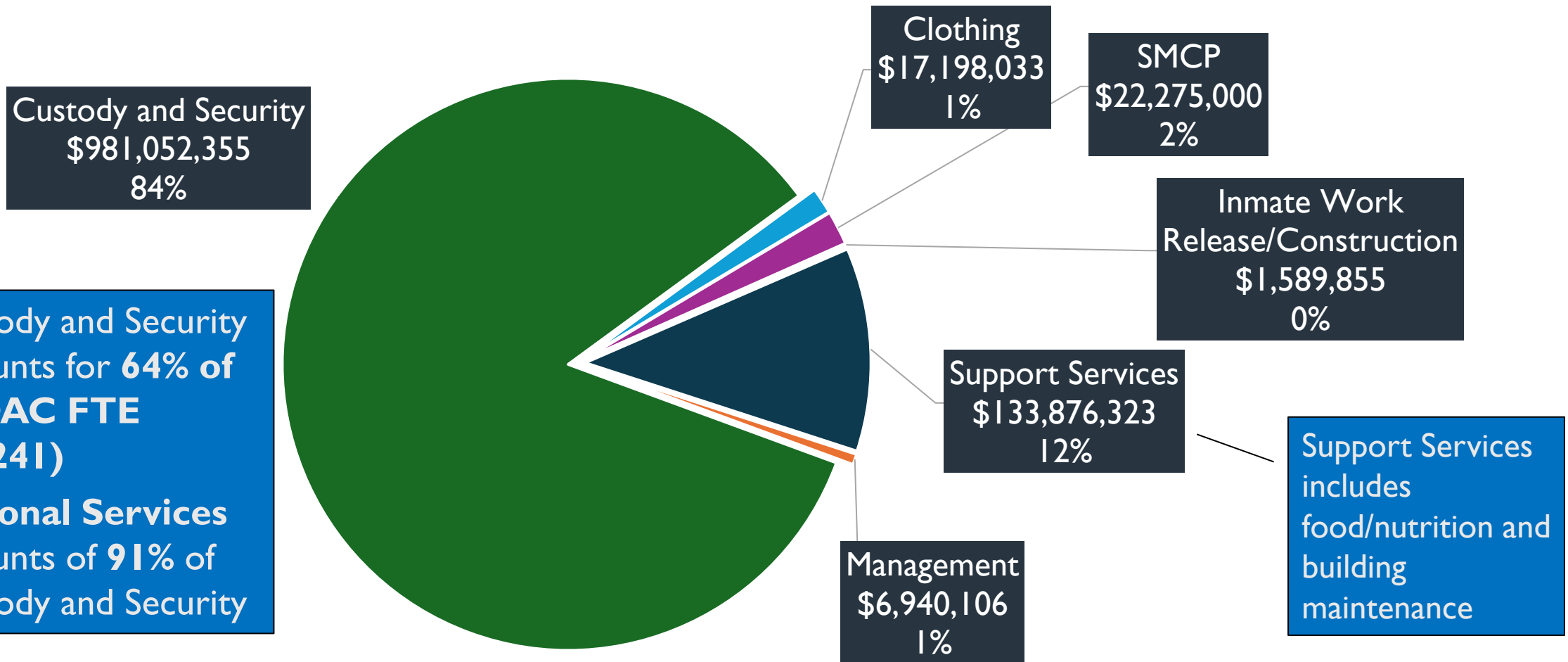
Expanded Operating Capacity:
34,979 Beds

Facility Status	Number
Fully Open	25
Partially Open	31
Temp. Suspended	2

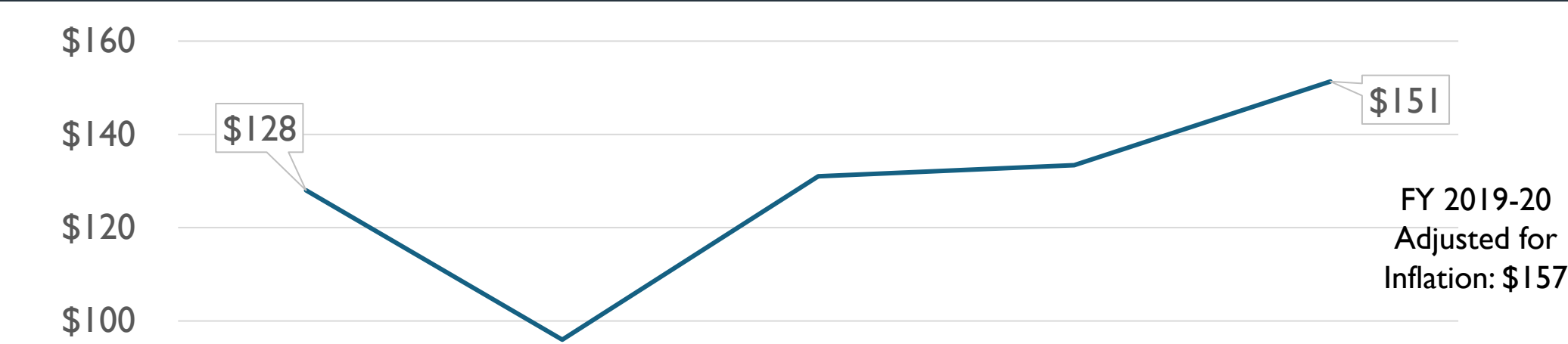
Source: DAC



DAC Institutions Budget By Function, FY 2024-25 Authorized



DAC Institutions: Average Daily Cost by Custody Level

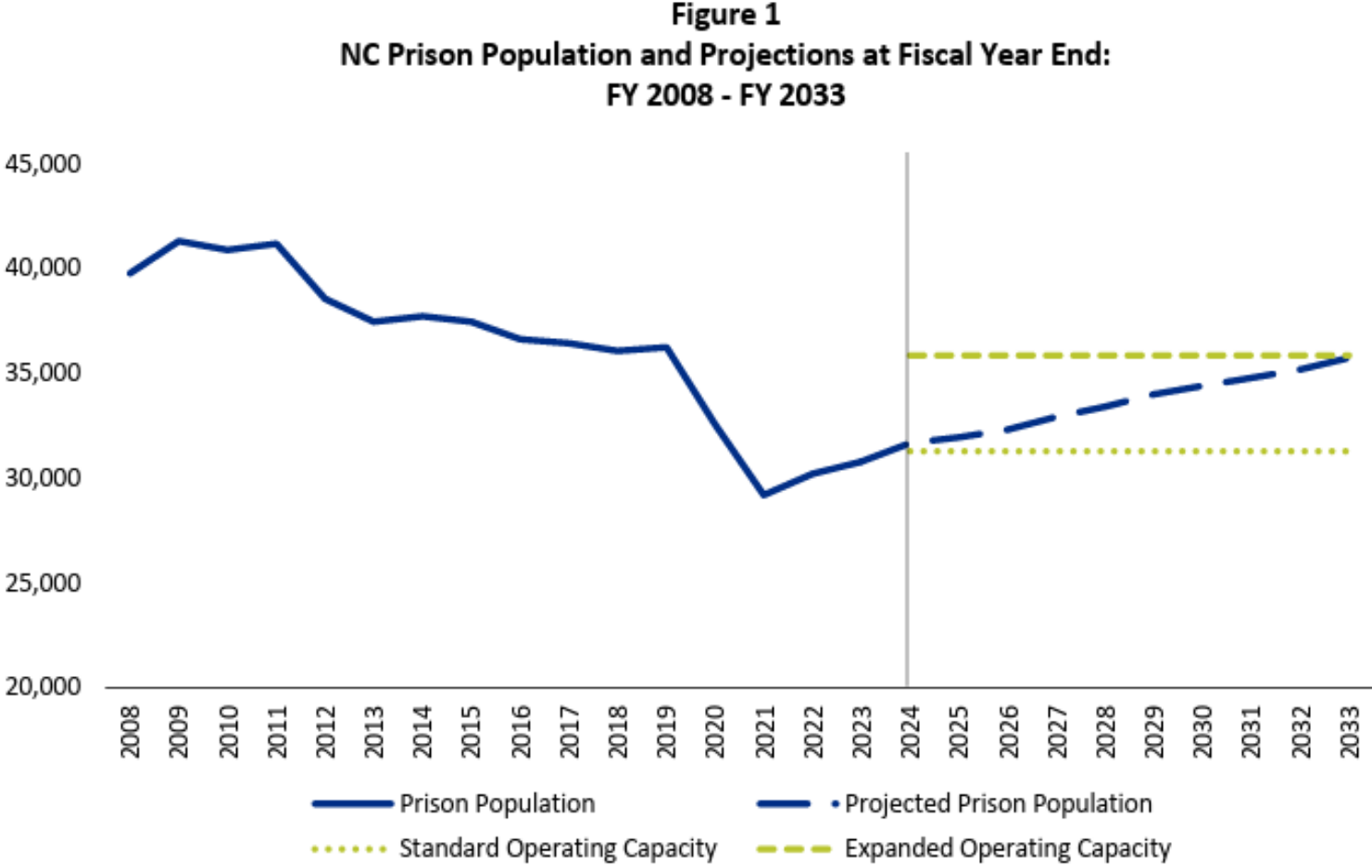


	FY 2019-20	FY 2020-21	FY 2021-22	FY 2022-23	FY 2023-24
Custody	Daily Cost	Daily Cost	Daily Cost	Daily Cost	Daily Cost
Minimum	\$120	\$85	\$118	\$111	\$128
Medium	\$123	\$94	\$132	\$134	\$152
Close	\$146	\$116	\$150	\$158	\$174
Average	\$128	\$96	\$131	\$133	\$151

Source: DAC Annual Statistical Report
 Note Figures include the direct cost of incarcerated offender supervision/custody and programs/activities, and indirect administrative costs for prison support.



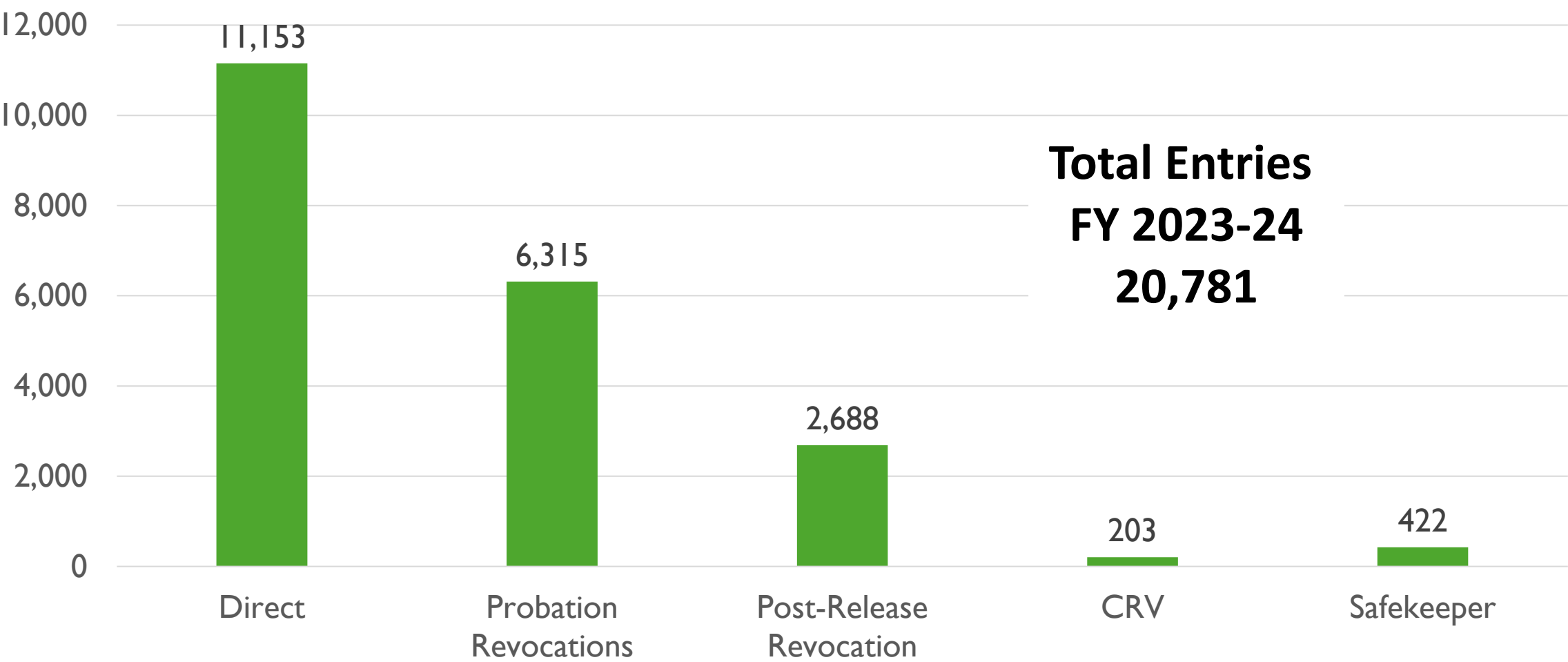
DAC Institutions: Population Projections



SOURCE: NC Sentencing and Policy Advisory Commission and NC Department of Adult Correction



DAC Institutions: Source of Entry



Source: DAC FY 2023-24 Annual Statistical Report



DAC Institutions: Salaries and Vacancies

- S.L. 2021-180 established a salary schedule for Correctional Officers (COs) based on the custody level of the facility and their years of service
- COs receive 6 weeks of Basic Correctional Officer Training before beginning shift work
- 12.25-hour shift model

	FY 2024-45		
Yrs. Exp	CO-I	CO-II	CO-III
0	\$37,621	\$38,859	\$41,558
1	\$40,253	\$41,578	\$44,468
2	\$42,670	\$44,117	\$47,137
3	\$44,803	\$46,277	\$49,494
4	\$46,594	\$48,128	\$51,473
5	\$47,993	\$49,571	\$53,017
6+	\$48,953	\$50,563	\$54,078



Source: DAC, FRD



DAC Salaries and Vacancies: Institutions



Statewide:
20.1%

NC DAC:
24%

Prisons:
28%

COs: 35%

Since there are ~8,000 FTE, Correctional Officer (CO) vacancies account for
~73% of ALL vacancies at DAC.

Facility (Location)	CO Vacancy Rate
Craggy (Asheville)	68%
Granville (Butner)	66%
Pender (Burgaw)	63%

Facility (Location)	CO Vacancy Rate
Lumberton	3%
Catawba (Maiden)	3%
Lincoln (Lincolnton)	3%

Source: Beacon, DAC



DAC Institutions (and other Divisions): Vacancy Impacts

- Reduced operating capacity
- Greater demands for overtime
 - FY 2023-24 Certified Custody and Security OT Budget: **\$5.8m**
 - FY 2023-24 Actual Custody and Security OT Budget: **\$67.7m**
- Lapsed Salary generated used to make up for other budget shortfalls

Select Divisions	Lapsed Salary Generated FY 23-24
Institutions	\$172.4m
Comm. Supervision	\$31.7m
Health Services	\$57.9m
Rehab & Reentry	\$7.7m
Total	\$269.7m

Source: DAC Lapsed Salary Report FY 2023-24, BD701 June 2024



DAC Institutions: Day-to-Day Resources for Offenders



Meals Served: 34,990,725

3 meals a day, 7 days a week

Sheets Issued: 320,508



Nearly all for single-sized beds

Clothing Issued: 132,467 items



Including shirts, blouses, dresses, trousers, skirts, belts, undergarments, slippers, socks, shoes, coats, jackets, and headwear.



Barber Shops in each facility

Staffed by offenders; certification program available at Harnett CI

Canteen



Additional products available for purchase using each offender's trust fund account

Includes items such as beverages, condiments, packaged meals (ex: ramen), personal hygiene items, and others

Source: DAC



DAC Institutions: Tablets

- Installed at all Prisons on secure Wi-Fi network
- Includes access to multiple services, including:
 - Free apps for corrective programming (Hope University), system messages, and access to the Law Library
 - Paid entertainment (music, movies, etc.)
- Contract with ViaPath supported by entertainment purchases



Source: DAC

DAC Prison Work Programs: Inside Jobs

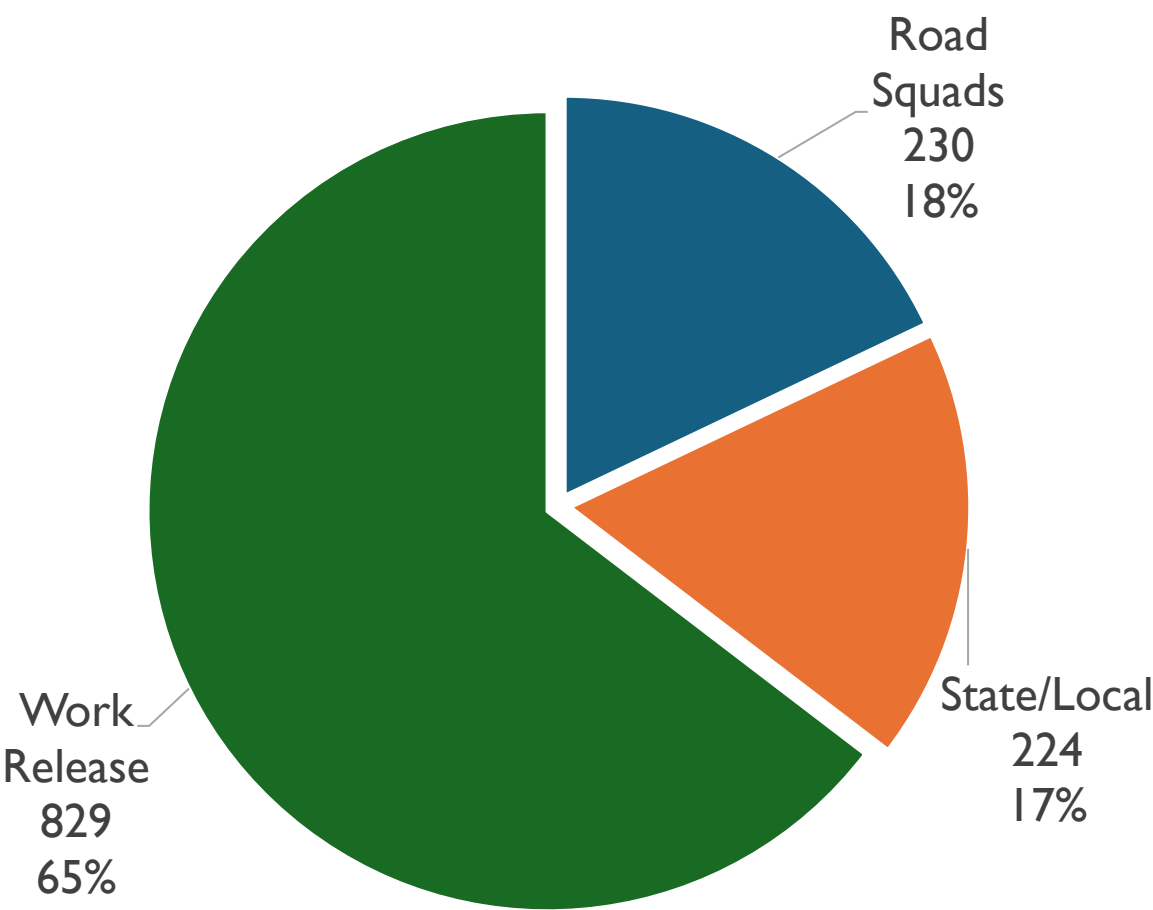
<i>Work Category</i>	Definitions	Count
<i>Unit Service</i>	This includes janitorial and general maintenance duties.	5,274
<i>Food Service</i>	Offenders work in the kitchens preparing and serving food to offenders.	2,587
<i>Correction Enterprises</i>	Offenders perform farming, food processing, printing, sewing, laundering, as well as manufacturing tasks such as car license tags and street/highway signs.	1,441
<i>Prison Maintenance</i>	Offenders perform grounds keeping, light construction, repair and maintenance projects at prisons. These jobs include roofing, plumbing, electrical wiring and other unit improvements.	861
<i>Construction</i>	New prison construction projects.	229

Source: DAC FY 2023-24 Annual Statistical Report



DAC Prison Work Programs: Outside Jobs

Work Category	Definitions
Road Squads	Offenders patch potholes, clear rights-of-way, and pickup litter
State/Local Government Employment	Government agencies have labor contracts for offender to provide janitorial services and grounds keeping.
Work Release	Offenders nearing their release date and proven trustworthy for limited release can work for businesses in the community



Source: DAC FY 2023-24 Annual Statistical Report



DAC Institutions: Statewide Misdemeanant Confinement Program (SMCP)

- **SMCP houses certain misdemeanants in local jails** who receive a sentence greater than 90 days, and all offenders convicted of DWI
- **All counties participate in SMCP** as “sending” counties
- **County jails with available space** that house offenders from neighboring counties are “receiving counties”
- Counties are reimbursed by the SMCP fund
- SMCP funded at \$22.2m per year
 - Sheriff’s Association receives \$1m/year for admin. of the program
 - DAC allowed to use \$225k for admin.
 - Up to \$500k may be used for inmate litter program

FY 2023-24 SMCP Bed Occupancy			
	Male	Female	Total
Occupied	640	126	766
Unoccupied	162	25	197
Total Beds	802	161	963

Source: SMCP FY 2023-24 annual report



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- **Community Supervision**
- Health Services
- Rehabilitation and Reentry



DAC Community Supervision by Fund: NGF FY 23-24

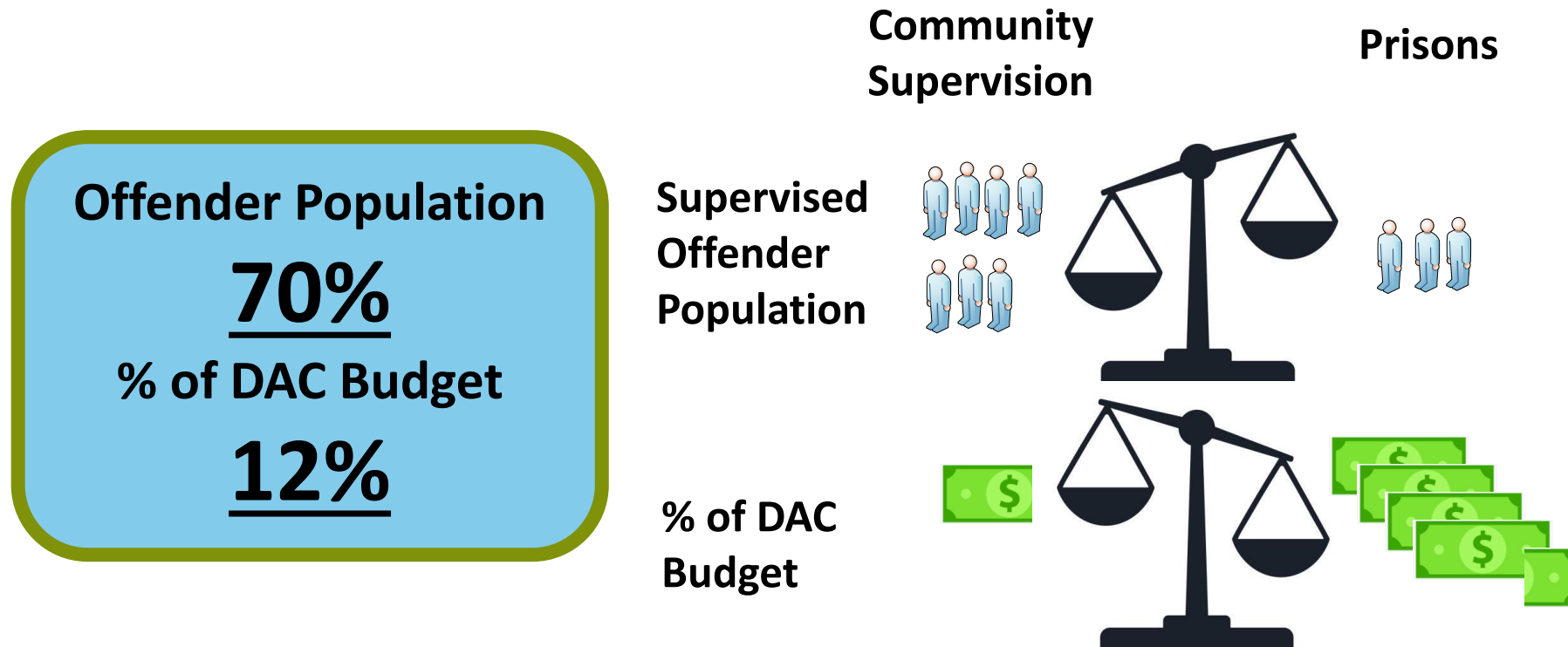


Source: BD701 June 2024



DAC: Community Supervision Vs. Prison

By design, **Structured Sentencing and the Justice Reinvestment Acts** created paths for **convictions of lesser offenses to serve sentences in the community** in lieu of prison



DAC: Community Supervision Vs. Prison

Prisons – Average Daily Cost Per Offender, FY 2023-24

- All Custody: **\$151**
 - Minimum: **\$128**
 - Medium: **\$152**
 - Close: **\$174**

Comm Supervision – ADC Per Offender, FY 2023-24

- General Supervision: **\$9.36**
 - Transitional Housing **\$89.86**
- Community Supervision RSS **\$10.13**
- Electronic Monitoring and GPS: **\$5.41**

Source: DAC



DAC Community Supervision: Three Types of Entry

Probation: A term of court ordered supervision in the community in-lieu of incarceration

Offense Class Supervised Probation			Offense Class Supervised Probation		
Felony	Sentence Rate	Months	Misdemeanor	Sentence Rate	Months
E	43%	31	A1	64%	16
F	49%	30	1	64%	14
G	61%	26	2	78%	13
H	67%	25	3	84%	13
I	85%	22			

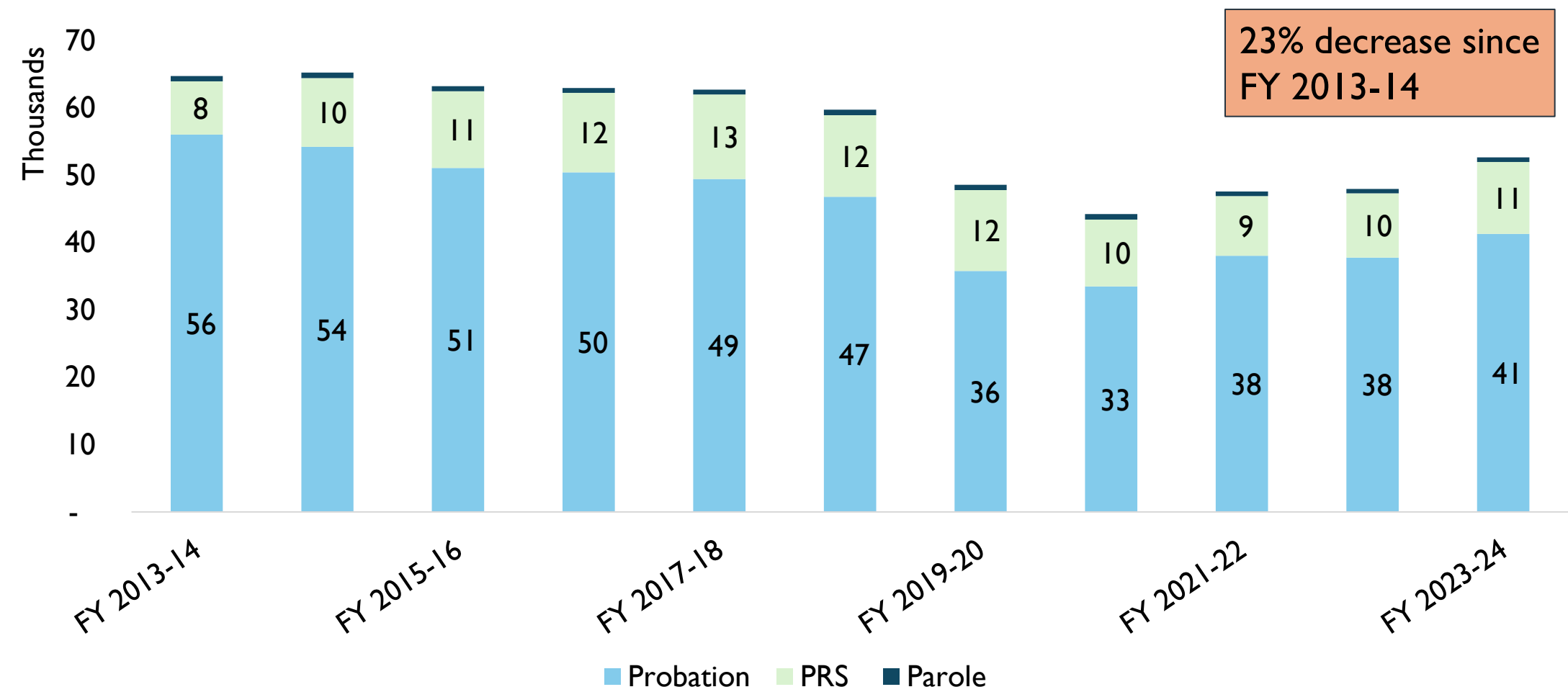
Post-Release Supervision (PRS): Mandatory term of 9-12 months in the community after an offender has been released from an active prison sentence

Parole: Discretionary early release from prison which includes community supervision

Source: DAC and AOC



DAC Community Supervision: Entries



Source: DAC Annual Statistical Reports and Research and Planning Automated System Query



DAC Community Supervision: General Supervision

- Supervision of offenders on
 - probation
 - parole
 - post-release supervision
- 75,857 offenders under supervision as of January 31, 2025
- **Offender Supervision \$9.36/day**
- Nearly 1,600+ Probation and Parole Officers across the State supervise 70k + offenders
 - Place offenders into appropriate supervision levels through comprehensive risk and needs assessment
 - Counsel offenders
 - Make decisions regarding treatment for offenders
 - Respond to offender behavior and non-compliance

NGF FY 2023-24:
\$216m
2,414.5 FTE

Source: DAC Policy Research and Planning Automated System Query and Community Corrections Policy



DAC Community Supervision: PPO Pay and Vacancies

Years of Experience	FY 2024-25
0	45,422
1	48,374
2	51,520
3	54,868
4	58,435
5	62,233
6+	66,278

- Probation and Parole Officer (PPO) pay schedule established in FY 2021-22
- PPOs must have a bachelor's degree
- 8-weeks Basic Training before any shift work; 40 hours of annual in-service training
- 8-hour shift model with 4-12 evening shifts
- PPO Vacancy Rate: ~11%



DAC Community Supervision: General Supervision Authority

- Under the Justice Reinvestment Act, court can revoke probation for committing additional criminal offenses or absconding
- Court may impose a period of “confinement in response to violation” (CRV)
- Delegated authority allows PPOs to impose certain additional requirements without court involvement

Revocations to Prison
FY 2023-24
6,598

Source: DAC Annual Statistical Report



DAC Community Supervision: General Supervision

Level	Minimum Supervision Requirements	FY 2023-24 Population
L1	One Offender Management Contact (OMC) every 30 days One Home Contact (HC) every 30 days One Weekend Home Contact (HC) every 60 days	6,616
L2	One Offender Management Contact (OMC) every 30 days One Home Contact (HC) every 60 days Sex Offenders: One Home Contact (HC) every 30 days	19,880
L3	One Offender Management Contact (OMC) every 30 days One Home Contact (HC) every 60 days Sex Offenders: One Home Contact (HC) every 30 days	14,948
L4	One Offender Accountability (OAR) review every 30 days One Face to Face Contact every 90 days Verify fee and special conditions compliance every 30 days Conduct HC within 30 days to verify change in address	10,719
L5	One Offender Accountability (OAR) review every 30 days Verify FMS and special conditions compliance every 60 days Conduct HC within 30 days to verify change in address	1,441

Source: DAC Policy Research and Planning Automated System Query and Community Corrections Policy



DAC Community Supervision: General Supervision Caseloads

Standard			
Cases Per PPO			
High Risk	High - Moderate Risk	Low Risk	All Risk Levels
L1-L2	L2-L3	L4-L5	L1-L5
35	56	108	57

Practice				
PPO Caseload By Division				
District	Average Caseload	Real World Factor (RWF)	Current Staff	Offenders
Div. 1	37	43	413	14,238
Div. 2	41	55	476	17,077
Div. 3	45	57	489	19,615
Div. 4	46	59	408	16,709
Statewide	43	53	1,786	67,639

***RWF
adjusts
for
vacancies
and long-
term
absences**

Source: DAC



DAC Community Supervision: Judicial Support

- Purpose: Get PPOs out of the courtroom
- Liaisons that process offenders from court to probation
 - Offender education
 - Assign offender to PPO
- Community service tracking and enforcement

Judicial Support

\$13 M

220 FTE



Source: DAC and OSBM BD 307 Certified Budget



DAC: Confinement in Response to Violation (CRV)

- CRV are behavior modification centers for probation violators
 - 90 days
 - 2 stays before revocation
- 2 Facilities
 - Robeson: 192 beds (M)
 - North Piedmont: 136 beds (F)
 - Burke CRV temporarily closed
- 2,084 revocations from CRV in CY 2024

CRV

\$14.7 M

185 FTE



Source: DAC and OSBM BD 307 Certified Budget

Dept. of Adult Correction Outline

- General Budget Overview and Context
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- Community Supervision
- **Health Services**
- Rehabilitation and Reentry



DAC Health Services: Scope

***Health Services** provides constitutionally-consistent medical care to all offenders in custody from entry through release.*

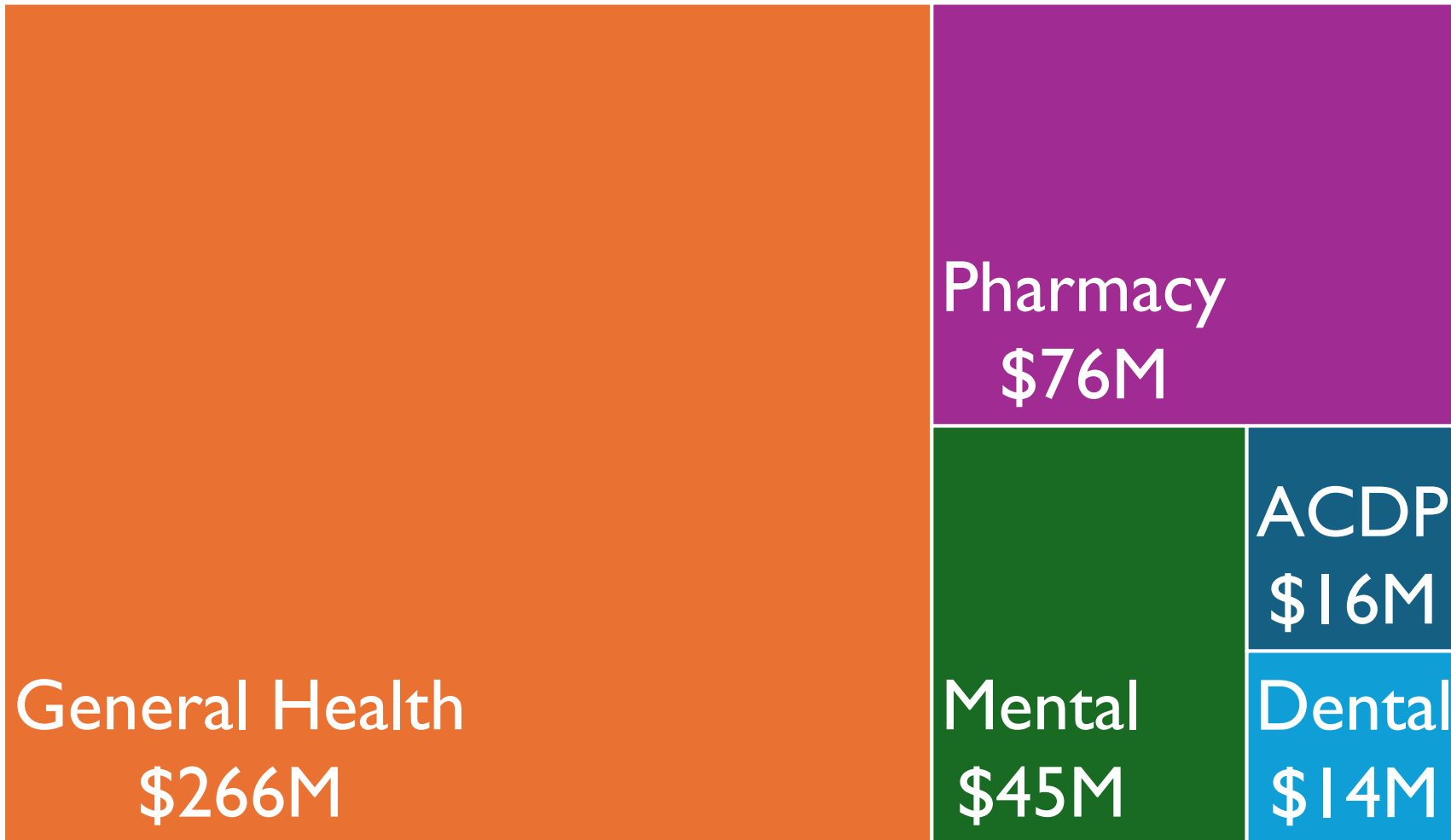
Services Provided:

- ***Routine outpatient and nursing care in facilities; inpatient care at Central Prison Hospital and NCCIW***
- ***Behavioral and Psychiatric Services***
- ***Alcohol and Chem. Dependency Treatments***
- ***Dental***
- ***Pharmacy***



Source DAC division descriptions

DAC Health Services by Fund, NGF Actual Expenditures FY 2023-24



FY 2023-24
Certified Health
Services NGF
Expenditures:
\$370,135,209

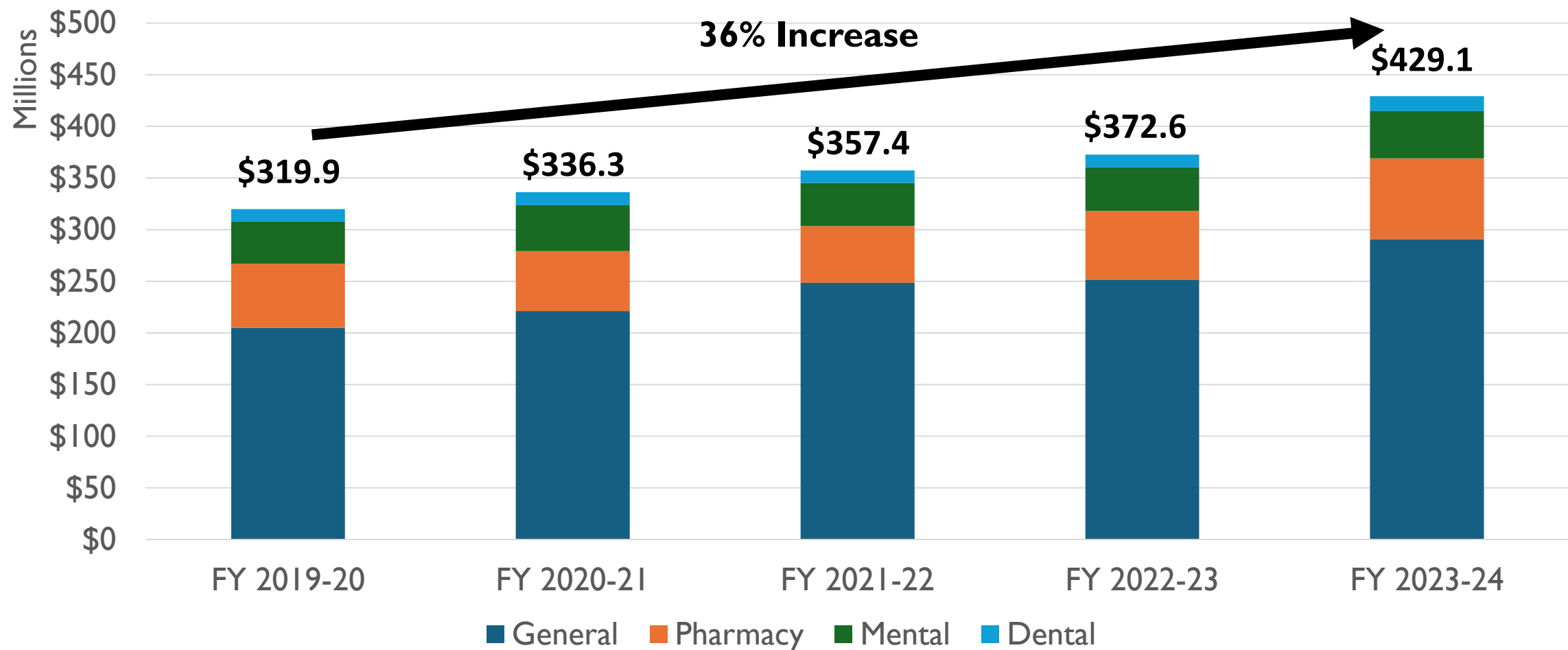
FY 2023-24
Actual NGF
Expenditures:
\$418,299,331

Overage:
\$48,164,122

Source: BD 307 Certified Budget



DAC Health Services: Actual Expenditures by Fund Code



Source: North Carolina Accounting System (NCAS) and NC Financial System (NCFS)



DAC Health Services: Cost Increases

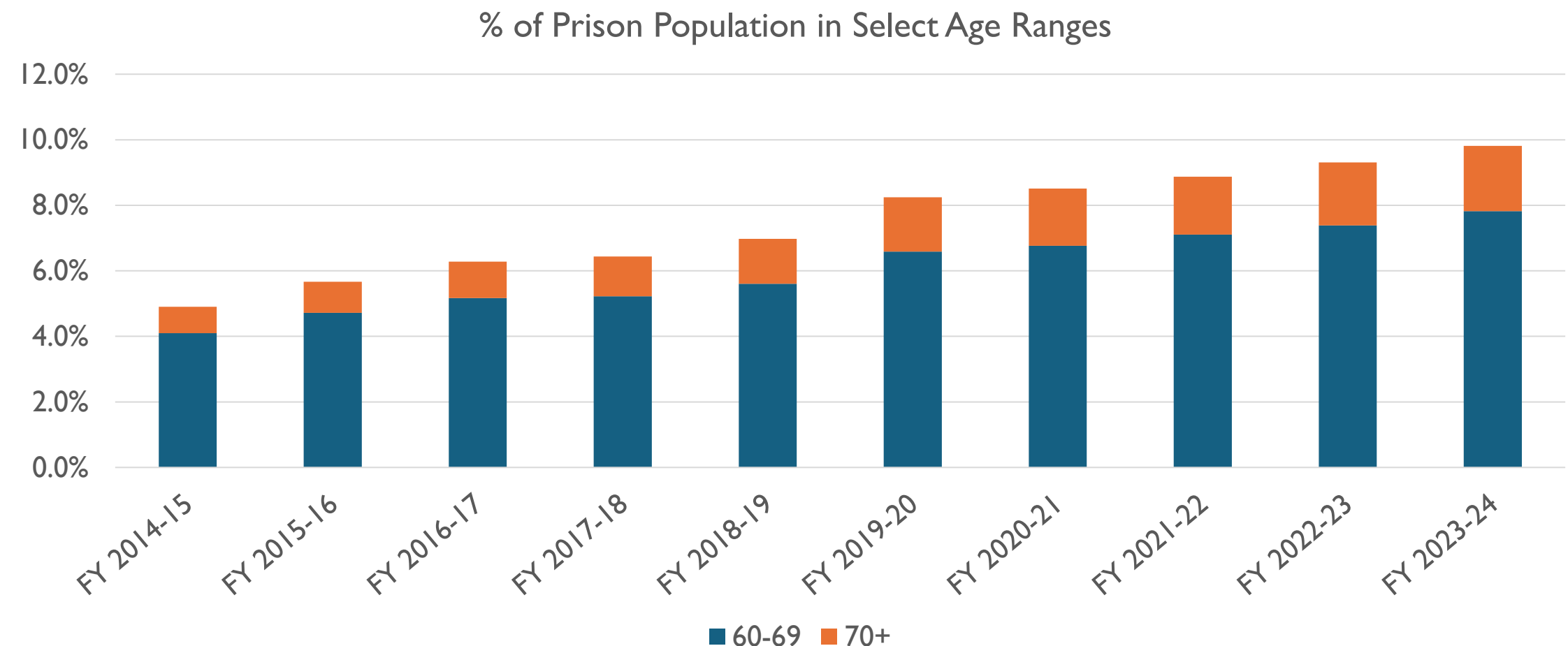
Multiple contributing factors to increases in health services costs include:

- National increasing costs of health care
- Offenders with a care deficit and with untreated **pre-existing conditions**
- Inmates seek health services resources for **secondary gain**
- **More likely to have communicable diseases** such as HIV/AIDS, hepatitis, and tuberculosis
- **Mental health and substance abuse** are more common among offender population
- **Aging population**

Source: Program Evaluation Division report no. 2018-08; DAC



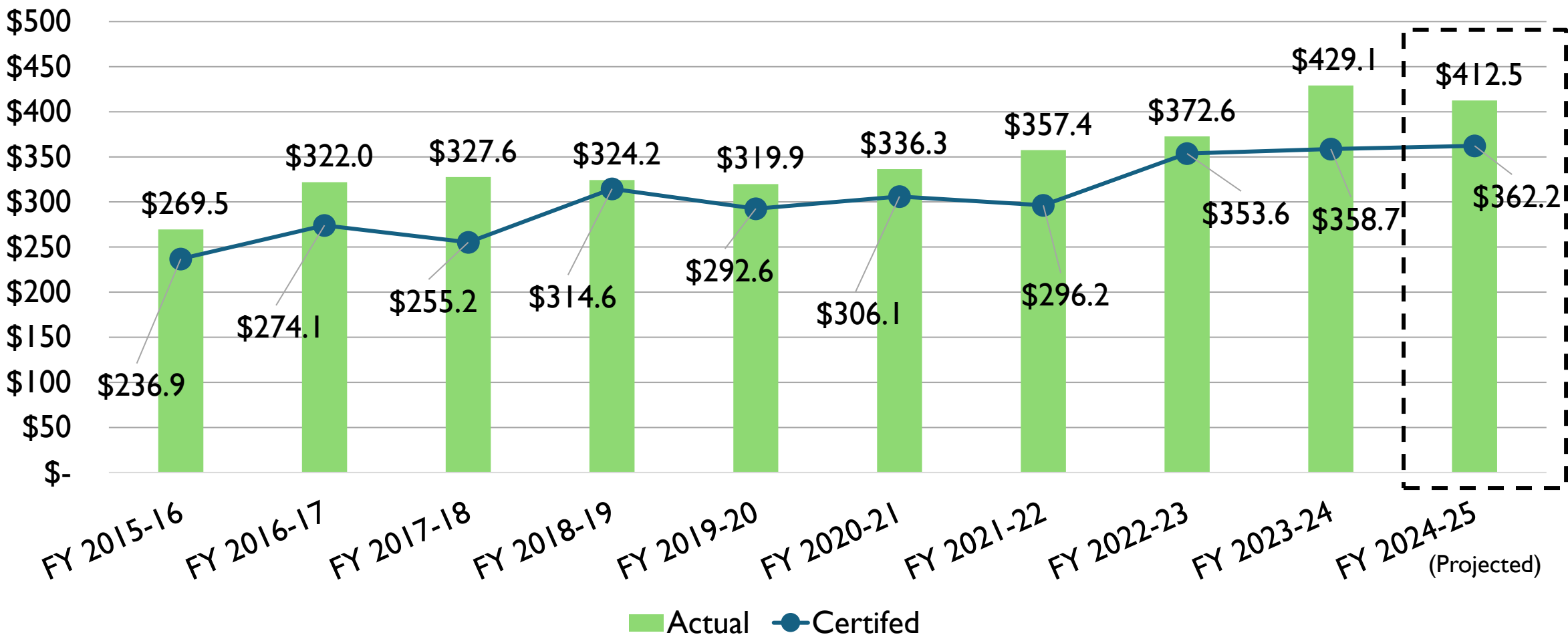
DAC: Health Services and an Aging Population



Source: DAC Research and Planning Automated System Query



DAC Health Services: Certified vs. Actual Expenditures



Source: North Carolina Accounting System (NCAS)



DAC Health Services: Vacancies



Statewide:
20.1%

NC DAC:
24%

Health
Services:
28%

Nurses:
37%

- Persistent high vacancy rates for nurses result in the use of contract/traveling nurses, which are more expensive on a per capita basis.
- Nurse positions make up 38% of all Health Services FTE.

Source: Beacon



DAC Health Services: Alcohol and Chem. Dependency Programming (ACDP)

- ACDP provides substance use disorder treatment, recovery and continuing care services in three ways
 - Community-based residential treatment programs for probationers and parolees
 - Prison-based Intermediate intensive outpatient treatment programs
 - Long-term prison-based intensive outpatient treatment programs
- Includes Drug Abuse & Alcoholism Rehabilitation Treatment (DART) Center for men and Black Mountain Treatment Center for women
- \$16m/year for all program expenditures

Source: DAC

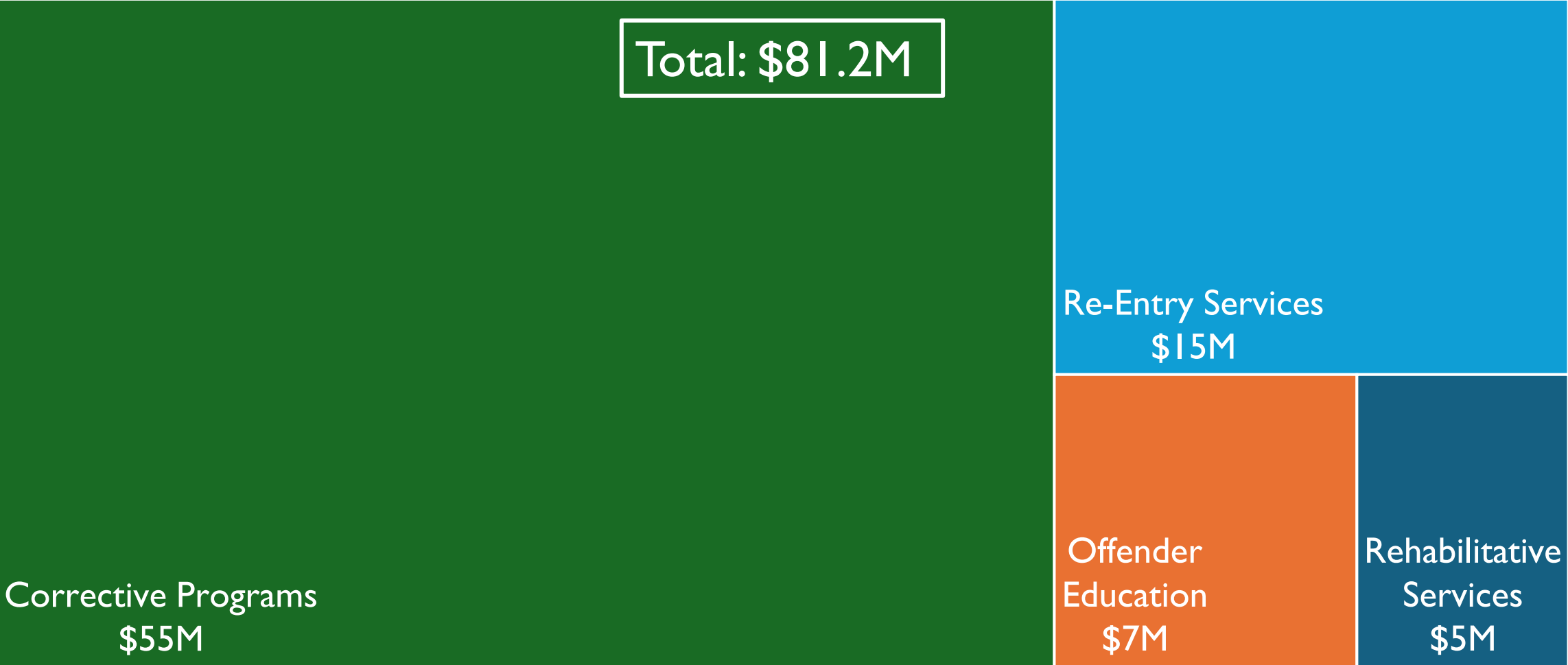


Dept. of Adult Correction Outline

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- Health Services
- **Rehabilitation and Reentry**



DAC Rehab & Reentry by Fund, NGF FY 2023-24



Source: BD701 June 2024

DAC Rehab & Reentry: Corrective Programs

- **Academic and Vocational**
Adult Basic Education
 - High School Equivalency
 - English as a Second Language
 - Continuing Education Classes
- **Family Oriented Programs**
 - Domestic Violence Education Program
 - Parenting
 - Family Visits
- **Religious Programs**
 - Yokefellow
 - Prison Fellowship
 - Bible Study
 - Pastoral Counseling
- **Personal Growth and Development**
 - Thinking for a Change
 - Commitment to Change
 - Problem Solving



DAC Rehab & Reentry: Offender Education Services

Mission: Provide educational opportunities ranging from basic reading, writing, and computation skills to advanced vocational skills, social development, and life skills

Three Program Assignments:

- Academic
- Vocational Skills
- Life skills

**Offender
Education**
\$6.84 M
67 FTE

Source FY 2023-24 DAC Annual Statistical Report



DAC Rehab & Reentry: Offender Education Programming

Program Assignments	Definitions	Part-Time	Full-Time
Academic Programs	These programs prepare incarcerated offenders: to read, write and compute; pass the GED test; and acquire survival skills.	375	837
Vocational Programs	Programs such as computer literacy, food service training, electrical engineering technology, masonry and job readiness through local community colleges. Programs help incarcerated offenders obtain work with Correction Enterprises or work release assignments.	870	976
Life Skills Programs	Provide parenting skills and Cognitive Behavioral Intervention (CBI) to “restructure” thought processes and learn “cognitive skills” for basic decision-making and problem-solving to change behavior and actions reducing criminal conduct.	2,233	571

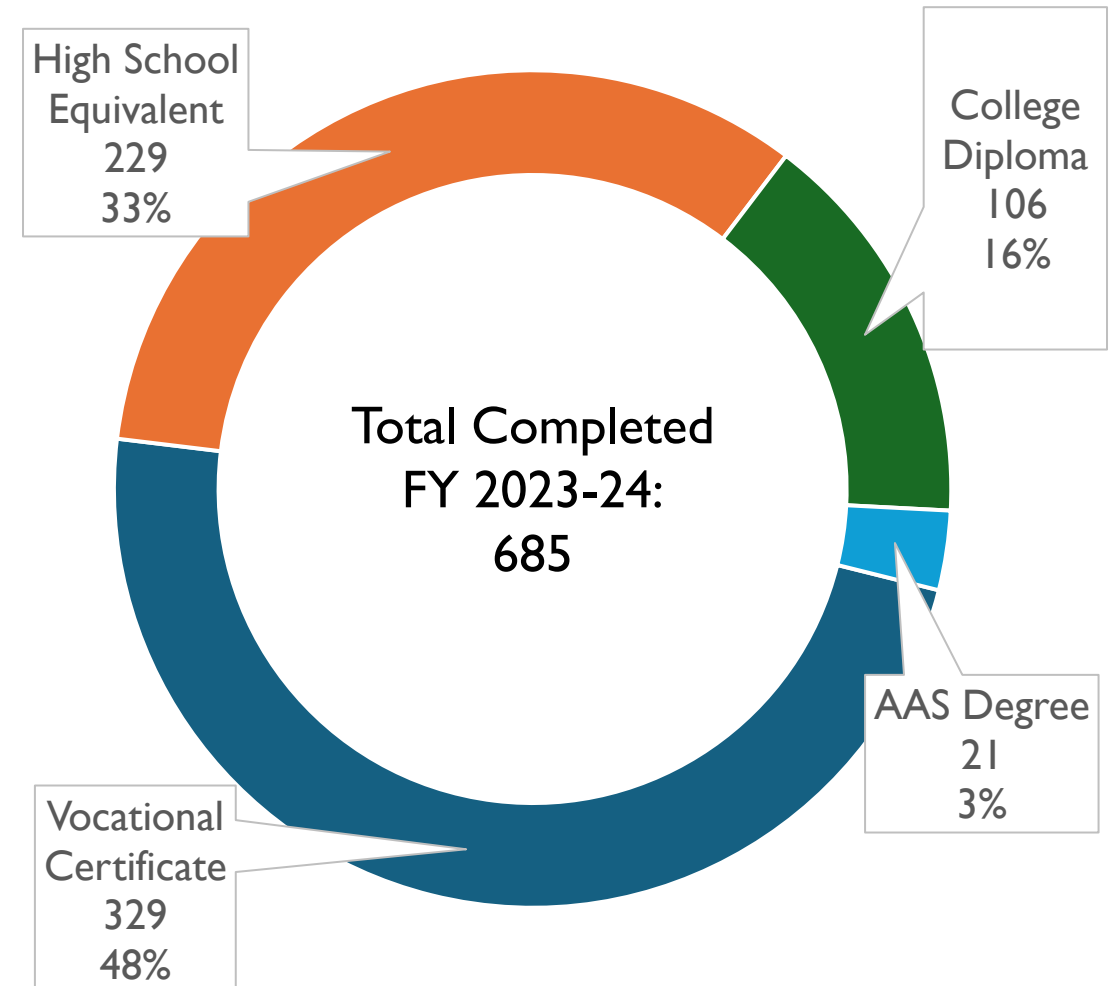
Source FY 2023-24 DAC Annual Statistical Report



DAC Rehab & Reentry: Offender Education Attainment

- DAC partners with the Community College System to provide:
 - **Academic and vocational programs:** Offenders can obtain high school diplomas or high school equivalency diplomas
 - **Post-secondary education** Offenders can obtain certification and Associate degrees

Source FY 2023-24 DAC Annual Statistical Report



DAC Rehab & Reentry: Treatment for Effective Community Supervision Programs (TECS)

- Treatment for Effective Community Supervision Program (TECS) was created under the Justice Reinvestment Act
- Series of contracts for community-based services focusing on evidence-based practices aimed at reducing recidivism
- 3 Core programs
 - Recidivism Reduction Services (RRS)
 - Transitional/Temporary Housing (TH)
 - Local Reentry Councils (LRC)



DAC Rehab & Reentry: TECS Programs

Recidivism Reduction Services

- Vendor-based social services
- Core services include:
 - Cognitive behavioral intervention
 - Booster sessions
 - Continuum of substance abuse service
- Largest TECS Program
- Performance-based contracts; \$3.8m/year in FY 22-23

Transitional/Temp. Housing

- Structured, positive and safe environment for an interim period
- Vendors provide social support and program services in addition to housing
- Average length of stay: 49 days
- ADP: 137
- \$2.3m/year in FY 22-23

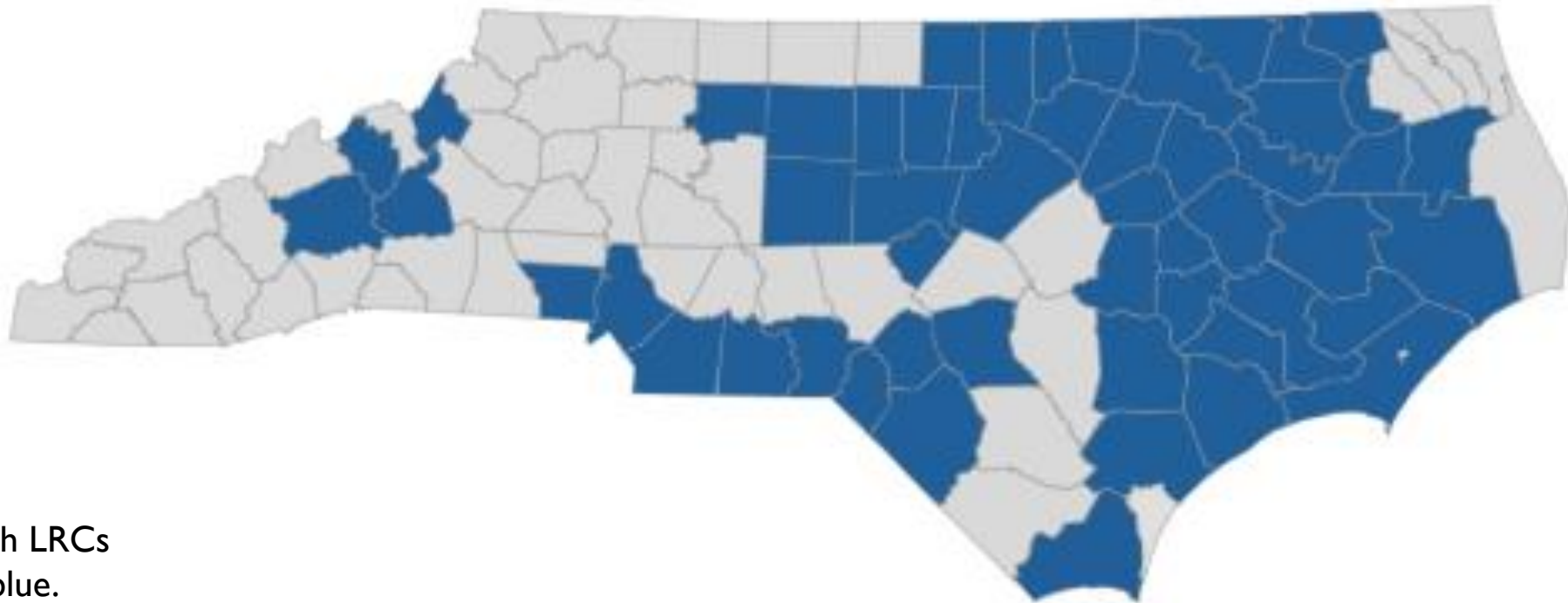
Local Re-Entry Councils

- Local groups coordinating resources to reduce barriers to reentry to the community
- Services provided may include:
 - Transportation
 - Education, and employment assistance
 - Substance abuse referrals
 - Basic needs
- \$1.15m/year in FY 22-23

Source: DAC TECS Annual Report



DAC: Local Reentry Council (LRC) Coverage



Counties with LRCs
displayed in blue.

Source: Data from DAC, map created by FRD



DAC: Recent Legislative Actions

- S.L. 2021-180 (select items)
 - Long-Term Care Facility at Central Prison: \$7.2m recurring
 - Inmate Medical Budget Deficiencies: \$50m recurring
 - Prison Pharmacy Operating Costs: \$3.4m recurring
 - 32 Additional Community Corrections Positions: \$2.4m recurring
- S.L. 2023-134
 - TASER program support: \$1.5m recurring
 - Campbell University Second Chance Initiative: \$1m recurring



DAC: Key Takeaways

Total GF Budget:

\$1.95 B

Total GF FTE:

18,524

Core Operations:

- Prisons
- Community Supervision
 - Health Services
- Rehabilitation & Reentry

1. DAC supervises more than 100 k offenders
2. DAC represents ~50% of the JPS budget and ~60% of the FTE
3. Operating prisons most costly and labor intensive, but community supervision supervises twice the number of offenders with fewer personnel and resources
4. Offender healthcare continues to drive costs upward
5. Vacancy rates remain above 30% for Correctional Officers



Questions

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