

# Presentation to Connecticut Legislature

## Site Visit Observations: Setting Common Performance System for Prison Overcrowding Act

Dr. Tony Fabelo  
*The JFA Institute for the CSG*

# Overview

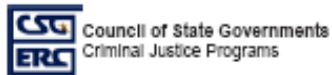
- **Council of State Governments (CSG) Technical Assistance (TA) to CT Regarding “Act Concerning Prison Overcrowding”**
- **Present TA Request to CSG and Findings of Site Visit**
- **Recommendations**

# CSG Reports Submitted to Legislature in 2004 and 2005

## Building Bridges: From Conviction to Employment A Proposal to Reinvest Corrections Savings in an Employment Initiative

Submitted to: Representative William Dyson  
Chair, Appropriations Committee  
Connecticut General Assembly

Herbert Welte Hall  
Central Connecticut State University  
New Britain, CT

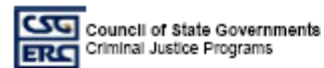


January 15, 2003

## Building Bridges: From Conviction to Employment A Proposal to Reinvest Corrections Savings in an Employment Initiative

ONE YEAR LATER

Submitted to: Representative William Dyson  
Chair, Appropriations Committee  
Connecticut General Assembly



February 18, 2004

# Reports Included Population and Trend Analyses

Town of Residence	N=19,216	%
Non-Connecticut	1,672	8.7%
Bridgeport	2,364	12.3%
East Hartford	346	1.8%
Hartford	2,729	14.2%
Meriden		
New Britain		
New Haven		
New London		
Norwalk		
Stamford		
Waterbury		
West Haven		
Other		

Offense	N	%
<b>VIOLENCE</b>	<b>4,952</b>	<b>16%</b>
Murder/Manslaughter		
Sex		
Assault		
Robbery		
<b>DRUGS</b>		
Drug Possession		
Drug Distribution		
<b>PROPERTY</b>		
Theft/Larceny		
Burglary/Other		
<b>OTHER OFFENSES</b>		
Weapons		
DWI & Related		
Probation Violation		
Other Non-Violent	9,580	29%
<b>TOTAL</b>	<b>31,776</b>	<b>100.0%</b>

Source: CT DOC produced data files

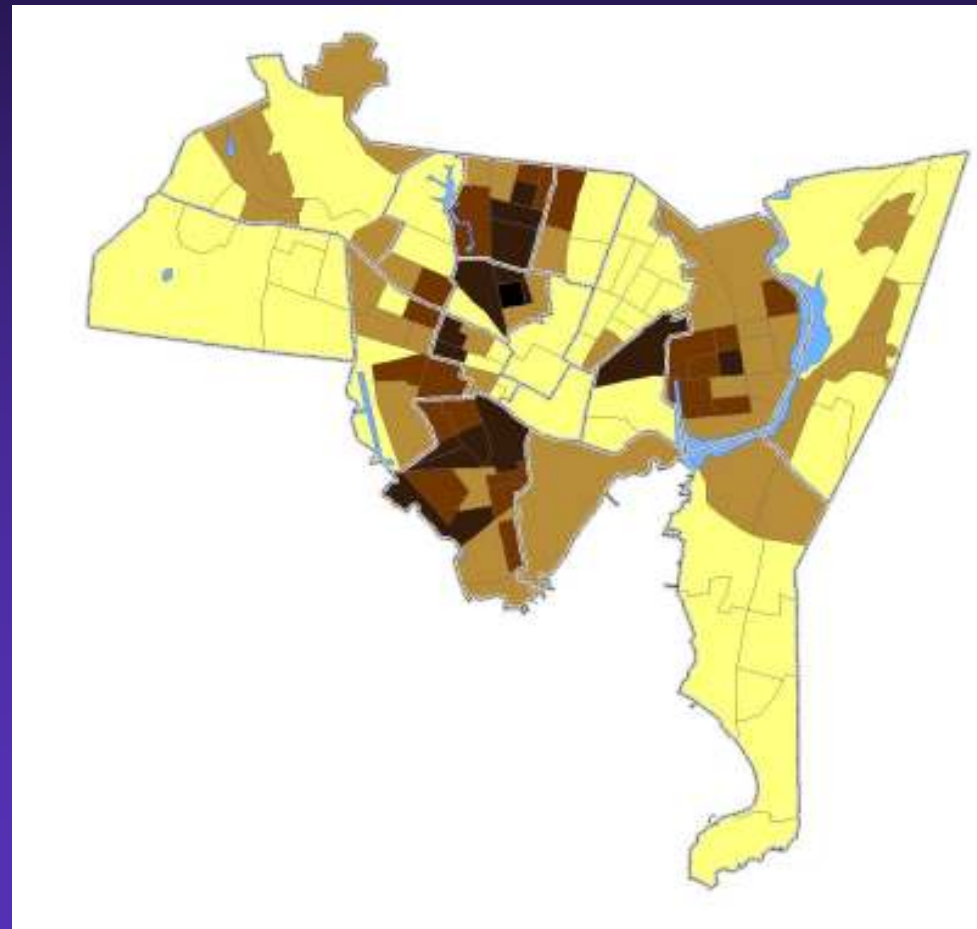
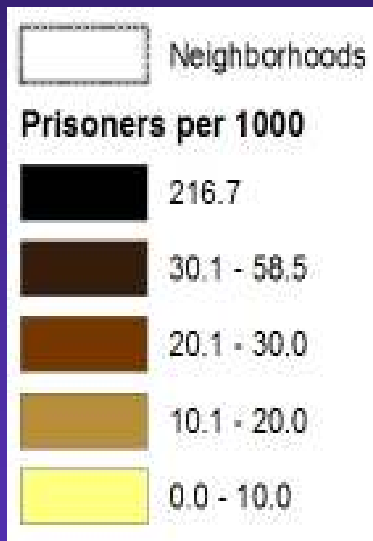
Admit Type	Legal Status				Total
	Sentenced > 2 year	Sentenced < 2 year	Un-sentenced	Federal	
New Admits	436	2,280	5,929	111	8,756
New Admits-Other	184	200	511		606
New Admits-Civil	25	60	1,040	80	1,205
Parole-Return	7	7	68	14	96
Parole Viol-Tech	529	42	60	69	700
Return Other	60	34	8	8	110
Return from Trans/Com	487	693	130	12	1,322
Readmission-Other	41	22	80	383	526
Readmission-Sentence	706	3,051	171	20	3,948
Readmission Continued	1,975	3,484	7,620	75	13,154
Return with New Charge	270	61	60	7	398
Readmission Parcom/Custom					
<b>Total</b>	<b>4,72</b>				

Release Type	Legal Status				Total
	Sentenced > 2 year	Sentenced < 2 year	Un-sentenced	Federal	
Discharge to Court	319	845	6,195	109	7,468
Discharge to Feds	1	1	9	381	392
Discharge to Immigration	3	3	11	824	841
Fine Paid	2	26	136		164
Time Served	1,677	5,488	766	14	7,945
Escape	92	59	4	1	156
Death	34	11	12		57
Parole to Feds	16			1	17
Other Release	906	857	990	45	2,798
Release to Community	1,102	428		3	1,533
Release to Parcom	51	1	8		60
Release to Re-entry Furlough	69	29	3	1	102
Released to Supervised Parole	1,110	33	22	158	1,323
Transfer to Trans Supv	306	604	26	1	937
Un-sentenced Discharge on Bond	395	495	5,689	14	6,593
<b>Total</b>	<b>6,083</b>	<b>8,880</b>	<b>13,871</b>	<b>1,552</b>	<b>30,386</b>

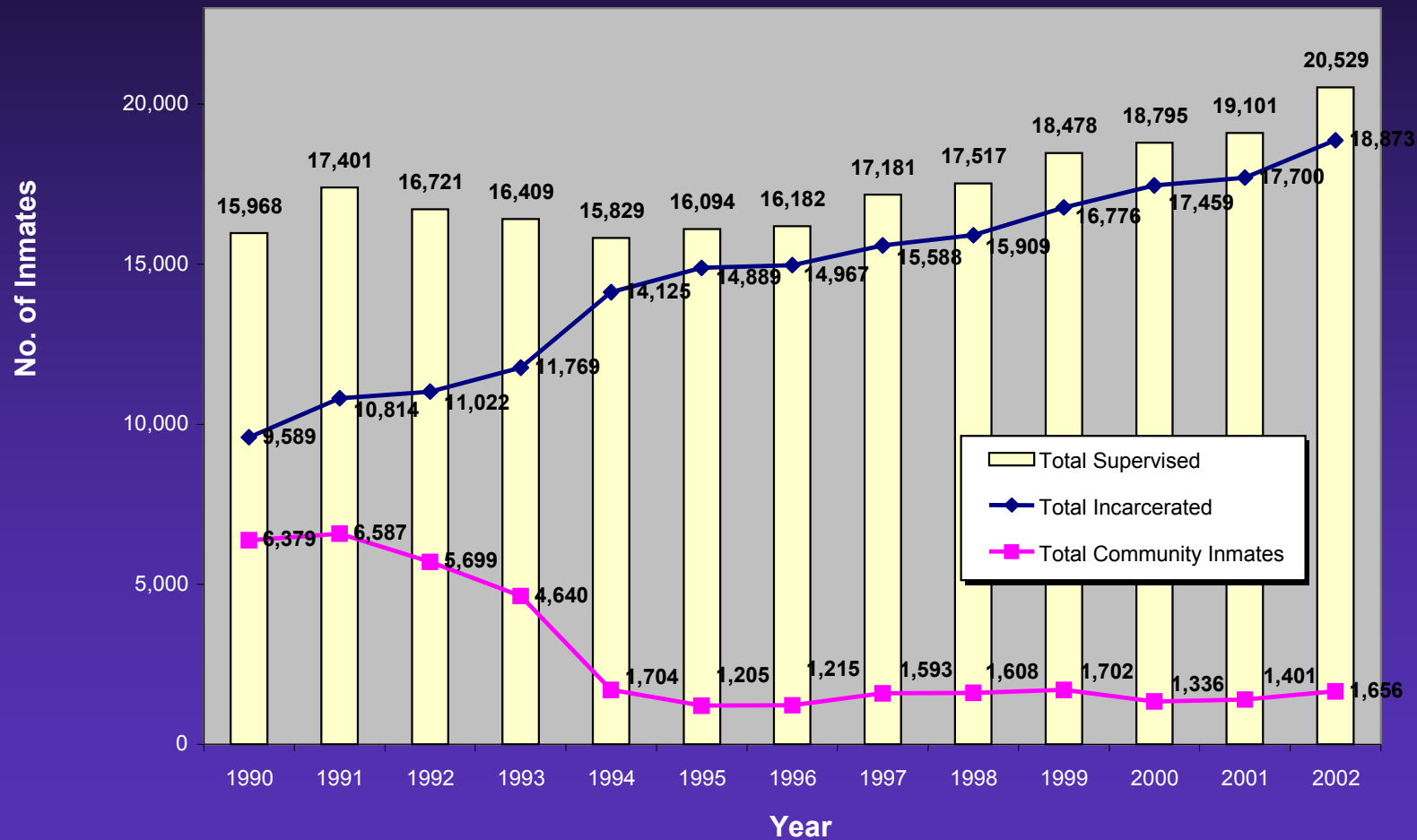
Source: CT DOC produced data files

# Neighborhood Analyses

**Persons Sentenced and Admitted to Prison:  
New Haven Neighborhoods, 2002**



# Options to Manage a Growing Inmate Population Were Presented



# You Adopted Policies to Reduce Overcrowding

**Act Concerning  
Prison  
Overcrowding  
May 1, 2004**

**Policies to streamline release processes,  
increase releases and improve parole  
supervision**

**Policies to reduce technical parole and  
probation revocations**

**Directive for Department of Corrections, Mental  
Health and Addition Services and Social  
Services and the Labor Department, the Board  
of Parole and the Judicial Branch to collaborate  
in developing and implementing “a  
comprehensive reentry strategy”**

# You Appropriated Funds to Implement Policies

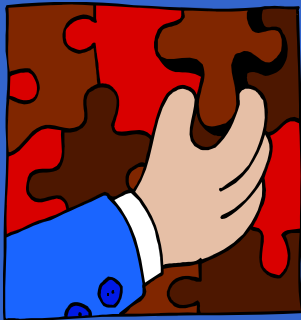
<b>Judicial Department</b>	
Probation Transition for Split Sentence Offenders	\$1,507,500
Intensive Probation Supervision of Technical Violators	\$1,470,000
Probation Caseload Reduction (Phase I of II)	\$1,200,000
Pretrial Alternative incarceration Beds	\$2,375,000
<b>New Haven &amp; Hartford Building Bridges Pilot</b>	<b>\$1,000,000</b>
Hartford Resettlement Program	\$100,000
Drug Treatment Beds (transfer to DMHAS)	\$500,000
<b>Total</b>	<b>\$8,152,500</b>
<b>Department of Corrections</b>	
Halfway House Bed Expansion	\$4,398,750
Community Service Officer Supervision	\$382,500
Job Developer position	\$50,000
<b>Total</b>	<b>4,831,250</b>



# Overview

- **Council of State Governments (CSG) Technical Assistance (TA) to CT Regarding “Act Concerning Prison Overcrowding”**
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# Present TA Request to CSG



To determine whether the agencies can work together to cohesively inform the legislature about progress and outcomes

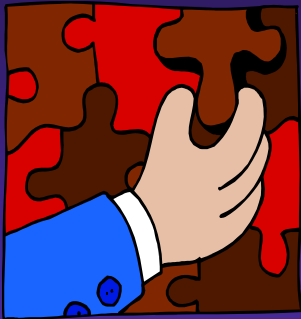
Site visits with agencies during first week of January

# Implementation Issues

- ➔ **Improve internal DOC parole and release procedures to increase releases and reduce revocations +merger of Parole Field Division with DOC Community Enforcement**
- ➔ **Reduce probation caseloads, promote a culture of accountability promoting rehabilitation and reduce the number of technical probation revocations to prison**
- ➔ **DOC, CSSD and DMHAS to work together to expand community diversion/treatment capacity to improve re-entry**
- ➔ **DOC, CSSD and DMHAS to work together in “Building Bridges” project to enhance community capacity in two high risk locations**

# TA Question and Answers

**Can the agencies work together to cohesively inform the legislature on progress and outcomes?**



- ✓ The agencies have interagency committees and leadership but a better structure to track outcomes across the agencies is needed
- ✓ Performance measures can be reported by individual agencies but not in a cohesive inter-agency manner and with common definitions

# Limitations in Present Tracking

**Sec. 25: Legislative Program Review and Investigations Committee and the Office of Fiscal Analysis shall review the implementation of this act and measure the effects.....report no later than January 1, 2006 and January 1, 2008 its findings**



**One time studies useful but agency structures supporting accountability for tracking and measuring outcomes are not developed out of the studies**

# Limitation in Present Tracking (cont.)

**Sec. 29 (b): The success of the reentry strategy shall be measured by: (1) The rates of recidivism and community revictimization.....**



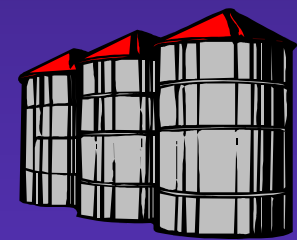
**An entity has to be assigned to develop these measures**



**Agreement among agencies on definitions, methodology and data collection is necessary**



**A format to report the information to the legislature in a cohesive and timely manner needs to be developed**



# Overview

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# Recommendations

- **Develop strategies related to the Act by which the legislature can measure progress and outcomes**
- **Determine how funding corresponds to each strategy**
- **Establish a process to submit yearly this information in a clear and consistent format**
- **Set process through an existing agency or entity or create a new agency to oversee the process and expand its reach**



# Reporting Framework Needed

Agencies should adopt same reporting framework, agree on common definitions for measures and develop interagency reporting mechanisms



# Example of Reporting System

<b>Goal</b>	To reduce by at least twenty per cent the number of incarcerations resulting from technical violations of conditions of probation
<b>Agency</b>	Judicial Branch Court Support Services Division
<b>Strategy</b>	Technical Violation Unit (TVU)
<b>Funding</b>	\$1,470,000 (FY 05)
<b>Target</b>	675 annual referrals for at risk probationers; 33% reduction in incarceration of the targeted population of technical violators (Identified in appropriations bill)

# Example

## Measures

### Outputs

Number of probation violators referred to TVU

### Efficiency

Average time served in TVU; average cost per offender participating

### Agency Outcome

Percent of offender failing to complete the program due to revocation to prison

### Systemic Outcomes

Recidivism rate of offenders participating in TVU

Definition of measure, methodology to calculate measure, data sources and limitations of measurement to be specified

# Process Facilitates Implementation

- **Agreement on inter-agency goals, target populations and measures**
  - ✓ Robert Wood Johnson Foundation Project with DMHAS
- **Agreement on the use of data from one agency or the merging of data from various agencies**
  - ✓ Merging various databases can strengthen measurements and assist administrators
- **Agreement on how to maximize research resources**
  - ✓ Limited research staff in each agency requires strategic utilization
    - Ex. CCSU work can benefit many agencies

# Specific Recommendations

- ➡ **DOC, CSSD and DMHAS should develop a common performance reporting system related to the implementation of the act**
- ➡ **The system shall clearly define agency and inter-agency program strategies implemented to achieve the goals of the act, define agency or agencies responsible for implementing each strategy, identify funding and performance measures related to each strategy, including their definitions and measuring methodology**
- ➡ **In setting performance measures for re-entry strategies the agencies may consider the measures specified in Sec. 20 (b) but are not bound exclusively by these measures**

# Implementation



**An agency or entity needs to take the lead in developing the framework and managing the process**

- 1** Give responsibility to individual agencies
- 2** Give responsibility to Prison and Jail Overcrowding Commission (PJOC) or Office of Policy and Management (OPM) or a combination of responsibilities
- 3** Give responsibility to an entity created for this purpose

# Specific Recommendation (cont.)



The [ **agency/entity** ] will be responsible for the development of the common performance reporting system

The [ **agency/entity** ] shall adopt the common performance reporting system no later than January 31, 2006 [ **other date?** ] and issue its first performance report no later than date [ **other date?** ]

Thereafter, the [ **agency/entity** ] shall issue yearly performance reports no later than January 31 of each year [ **other date?** ]

\* The [ **agency/entity** ] shall include in the developmental process representatives from the Office of Policy and Management ( **and/or Office of Fiscal Analysis** )

# Example if New Entity is Desired



A **Criminal Justice Coordinating Council [ example of new entity]** is created composed of **[determine membership]**. The **CJCC** shall:

**Develop a strategic plan identifying policies and resources needed to effectively manage correctional institutional and program capacity in the probation, prison and parole systems to achieve the goals of reducing costs and recidivism and improve public safety**

**Develop the official correctional population needed for planning purposes**

**Develop a common performance reporting system.....  
[ as in prior page]**



# Three Points to Remember

- **Act Sets Policies to Reduce Prison Population and Increase Public Safety**
- **A Clear Strategy is Needed for Agencies to Track Progress in Achieving Outcomes**
- **Next Step is to Establish Performance System Common to Participating Agencies**

# Thank You