

# **Presentation to Connecticut Legislature**

## **Review of Progress Related to Justice Reinvestment Strategy & Implementation of Prison Overcrowding Act**

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# Overview

- **Review Framework of Policies**
- **Technical Assistance Team Perspective on Implementation**
- **Recommendations**

# Policies to Reduce Overcrowding

**Act Concerning  
Prison  
Overcrowding**

**Public Act 04-234**

**May 1, 2004**



**Policies to increase parole, improve supervision  
and reduce violations**



**Directive for developing and implementing “a  
comprehensive reentry strategy”**

**Public Act 05-249, July  
2005**

**Create Undersecretary,  
Division of Criminal  
Justice Policy Planning  
in the Office of Policy  
and Management**



**General mandate to “promote a more effective  
and cohesive state criminal justice system”  
(Section 1, b)**



**Develop outcome tracking mechanism,  
projections and monitoring reports**

# Justice Reinvestment Framework

- **Legislation to generate cost savings**
  - ✓ Prison population and cost can be significantly reduced without jeopardizing public safety
- **Savings to be “reinvested”**
  - ✓ Savings should be reinvested in targeted communities where most incarceration costs originate
- **Investments to increase community capacity to reduce recidivism**
  - ✓ Investment should reduce recidivism/crime in targeted communities and reduce prison costs

# Prison Population Down by 4% Since 2003

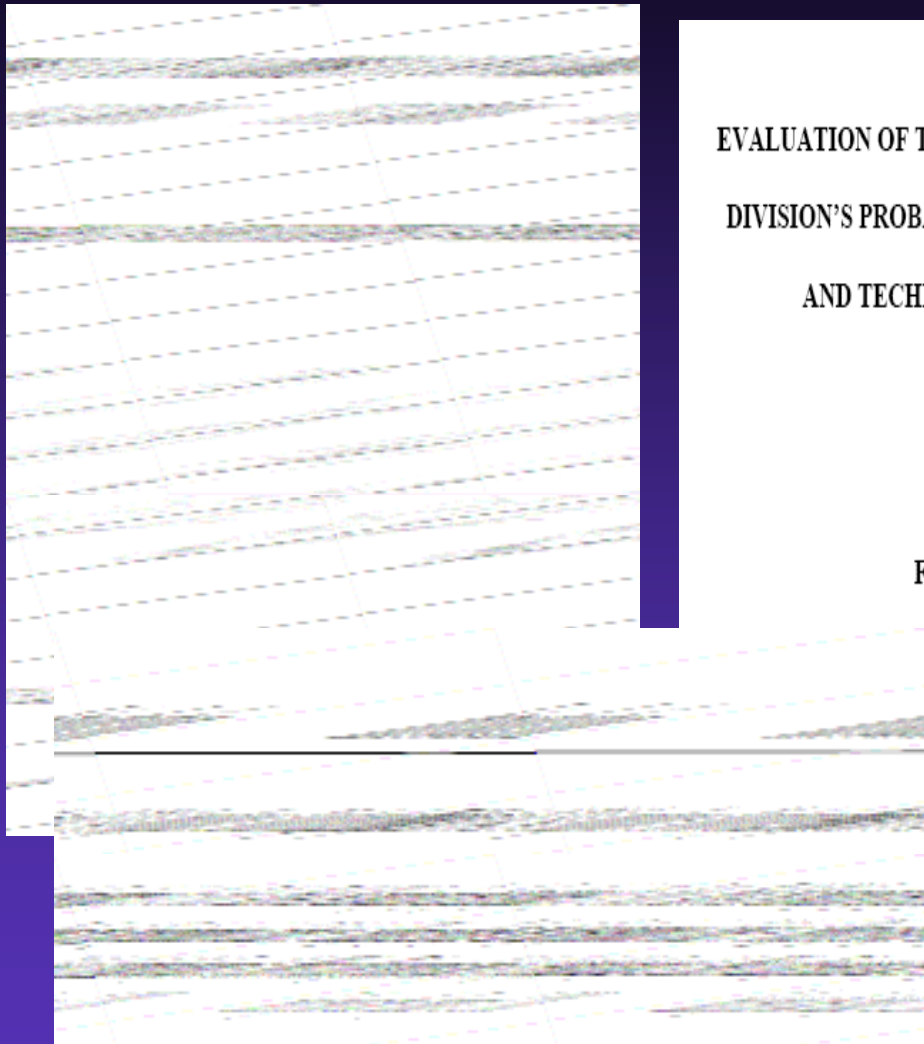
Connecticut went from having the fastest increasing prison population in the country to seeing one of the steepest declines



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# Reviewed CT Reports/Talked to Officials



EVALUATION OF THE COURT SUPPORT SERVICES  
DIVISION'S PROBATION TRANSITION PROGRAM  
AND TECHNICAL VIOLATION UNIT

FINAL REPORT

Connecticut Department of  
Correction



Parole and Community Services  
Transition Report &  
Action Plan

February 17, 2004

# TA Team Perspective - Successes

**Streamlining of  
Parole Hearing  
Processes**

**Implementation of  
Probation Policies**

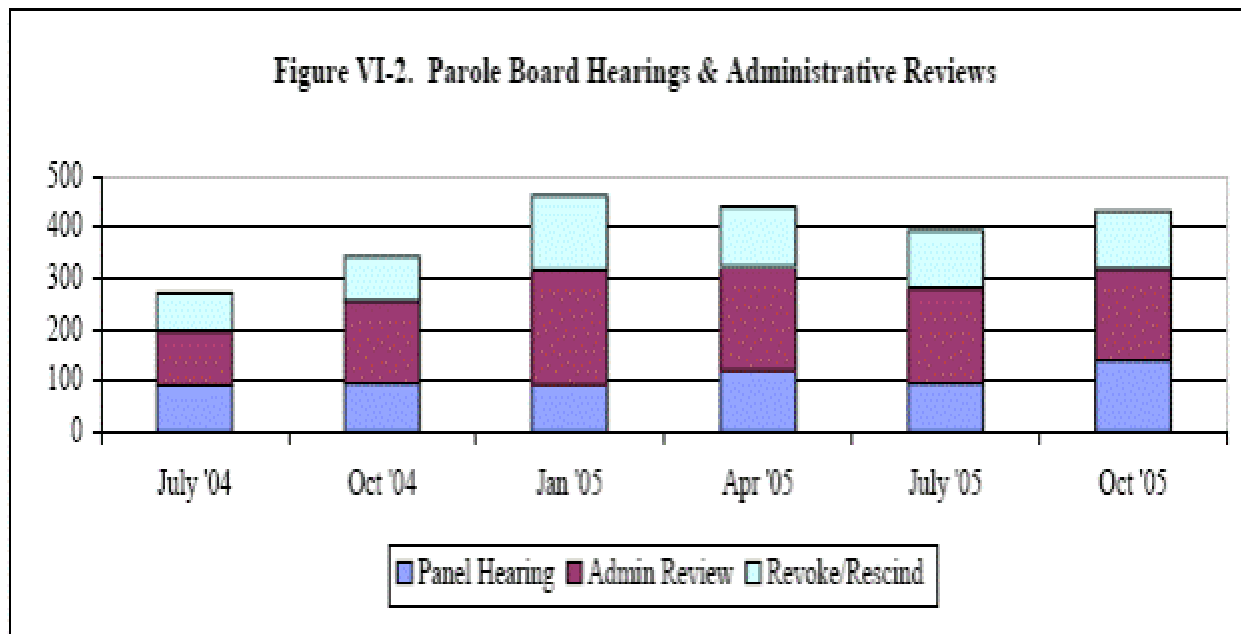
**Setting of Clear  
Outcome  
Expectations to Drive  
Implementation**



# Successes: Parole Reviews Up

**Parole reviews increased significantly. Since October 2004 the Board has consistently conducted over 200 administrative reviews each month**

Figure VI-2. Parole Board Hearings & Administrative Reviews

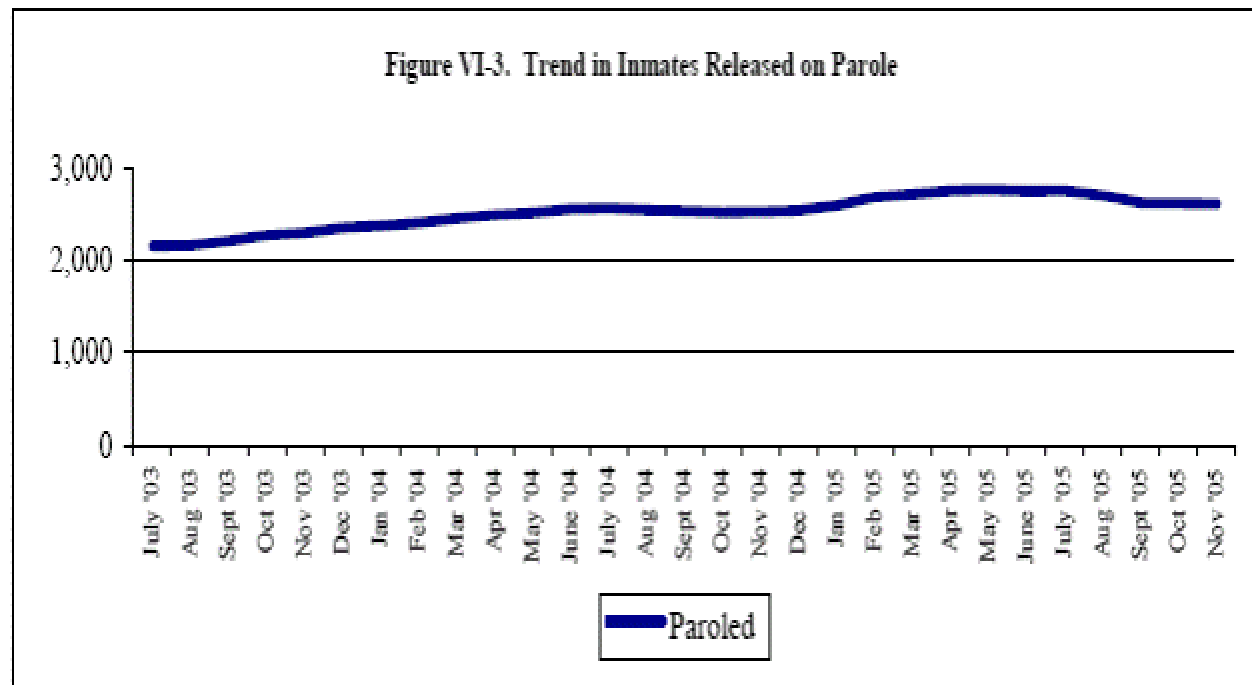


**1,335 parole reassessment hearings  
1,133 or 85% granted parole**

LPRIC, p. 66

# Successes: Parole Releases Up

Parole releases increased by 20% between July 2003 and November 2005 mainly due to reassessment process



LPRIC, p. 68

# Successes: Parole Grant Rates Steady

**Parole grant rates have stayed above 80% after initial peak caused by parole reassessments**

Table VI-2. Parole Grant Rate						
	<i>July 04</i>	<i>Oct 04</i>	<i>Jan 05</i>	<i>Apr 05</i>	<i>July 05</i>	<i>Oct 05</i>
<b>Parole Panel Hearing</b>						
GRANT	81 (88%)	90 (95%)	82 (88%)	104 (86%)	83 (87%)	117 (83%)
DENY	11 (22%)	5 (5%)	11 (22%)	17 (14%)	12 (13%)	24 (17%)
<b>Administrative Review</b>						
GRANT	95 (90%)	151 (95%)	190 (84%)	174 (85%)	153 (81%)	141 (78%)
DENY	11 (10%)	12 (5%)	35 (16%)	30 (15%)	35 (19%)	39 (22%)
NOTE: Grant and deny rates for 75 percent parole reassessment are included in the rates for the panel hearing and administrative reviews.						
Source of data: Board of Pardons and Paroles						

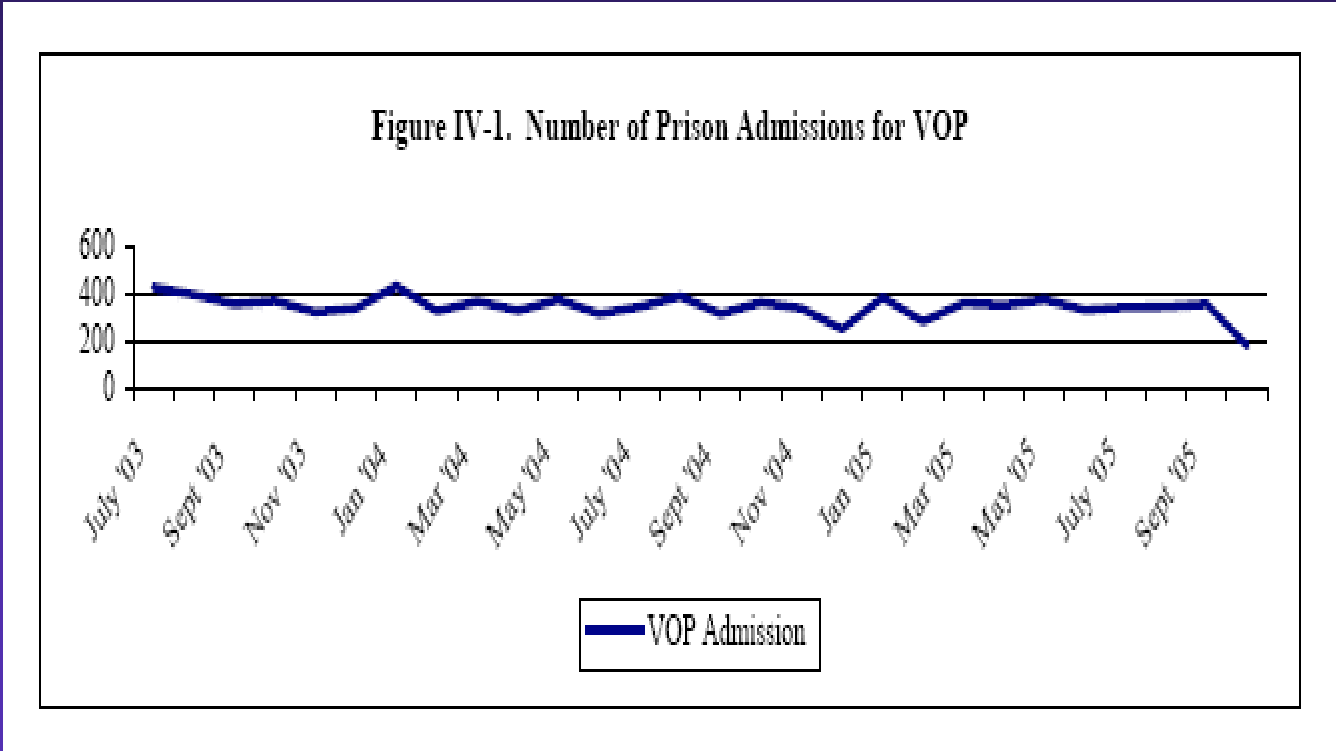
LPRIC, p. 68

# Successes: Reduction in Probation Caseloads

- **CSSD achieved reduction in probation caseloads**
  - ✓ From 160 cases to about 125 cases after the hiring of 96 probation officers
- **CSSD established Probation Transition Program (PTP) for “split” sentence offenders**
  - ✓ 2,432 offenders screened between Oct. 04 and July 05 with 466 placed under PTP
- **CSSD created Technical Violation Units (TVU)**
  - ✓ 420 probationers referred to TVU between October 2004 and July 2005
- **CSSD created a Center for Research, Program Analysis and Quality Improvement**

# Successes: Probation Violations

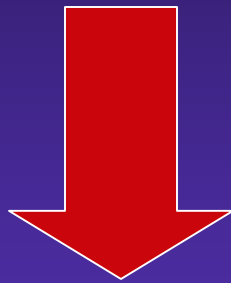
Violation of probation admissions to prison declining in recent months and preliminary data from CCSU seems to indicate positive results for initial PTP and TVU placements



LPRIC, p. 55

# TA Team Perspective - Challenges

**Organizational Stress**



**Negatively Impacted**

**Perception of Problems with  
Transition of Parole Supervision to  
DOC**

**Transition Occurring as Prison  
Releases Increased Dramatically**

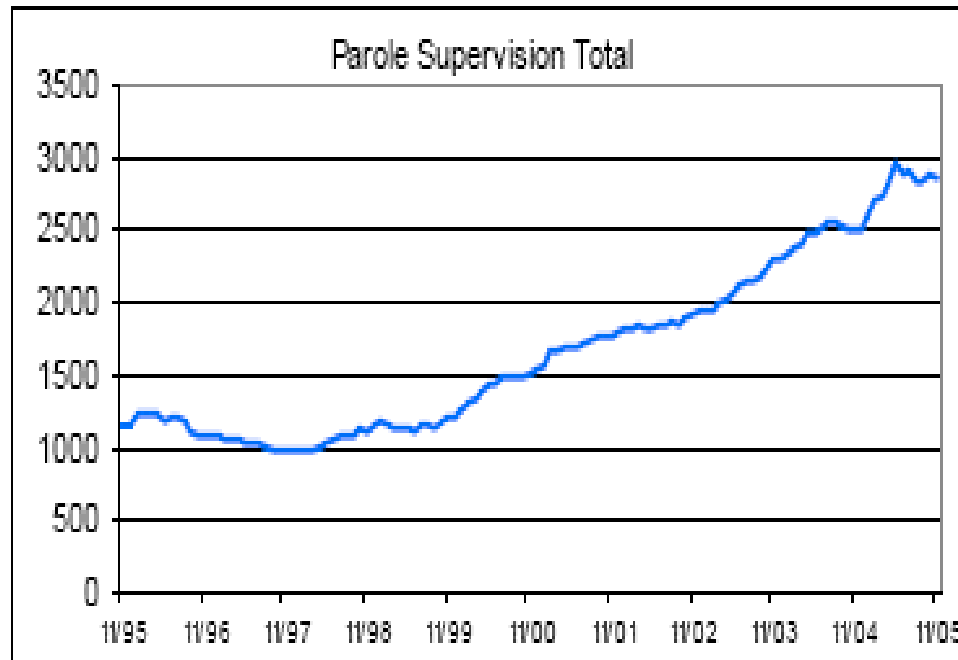
**Parole Violation Reduction Strategy**

**Implementation of Re-Entry  
Strategies**

**Potential for Justice Reinvestment**

# Challenge: Increase Confidence

Critical to agree on how to strengthen parole supervision, improve re-entry and move towards “reinvestment” goals



## Board of Pardons and Paroles

The total number of supervised parolees was 2,857 on November 1, 2005. This is an increase of 12 percent from November 1, 2004. The high number of overall supervised parolees during that 12-month time period was 2,959 in May of 2005.

PJOC, p. 5

# Challenge: Perception About Transition Problems Caused by Difficulty of a Merger

- **DOC Transition Plan of February 2004 identified the challenges:**
  - ✓ Consolidate Parole and Community Enforcement Unit in one model
  - ✓ Address operational logistics like merging of local offices
  - ✓ Determine personnel issues, including pay, performance standards, and safety
  - ✓ Develop cohesive policies to meet legal standards
  - ✓ Address budgetary constraints
- **Transition problems emerged in spite of planning:**
  - ✓ Procurement of body armor
  - ✓ Labor issues related to safety and armor issue
  - ✓ Initial underutilization of halfway houses
  - ✓ Clash of agency “cultures”



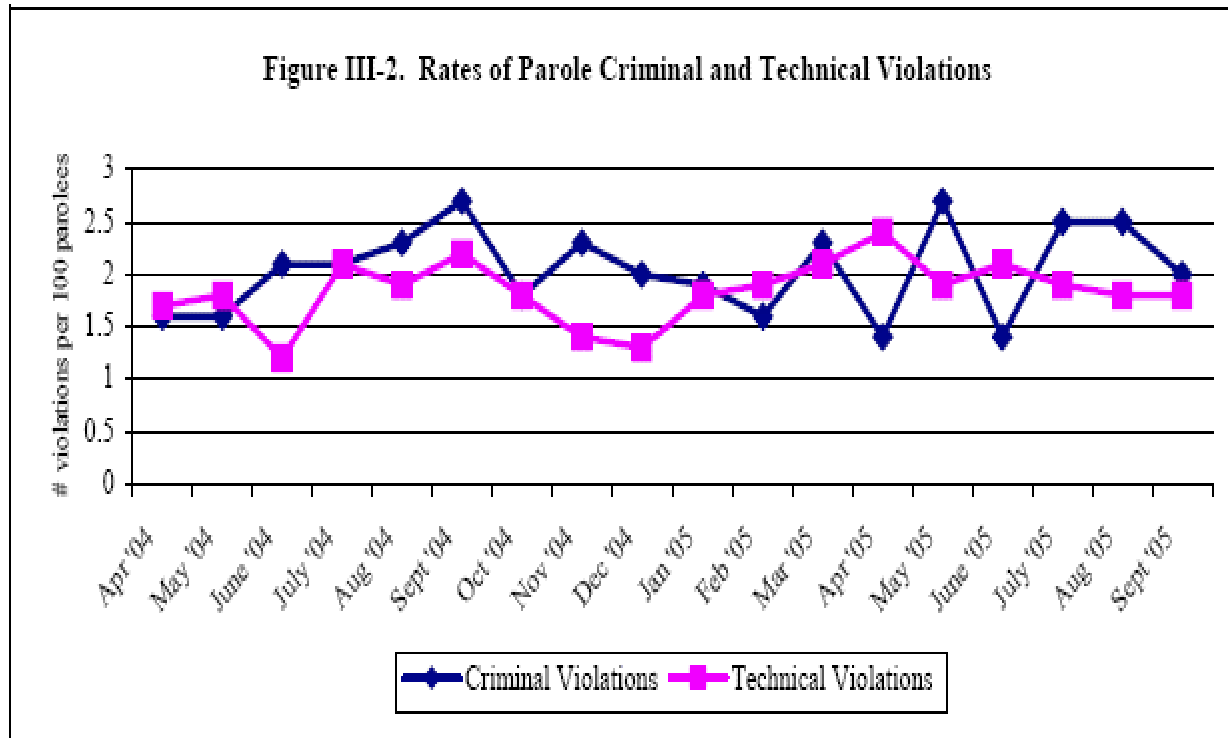
# Challenge: Transition Still Developing

- **DOC has hired 53 parole officers**
  - ✓ “....more than doubling the complement that existed at the time of the merger” (DOC Re-entry Model)
- **Consolidated supervision model and related policies in process**
  - ✓ Offender accountability plans
  - ✓ Additional violation sanction options/halfway “back” facilities
  - ✓ Parole and community supervision policies and procedures
  - ✓ Management information issues under review

# Challenge: Parole Violations

**Criminal and technical violations have not decreased and parole violators confined doubled (465 in 05 vs. 294 in 03)**

Figure III-2. Rates of Parole Criminal and Technical Violations



**Not clear how profile of releases impacted violations**

**No plan implemented to reduce violations**

## **Challenge: Re-Entry and Building Bridges projects**

- **Planning and implementation of re-entry strategy dependent on success of parole supervision system and needs more cohesive planning**
  - ✓ **DOC states as progress:**
    - **Partnership with DMHAS in funding case management**
    - **PJOC report as a blueprint of inter-agency work and cooperation**
    - **Local site implementation**
- **No clear plan linking re-entry strategies with Building Bridges projects**
  - ✓ **Hartford and New Heaven Building Bridges projects still developing**

## **Challenge: Lack of Consistent Data Reporting and Analysis Still a Major Issue**

- **Lack of key data elements to monitor progress**
  - ✓ **Lack of key “movement” data elements like:**
    - Time served in prison
    - Date of first early release eligibility
    - Time-served after release approval
  - ✓ **Lack of routine tracking of:**
    - Admissions for parole violations
    - Admission for probation violations
    - Type of violations
    - Recidivism rate
    - Lack of uniform definitions and tracking of other outcome measures

# Overview

- **Review Framework of Policies**
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# Recommendations: Big Picture

- **Opportunities to:**
  - ✓ Better manage the growth in the prison population
  - ✓ Increase public safety by improving community supervision on parole and probation
  - ✓ Obtain better outcome data to monitor progress and demand accountability

# Recommendations - Supervision

- **Direct the DOC to work with BPP to:**
  - ✓ **Agree on risk based supervision model**
    - Use risk assessment initiative by the BPP to develop cohesive release and supervision model based on risk
    - Test and implement model
  - ✓ **Develop as part of model a plan to reduce/manage violations**
    - Include Intermediate Sanctions Facility and replicate appropriate elements of the TVU by CSSD
    - Funding is needed but has not been granted
  - ✓ **Develop strategy for better utilization of:**
    - Pre-parole releases
    - Speeding up releases of those approved for parole

## Recommendations (cont.)

- **Direct CJPP, DOC/BPP, CSSD, and DMHAS to establish milestones related to the successful implementation of the supervision/re-entry strategies in process or to be adopted**
  - ✓ **Direct the above agencies to agree on milestone/outcome measures and report quarterly on progress in achieving the milestones**



# Recommendations - Probation

- **Direct CSSD to develop budget options for sustaining or expanding present successes**
- **Scenarios that address the cost of different levels of:**
  - ✓ **Caseloads**
  - ✓ **Services directed at high risk offenders, particularly youth and females**
  - ✓ **Expansion of PTP and TVU programs**

# Recommendations – Outcomes Measures

- **Prioritize the Criminal Justice Policy and Planning (CJPP) Division mandates for the first year:**
  - ✓ Development of projections
  - ✓ Identify key data elements needed to track trends and progress and routinely collect the information
  - ✓ Develop a recidivism tracking methodology
  - ✓ Develop Justice Reinvestment model:
    - Calculate estimated incarceration cost savings for every probation and parole violation not revoked to prison
    - Savings for each offender released according to parole eligibility date
    - Set an annual dollar “line item” of estimated savings for the legislature to consider in their deliberations of justice funding reallocations during the next legislative session

## Recommendations – Justice Reinvestment

- **Direct evaluators of the Building Bridges sites in Hartford and New Heaven, working with DOC, DMHAS, to explore present experience in relation to:**
  - **Original goals to increase capacity of high risk neighborhoods**
  - **DOC goals for re-entry and parole supervision strategies**
- **Recommend adjustment to the initiative to fit bigger goals of Justice Reinvestment**

# Bottom Line

## Maintain Successes

Maintain or reduce probation caseloads and examine support for present strategy

Maintain or increase parole grant rates

## Address Challenges

Adopt risk based parole release and supervision model as operating framework

Implement a parole revocation reduction strategy

Adopt benchmarks for Re-entry/Justice Reinvestment

Prison population could be further reduced, major target continues to be parole and probation violator group and reinvestment needs to happen to continue making progress

# Thank You