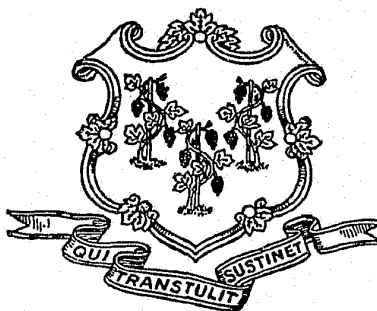


# PRISON AND JAIL OVERCROWDING

A REPORT TO THE GOVERNOR AND LEGISLATURE

149151

STATE OF CONNECTICUT



LOWELL P. WEICKER JR., GOVERNOR

**THE PRISON AND JAIL OVERCROWDING COMMISSION**

FEBRUARY 1993

149151

**U.S. Department of Justice  
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## AN INTRODUCTION BY THE CHAIRMAN

Since its inception, the Prison and Jail Overcrowding Commission (PJOC) has struggled year in and year out with explosive growth in the number of persons needing incarceration. During the 1980s, the number of persons arrested for all criminal offenses in Connecticut grew by 100,000, an 86 percent increase. The number of persons under the supervision of the Department of Correction (DOC) grew by 184 percent. In an effort to cope with these soaring numbers, the Prison and Jail Overcrowding Commission advised in its reports from 1986 through 1990 a rapid and substantial expansion of prison capacity and the concurrent development of an array of alternatives to incarceration for less serious offenders.

The explosive growth in offenders had ramifications far beyond the need for more prison beds. The resulting overcrowding undermined the very integrity of the criminal justice system. Inmates were released early because of a lack of beds, rehabilitation and training programs suffered because of a lack of space, and offenders who violated alternative programs went unpunished. In 1990, with prison construction and the development of alternative programs well underway, the PJOC turned its attention to these equally critical issues. In order to restore credibility to Connecticut's criminal justice system, the PJOC recommended a three-year plan to increase the minimum percentage of a sentence which must be served in prison, phase-out the controversial Supervised Home Release (SHR) program, and restore the Board of Parole as the release authority for all offenders sentenced to incarceration for longer than one year.

This year there is a reason for optimism. We may have finally turned an important corner. For the second year in a row, the number of persons under the supervision of DOC has fallen. A 5 percent decline between 1992 and 1993 has followed a 3 percent decline in the previous year. We are also winning the battle to restore integrity to the criminal justice system. Tough minimum time served standards are being met. Offenders today are serving an average of more than 33 percent of their sentence behind bars before release to community supervision programs, compared to 14 percent just two years ago. Moreover, the number of persons on the controversial SHR program has decreased 26 percent during the past year. Effective July 1, 1993, there will be no more releases by DOC to SHR.

But a strong dose of caution is also in order. We cannot move too far too fast. The state continues to face serious economic and fiscal difficulties. Progress toward easing prison overcrowding and restoring the system's credibility must be tempered with fiscal restraint. We do not have a blank check to pay for solutions.

As we have in years past, the PJOC recognizes the need for balance. Our recommendations move us forward but in a measured, cost-effective way. For example, we recommend the opening of new correctional facilities upon completion and the closing of older facilities to help pay for them. We reaffirm support for the elimination of Supervised Home Release but recommend adjusting parole eligibility in order to insure that the number of incarcerated offenders remains manageable.

Connecticut has made steady progress toward easing overcrowding and restoring a credible system of justice. That progress will continue if the PJOC recommendations for 1993 are adopted.

The first two recommendations expand alternatives and open new facilities. These recommendations continue our commitment to a balanced strategy of sufficient alternatives and prison facilities, thereby promoting a credible system of justice and punishment in Connecticut.

Recommendation three supports the double-celling of new correctional institutions as needed. This will improve cost-effectiveness of facility operations in a very austere budget environment and provide sufficient population control and management options to DOC as older facilities are taken off line.

Recommendation four authorizes the Board of Parole to consider for release prisoners who have served 50 percent of their sentence less "good time." This is a credible way of assuring meaningful time served standards while recognizing that fiscal realities make longer minimum time served requirements impractical at this time. Setting parole eligibility at 50 percent minus "good time" (approximately 33 percent) still results in far longer minimum incarceration than the 14 percent time served average that existed two years ago. Release decisions will still be made independently by the Board and be based on an inmates offense and behavior in prison.

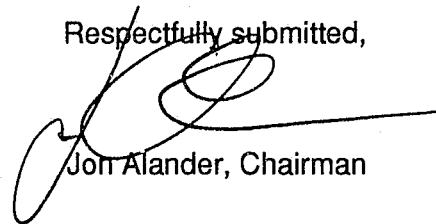
Recommendation five, an expansion of the intensive supervision capabilities of the Office of Adult Probation, recognizes that staff resources have not been expanded sufficiently to supervise the growing number of serious offenders who require intensive supervision in the community. The continuing credibility of community supervision programs depends on sufficient supervisory staff.

Recommendation six is roundly supported by criminal justice professionals. It creates a "warrant squad", under the State Police, to track down and return to custody offenders who violate the terms of probation and parole release or who fail to appear in court. Over burdened justice personnel have been unable to devote sufficient attention to this area over the past several years. Our efforts to restore system integrity cannot succeed if offenders are not held accountable.

Our final recommendation supports additional resources for the treatment and prevention of substance abuse. There is no doubt that substance abuse has had a very direct and substantial impact on Connecticut's criminal justice system. An additional investment in this area is an investment in a long term cost-effective solution that addresses the problem of prison and jail overcrowding at the front end of the system.

These recommendations were approved unanimously by the PJOC. The Commission believes that the implementation of these initiatives will continue progress toward alleviating overcrowding and re-establishing a credible system of justice and punishment in Connecticut.

Respectfully submitted,



Jon Alander, Chairman

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# Table of Contents

## SECTION I

RECOMMENDATION ONE .....	2
RECOMMENDATION TWO .....	4
RECOMMENDATION THREE .....	6
RECOMMENDATION FOUR .....	7
RECOMMENDATION FIVE .....	8
RECOMMENDATION SIX .....	9
RECOMMENDATION SEVEN .....	10

## SECTION II

SYSTEM OVERVIEW .....	14
CORRECTION POPULATION .....	22
FUTURE POPULATION GROWTH .....	27
IMPACT OF NEW TIME SERVED STANDARDS .....	29
PREVIOUS POPULATION PROJECTIONS .....	29
UPDATED POPULATION PROJECTIONS .....	30

## SECTION III

STATUS OF INITIATIVES .....	34
ALTERNATIVES TO INCARCERATION .....	34
FACILITY DEVELOPMENT .....	39

**SECTION I**

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## **RECOMMENDATION ONE**

**THE PJOC RECOMMENDS THAT THE STATE FURTHER EXPAND ALTERNATIVES TO INCARCERATION BY 2,500 SLOTS BY JULY 1995. THIS SHOULD INCLUDE 500 PLACEMENTS FOR YOUTH AGE 12-15 AND NO FEWER THAN 300 SPECIFICALLY FOR FEMALE OFFENDERS. THE PJOC RECOMMENDS CONTINUED SUPPORT FOR PROGRAMS WHICH:**

- **USE PRISON BEDS FOR THE MOST SERIOUS OFFENDERS, ELIMINATING THE NEED FOR ADDITIONAL PRISON AND JAIL CONSTRUCTION;**
- **REACH MORE OFFENDERS FROM UNDERSERVED POPULATIONS, INCLUDING FEMALE OFFENDERS, LATINOS AND YOUTH;**
- **MAXIMIZE REHABILITATIVE OPPORTUNITIES THROUGH COMMUNITY-BASED TREATMENT AND SANCTION PROGRAMS;**
- **ADEQUATELY MONITOR AND SUPERVISE OFFENDERS RELEASED TO THE COMMUNITY; AND,**
- **PROVIDE THE COURTS WITH THE WIDEST POSSIBLE RANGE OF ALTERNATIVE SANCTION PROGRAMS.**

Alternatives to incarceration remain a cornerstone in controlling prison and jail overcrowding and creating a justice system that works. Today, 3,500 offenders who would otherwise take up space in prisons and jails are supervised in the community through programs run by the Judicial Branch. Continued expansion of alternatives is critical to limiting growth in the number of offenders under DOC supervision. Absent further expansion, the number of persons under DOC supervision will most likely exceed what is projected in this report. This would undermine efforts to close old and outmoded facilities as new beds are brought on line, at a cost of several million dollars to the State. It would also slow, if not completely stifle, DOC efforts to enhance treatment and rehabilitation programs in place of simply doing whatever it takes to manage the inmate population.

As the PJOC looks ahead, it is clear that the integrity and cost-effective management of the system rests, in large measure, on the maintenance and expansion of sound alternatives to incarceration.

However, despite our success in creating a network of alternatives, we know that we can, and must, do a better job of reaching underserved offender populations. These include women, youth and Latinos.

Expanding alternatives for women is especially critical during the next eighteen months. There remains only one correctional facility in Connecticut for women and it consistently operates at or above capacity. More stringent time served standards and the elimination of SHR will place further stress on existing housing until the York correctional institution for women comes on line in 1994.

Many of the youth, age 12-15, who repeatedly come in contact with the juvenile justice system are destined to become tomorrows adult criminals. We must focus on developing more alternative placements for high risk youth, placements offering an opportunity for effective treatment and support services which may prevent adult criminal behavior.

Latinos are a growing proportion of the population under criminal justice supervision and there is a need to develop more alternative programs that are specifically designed to deal more effectively with the different language and cultural issues associated with this population.

## **RECOMMENDATION TWO**

**THE PJOC RECOMMENDS OPENING NEW CORRECTIONAL FACILITIES UPON COMPLETION, IN ORDER TO:**

- **MEET MINIMUM TIME SERVED REQUIREMENTS;**
- **ASSURE THAT INCARCERATION REMAINS A MORE PUNITIVE SANCTION THAN COMMUNITY SUPERVISION PROGRAMS;**
- **REDUCE CROWDING AT, AND CLOSE, CERTAIN OLDER FACILITIES AS NEW BEDS COME ON LINE.**
- **PUNISH OFFENDERS WHO VIOLATE COMMUNITY-BASED PROGRAMS; AND,**
- **PROMOTE EFFECTIVE REHABILITATION PROGRAMS FOR THOSE SENTENCED TO INCARCERATION.**

The PJOC has consistently supported increases in DOC institutional capacity as an essential part of a balanced strategy that includes developing alternative programs. Through this effort, DOC capacity has grown from approximately 3,500 in 1981 to 11,102 today.

However, until late 1992, virtually all of the capacity increases we achieved were through dormitory construction, simply because of the shorter construction timetable for this type of facility. Finally, long-awaited and badly-needed secure celled prisons are at or near completion. In November, the 300 cell Walker Intake and Reception Center in Suffield and 408 cell Garner Correctional Institution in Newtown both opened. These facilities expand secure housing options for more serious and repeat offenders. This will become even more important as the proportion of very serious offenders in the incarcerated population increases due to the diversion of less serious offenders to alternative incarceration programs.

The planned additional capacity is clearly necessary to meet increased time served requirements established in P.A. 90-261. In recent years most offenders served 14 percent or less of their sentence in prison because of overcrowding. Absent significant increases in capacity, requiring inmates to serve significantly longer proportions of their sentences behind bars would not be possible. This would undermine the effectiveness of alternatives to incarceration because of a perception by offenders that short prison terms are less onerous than strict supervision community programs.

The pressures of overcrowding have required less than optimal prisoner housing practices, such as double-bunking/celling virtually all available space, using space not originally intended for housing, and occasional triple-celling. The recommended expansion will relieve some of the pressure to engage in such practices.

Additionally, new facilities offer a real opportunity to close old facilities. These facilities should be closed not only because they are outmoded, but also because the savings are needed to help pay for the opening of new prisons. The PJOC is acutely aware of the tremendous fiscal pressures which operating new prisons and jails places on the State budget. While it strongly supports DOC's facility

program, the PJOC nevertheless believes that fiscal realities demand cost-effective approaches. Closing certain facilities in return for opening new prisons and jails is a viable way to lessen the fiscal impact on the budget. The facilities most appropriate for closing should be determined by the Commissioner of Correction.

Recommendation Six of this report describes the need to maintain the integrity of Connecticut's criminal justice system by swiftly detecting and returning to custody, offenders who violate terms of probation and parole release and those who fail to appear in court. Program violators who are returned to custody should remain confined for significant periods of time once they are apprehended. The opening of new facilities as they are completed is a key element in assuring meaningful punishment for those who violate program rules.

Finally the effectiveness of DOC drug treatment, vocational and education programs has been hampered by the pressures of overcrowding. Early release to SHR has often resulted in offenders not having sufficient time to enroll in or complete offered programs. Overcrowding has also forced the Department of Correction to make frequent internal transfers that interrupt program participation. Minimum time served requirements and increased capacity will improve this situation.

## **RECOMMENDATION THREE**

**THE PJOC RECOMMENDS DOUBLE-CELLING NEW CORRECTIONAL INSTITUTIONS AS NECESSARY IN ORDER TO:**

- **MEET THE GOALS STATED IN RECOMMENDATION TWO;**
- **IMPROVE THE COST EFFECTIVENESS OF FACILITY OPERATIONS; AND,**
- **PROVIDE NECESSARY POPULATION CONTROL AND FACILITY MANAGEMENT OPTIONS TO THE DEPARTMENT OF CORRECTION.**

During the 1980's, the DOC population increased so rapidly that all available inmate housing options were used to avoid an emergency release of prisoners. This included double-celling virtually all space not restricted by court order, double-celling facilities not originally designed for it, double-bunking dormitories, using space in areas not intended for housing, and occasional triple-bunking. While not ideal, these practices greatly increased bedspace at a time when new facilities were still under construction.

In 1991, the Commission considered the issue of double-celling, paying particular attention to two issues; correctional standards and practices, and the need to house and manage the expected inmate population.

An examination of correctional standards revealed no specific prohibition against housing two individuals in one cell, and in fact identified certain factors supporting the practice. These included:

- Relieving less than desirable existing housing conditions, as noted above;
- Designing new facilities with possible double-celling in mind, and consequently not facing many of the problems associated with double-celling older facilities;
- Double-celling new institutions in order to revamp or decommission outmoded facilities, reducing the funding required to open new prisons;
- Increased gang activity in correctional facilities requiring that DOC house more high risk inmates in cells rather than dormitories.

Therefore, the PJOC recommends using new celled prisons and jails to their fullest advantage as they become available.

## **RECOMMENDATION FOUR**

**THE PJOC RECOMMENDS AUTHORIZING THE BOARD OF PAROLE TO RELEASE PRISONERS SERVING DEFINITE SENTENCES OF MORE THAN ONE YEAR AFTER 50 PERCENT OF THE SENTENCE IMPOSED BY THE COURT HAS BEEN SERVED, LESS ANY "GOOD TIME" CREDITS THAT MAY HAVE BEEN EARNED UNDER THE PROVISIONS OF SECTION 18-7 C.G.S.**

The 50 percent time served standard adopted in P.A. 90-261 represents a long range goal, the culmination of a three-year plan to raise minimum time served requirements to meaningful levels. However, there are sufficient concerns about DOC's ability to manage the inmate population, after the elimination of SHR, to warrant deferring the 50 percent goal at this time. Defining parole eligibility as 50 percent minus "good time" will nevertheless achieve far longer sentences than the 14 percent time served average which existed just two years ago. A 50 percent less "good time" standard will result in time served requirements of approximately 33 percent--more than doubling the current average time served. Furthermore, this proposal will result in 1,300 fewer incarcerated offenders than otherwise expected by 1995 and make it possible to close old facilities as new beds become available in accordance with Recommendations Two and Three (see Section II of this report). Authority to grant or deny release to offenders serving sentences longer than 1 year will and should remain with the Board of Parole.

The PJOC views this approach as the most credible way to assure meaningful time served standards, close outmoded facilities, and still manage the expected increase in the incarcerated population.

## **RECOMMENDATION FIVE**

### **THE PJOC RECOMMENDS EXPANDING THE INTENSIVE SUPERVISION CAPABILITIES OF THE OFFICE OF ADULT PROBATION.**

Tough law enforcement and aggressive prosecution of criminals make sense only if offenders who are incarcerated serve their sentences and those released to the community are closely supervised.

The practical limitations of prison space, and the reality that not all offenders can or should be incarcerated, make it clear that most offenders will continue to be punished and supervised in the community. While about 11,000 men and women are incarcerated today, there are 48,000 in the community on probation, about 4,000 on Supervised Home Release (SHR), and a little over 600 on parole. The continued expansion of alternatives to incarceration as recommended in this report will inevitably increase the probation caseload.

The Office of Adult Probation estimates that up to 1,600 serious offenders merit intensive supervision. However, current staff levels permit intensive supervision of fewer than 300 offenders. Increasing intensive supervision staff to 40 officers would enable intensive supervision of all 1,600 offenders.

## **RECOMMENDATION SIX**

**THE PJOC RECOMMENDS THAT A TASK FORCE BE ESTABLISHED, UNDER THE AUSPICES OF THE STATE POLICE, TO ACTIVELY PURSUE OFFENDERS WHO FAIL TO APPEAR IN COURT AND/OR VIOLATE CONDITIONS OF PROBATION OR PAROLE RELEASE.**

One of the greatest threats to the integrity of the justice system is the inability to swiftly detect and return to custody offenders who violate terms of probation and parole release, and those who fail to appear in court. Relying on eventual rearrest on other charges as the primary way to apprehend violators sends a message to offenders that the system has no teeth. In concert with increased time-served requirements, strong enforcement of community sanctions will close a loophole which undermines the system.

This recommendation suggests that a special task force be established by the State Police to work with prosecutors, parole, probation, and corrections staff and local police to serve rearrest warrants.

The task force will not have the capability to serve rearrest warrants in all instances. There are far too many outstanding warrants to make this a realistic expectation. The intent of this recommendation is to target high priority cases involving violent and repeat offenders.



## **RECOMMENDATION SEVEN**

**THE PJOC RECOMMENDS THAT ADDITIONAL RESOURCES BE ALLOCATED FOR SUBSTANCE ABUSE TREATMENT AND PREVENTION. THE PJOC RECOMMENDS INCREASED SUPPORT FOR PROGRAMS WHICH:**

- **PROVIDE RESIDENTIAL AND OUTPATIENT TREATMENT TO PERSONS CHARGED WITH A CRIME OR CONVICTED OF A CRIME PURSUANT TO PUBLIC ACT 89-390;**
- **PROVIDE COMMUNITY-BASED RESIDENTIAL AND OUTPATIENT TREATMENT PROGRAMS;**
- **PREVENT SUBSTANCE ABUSE AMONGST HIGH-RISK YOUTH.**

The opening of new prison facilities is an immediate, short-term remedy for the prison and jail overcrowding problem in Connecticut. A long-term solution that addresses the problem at the front end is the treatment and prevention of substance abuse.

Substance abuse has a direct and substantial impact on Connecticut's criminal justice system. Eighty (80) percent of Connecticut's property crime and 60 percent of the state's violent crime are connected to substance abuse. The number of persons in Connecticut's prisons for drug sales increased 742 percent between 1984 and 1992.

Under Public Act 89-390, the Connecticut Alcohol and Drug Abuse Commission (CADAC) is required to provide examinations to defendants, either charged with a crime or convicted of a crime but not yet sentenced, to determine alcohol and other drug dependency. This program has allowed for the appropriate diversion from incarceration to substance abuse treatment of those offenders deemed eligible and in need of such services. The overall effect of the program has been the treatment of those offenders most likely to benefit from substance abuse services while freeing prison beds for offenders accused and convicted of more serious crimes.

The number of evaluations under CADAC's court liaison program has nearly doubled over the past three years from 1,347 in 1990 to an estimated 2,000 in 1992. The percentage of defendants receiving a court order for treatment has increased from 30 percent to approximately 50 percent during this time. This translates to an increase of 250 percent in defendants being diverted to treatment, mainly to CADAC-operated facilities.

At the same time that CADAC-operated facilities have experienced this increased demand from Connecticut's criminal justice system, it has had to reduce available services by 34 treatment beds. This has caused delays in placement of court-ordered diversionary clients for as long as four months. In addition, the two-fold effect of increased court referrals under Public Act 89-390 and the reduction in beds has significantly hampered CADAC's ability to provide treatment to persons with substance abuse problems who are not criminal defendants.

Therefore, it is recommended that increased resources be provided to substance abuse treatment services available to persons charged with a crime or convicted of a crime pursuant to Public Act 89-390.

While treatment services provide an avenue for current substance-abusing offenders to begin lives as productive members of society, prevention will provide an opportunity for those youth at risk from ever using drugs and engaging in criminal activity. Therefore, the PJOC recommends that the state expand prevention programs targeted at high-risk youth.

Community characteristics play a major role in delinquency and in alcohol and other drug abuse. Risk factors which may lead to experimentation and eventual long-term involvement with substances include: living in poor neighborhoods, high unemployment, inadequate housing, poor schools, inadequate health and social services, lack of positive social activities, a high prevalence of crime, a high prevalence of illegal drug use and neighborhood social support for drug dealing as a legitimate source of income. These negative community factors lead to social disorganization and reduce both coping abilities and opportunities for success for all members of the community, especially for young people.

In order to assist urban youth entangled in such negative social environments, the PJOC recommends that prevention programs for high-risk youth be implemented in Connecticut's major cities. The purpose of the program would be to provide an opportunity for youth in these communities to develop to their full potential—socially, educationally and as productive citizens. Role models, peer groups, strengthening the relationships between youth and their schools, providing for alternative activities, forming collaborative efforts between law enforcement agencies, community organizations and social service agencies would comprise the focus of this initiative.

**SECTION II**

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## **A. SYSTEM OVERVIEW**

Between 1981 and 1990, the number of persons arrested for all criminal offenses in Connecticut grew by over 100,000, an 86 percent increase. The largest increases occurred during the latter half of the decade. However, in 1990, the total number of persons arrested actually dropped for the first time in ten years. In 1991, the total number of arrests dropped 10%. Chart I shows the annual number of arrests between 1981 and 1991.

Although arrests have increased almost across the board since 1981, there were differences in the rate of increase by type of offense and gender:

**The number of males arrested increased by 87 percent between 1981 and 1989, but dropped 11% between 1989 and 1991.**

**The number of females arrested increased by 103 percent between 1981 and 1990, but dropped 6% between 1990 and 1991. (See Charts II and III.)**

**The number of persons arrested for violent offenses increased sharply between 1985 and 1990. However, violent arrests dropped 5% between 1990 and 1991. (See Chart IV.)**

**The number of males arrested for violent offenses between 1981 and 1990 increased by 73 percent, but dropped 5% between 1990 and 1991.**

**The number of females arrested increased by 206 percent between 1981 and 1990, but dropped by 10% between 1990 and 1991. (See Charts V and VI.)**

**The number of persons arrested for drug offenses increased 239 percent between 1981 and 1989, but dropped 28% between 1989 and 1991. (See Chart VII.)**

**The number of males arrested for drug offenses increased by 231 percent between 1981 and 1989; the number of females arrested increased by 286 percent. (See Charts VIII and IX.)**

**The number of males and females arrested for drug offenses dropped 28 percent between 1989 and 1991.**

CHART I  
 PERSONS ARRESTED IN CONNECTICUT  
 1981 - 1991

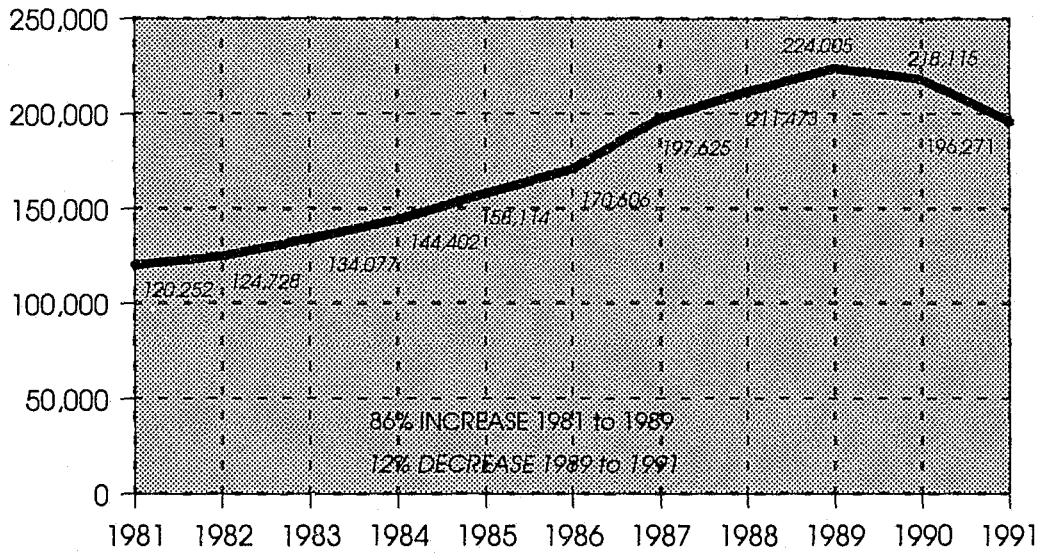


CHART II  
 MALES ARRESTED IN CONNECTICUT  
 1981 - 1991

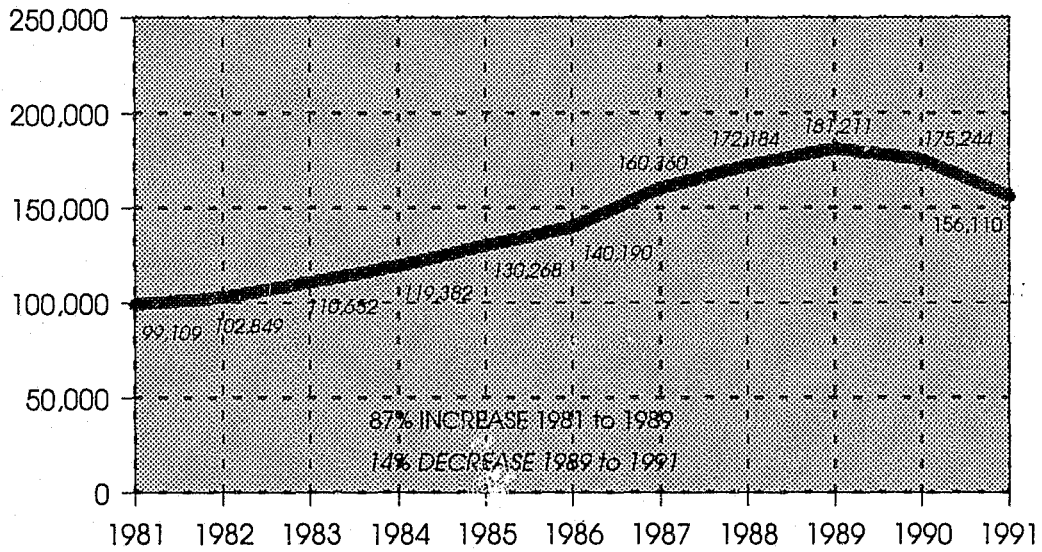


CHART III  
 FEMALES ARRESTED IN CONNECTICUT  
 1981 - 1991

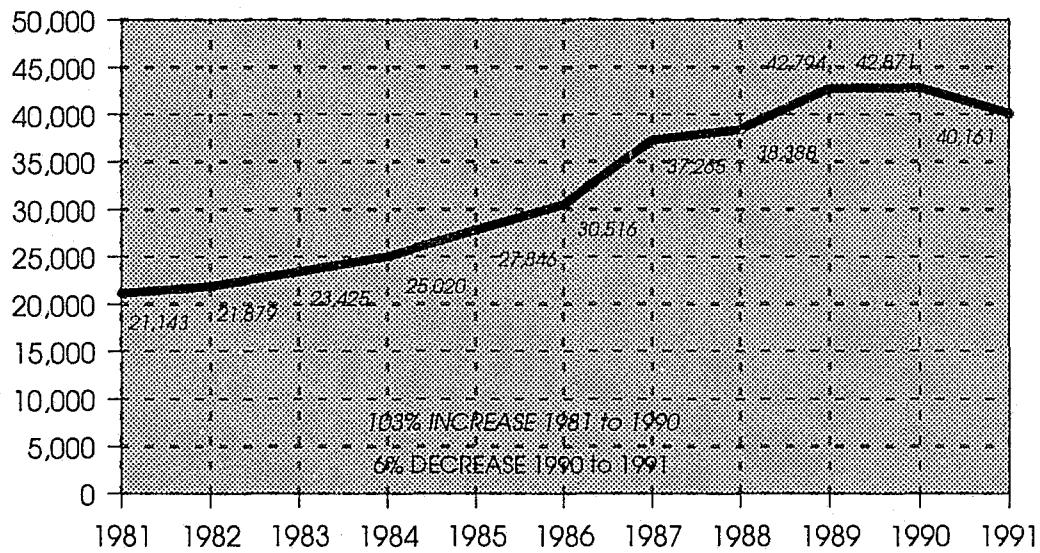


CHART IV  
 PERSONS ARRESTED FOR VIOLENT OFFENSES  
 1981 - 1991

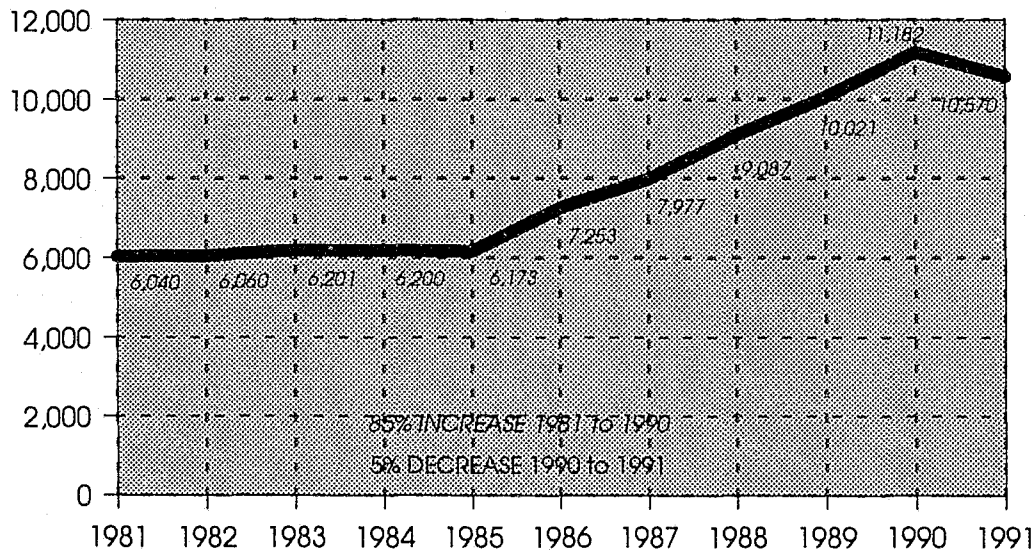


CHART V  
 MALES ARRESTED FOR VIOLENT OFFENSES  
 1981 - 1991

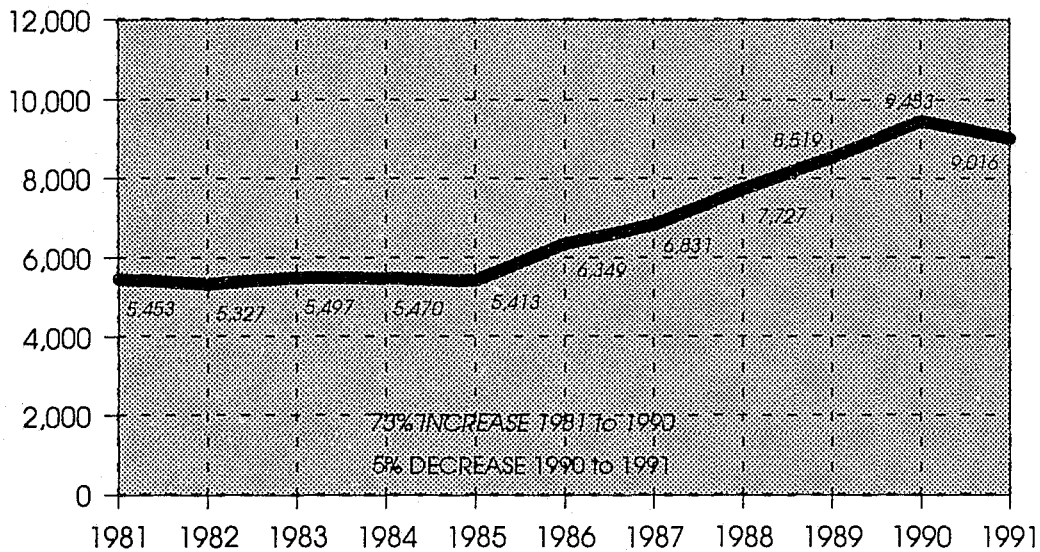


CHART VI  
 FEMALES ARRESTED FOR VIOLENT OFFENSES  
 1981 - 1991

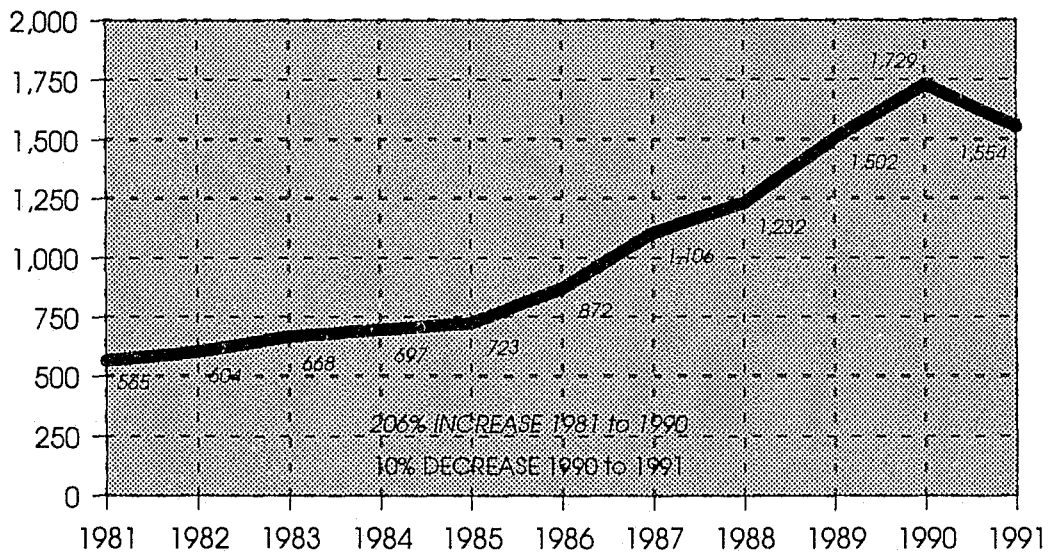


CHART VII  
 PERSONS ARRESTED FOR DRUG VIOLATIONS  
 1981 - 1991

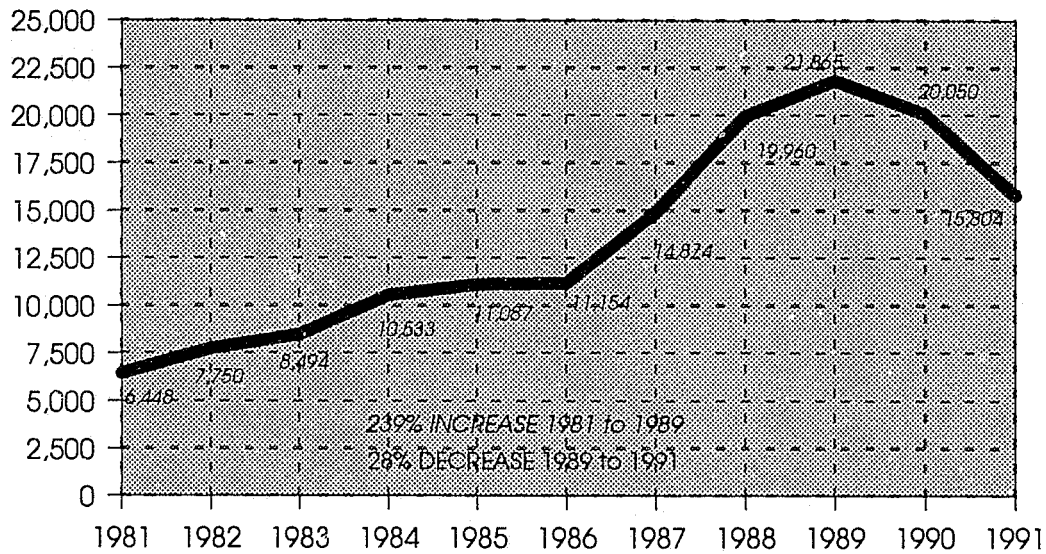


CHART VIII  
 MALES ARRESTED FOR DRUG VIOLATIONS  
 1981 - 1991

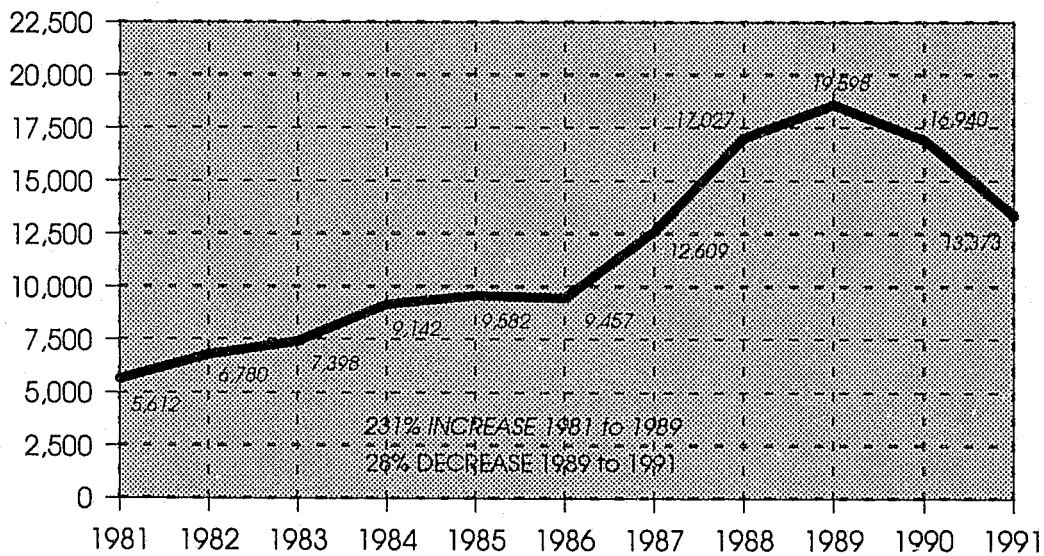
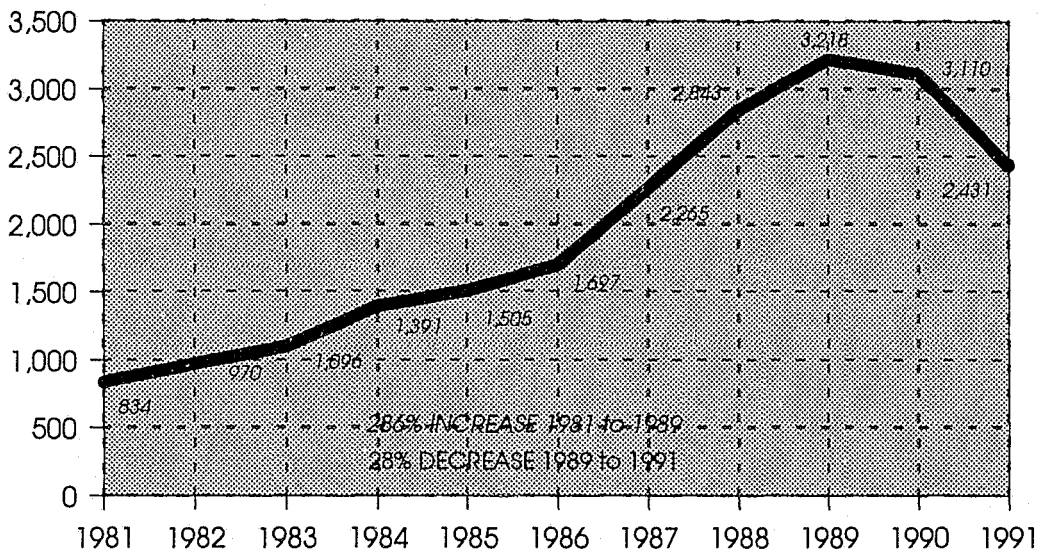




CHART IX  
 FEMALES ARRESTED FOR DRUG VIOLATIONS  
 1981 - 1991



Although the number of arrests has begun to decline in the 90's, the extraordinary growth during the latter half of the 80's has had serious consequences for all components of Connecticut's criminal justice system.

In FY82/83, the Bail Commission conducted 33,602 interviews. In FY89/90, 74,832 persons were interviewed, a 123 percent increase. However, there was a 12 percent decline in the number of interviews conducted between FY89/90 and FY91/92, corresponding to the drop in overall arrests for the same period. Chart X shows Bail Commission interviews between FY82/83 and FY91/92.

The number of criminal cases added to court dockets paralleled the increase in arrests and Bail Commission interviews. The number of cases added increased 76% from FY81/82 to FY88/89, but dropped by 19 percent between FY88/89 and FY91/92. (See Chart XI.)

In addition to the increasing court caseloads, prosecutors, public defenders, and probation officers have all faced dramatically increased caseloads during the latter half of the 1980's. Chart XII shows the growth in the adult probation caseload over the last ten years.

CHART X  
 BAIL COMMISSION INTERVIEWS  
 FY 82/83 TO FY 91/92

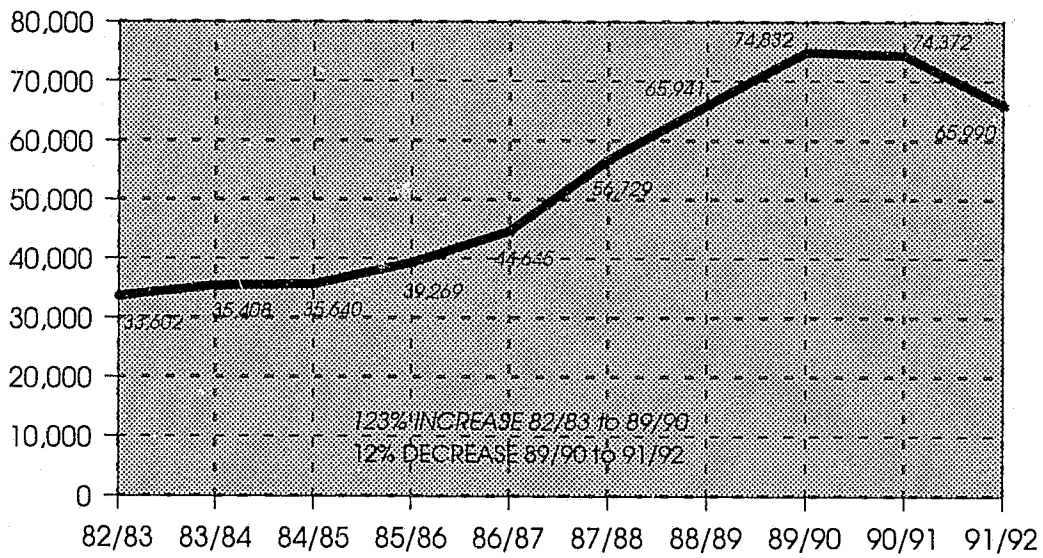


CHART XI  
 SUPERIOR COURT, STATE OF CONNECTICUT  
 CRIMINAL CASES ADDED

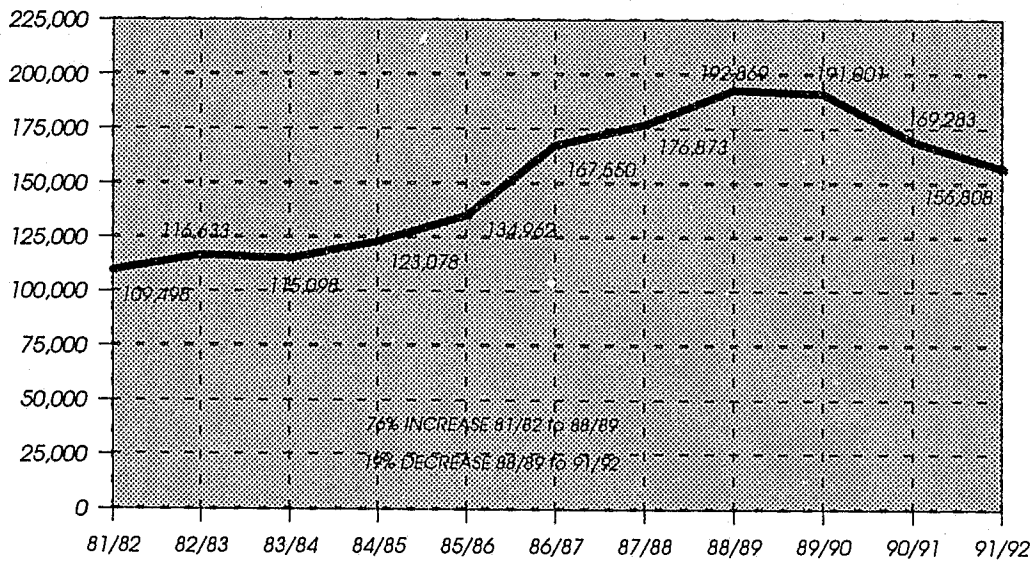
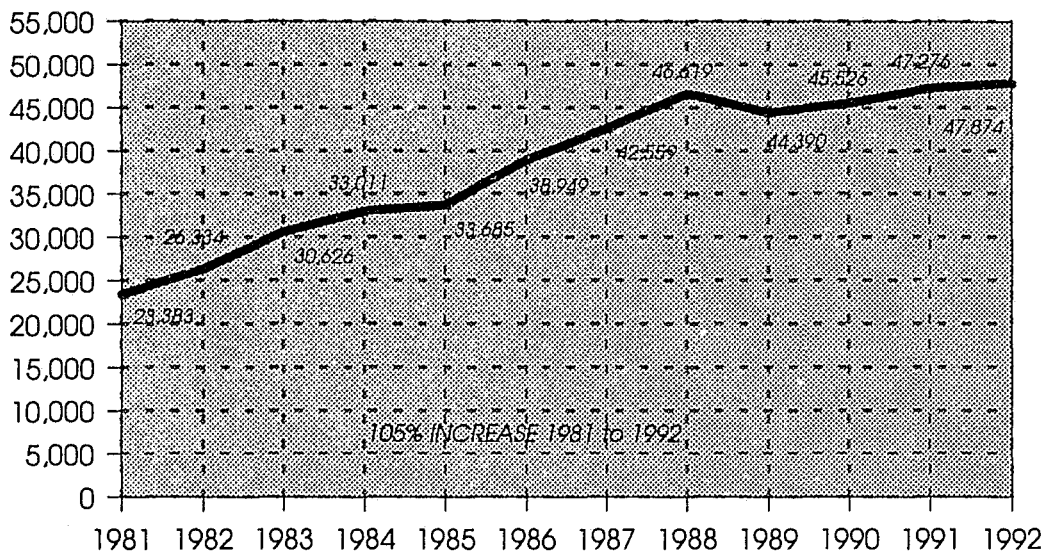


CHART XII  
 ADULT PROBATION CASELOAD  
 1981 - 1992



Although the volume of arrested persons increased dramatically during the latter half of the eighties, the number of persons arrested has dropped in both 1990 and 1991. Correspondingly, the number of Bail Interviews and court cases added have both dropped in the same time period. As a result, the number of persons in the custody of the Department of Correction has dropped after three years of sharp increases.

No one factor has accounted for the changes noted above. However, a shift toward community policing and budgetary restraints in some police departments are believed to be factors.

## CORRECTION POPULATION

The Department of Correction average annual supervised population grew by 184 percent between 1982 and 1991. Growth peaked during 1991, and there was a 3 percent decrease in the average annual population between 1991 and 1992. (See Chart XIII.) There was a 5 percent decline in the actual count of persons under supervision between January 1, 1992 and January 1, 1993. (See Chart XIV.)

The number of persons confined by the Department of Correction increased more than 100 percent between 1983 and 1992, reflecting the addition of new beds. However, beds have not been added as quickly as needed, resulting in large increases in the Supervised Home Release (SHR) population between 1987 and 1991. The average monthly SHR population for 1992 dropped 19 percent. (See Chart XV.) Between 1-1-92 and 1-1-93, the actual count of persons on SHR status dropped by 26 percent. (See Chart XVI.)

Of those persons confined by the Department of Correction, the majority of inmates are sentenced. The number of pretrial inmates grew rapidly in 1987 and 1988, requiring renewed efforts to reduce the population. The number of confined inmates on pretrial status declined in 1990 and 1991, but has begun to creep up again in 1992. (See Chart XVII.)

The average daily confined male population has grown by 122 percent between 1982 and 1992. (See Chart XVIII.) The average daily confined female population has grown 173 percent in the same ten year period, leveling off after reaching maximum capacity in 1989. Growth in 1992 was enough to keep the female population at or above the legal capacity most of the year. (See Chart XIX.) Beginning in 1990, the number of females on SHR status has been greater than the number confined. This trend reversed in early 1992, possibly as a result of the increased time served requirements and fewer female inmates meeting SHR requirements. (See Chart XX.)

One of the greatest contributors to the population increases since 1988 has been the increase in the number of persons confined for drug offenses. Between the calendar quarters ending June 1984 and December 1992, the number of persons confined for drug sales increased by 742 percent. For drug possession, there was a 426 percent increase in those confined between June 1984 and June 1989. Between mid-1989 and the end of 1992, the number of persons confined for drug possession has dropped 31 percent, in part reflecting the targeting of this population for newly created alternatives and changing priorities for drug arrests. (See Chart XXI.)

CHART XIII  
 PERSONS UNDER SUPERVISION OF THE DEPARTMENT OF CORRECTION  
 AVERAGE ANNUAL POPULATION, 1982 - 1992

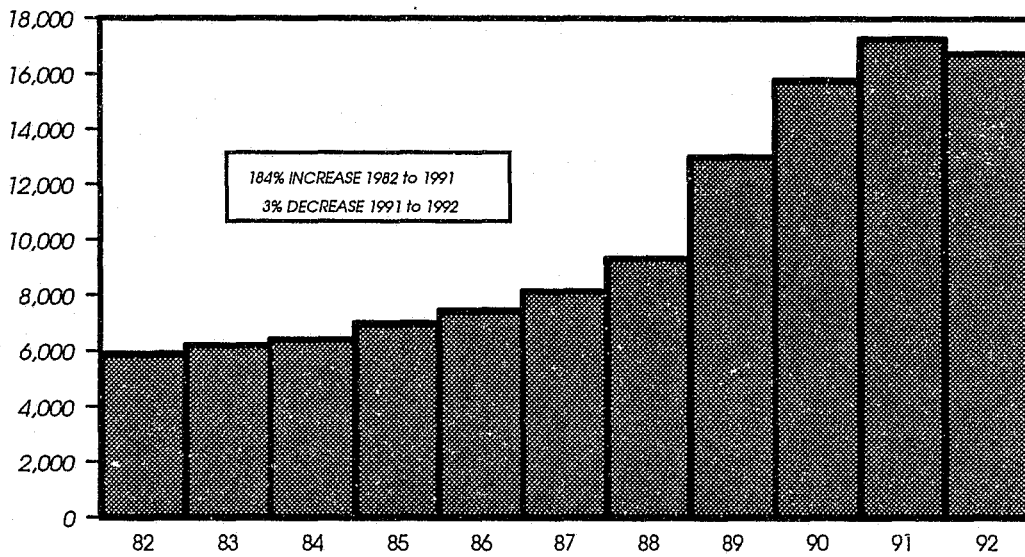


CHART XIV  
 PERSONS UNDER SUPERVISION OF THE DEPARTMENT OF CORRECTION  
 COUNT ON FIRST DAY OF MONTH, JANUARY 1992 - JANUARY 1993

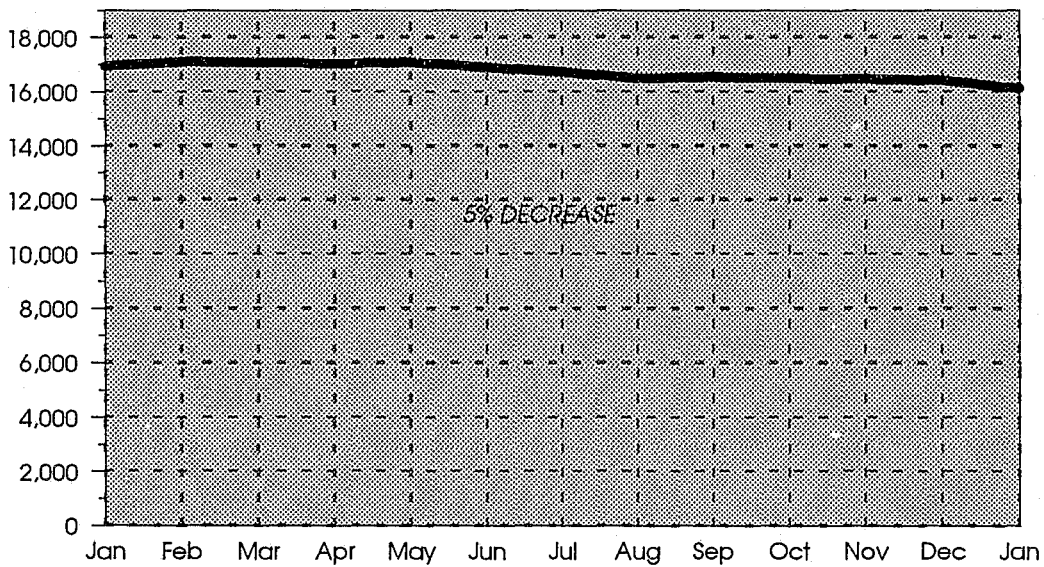


CHART XV  
 AVERAGE DAILY CONFINED AND SHR  
 POPULATION BY YEAR, 1983 - 1992

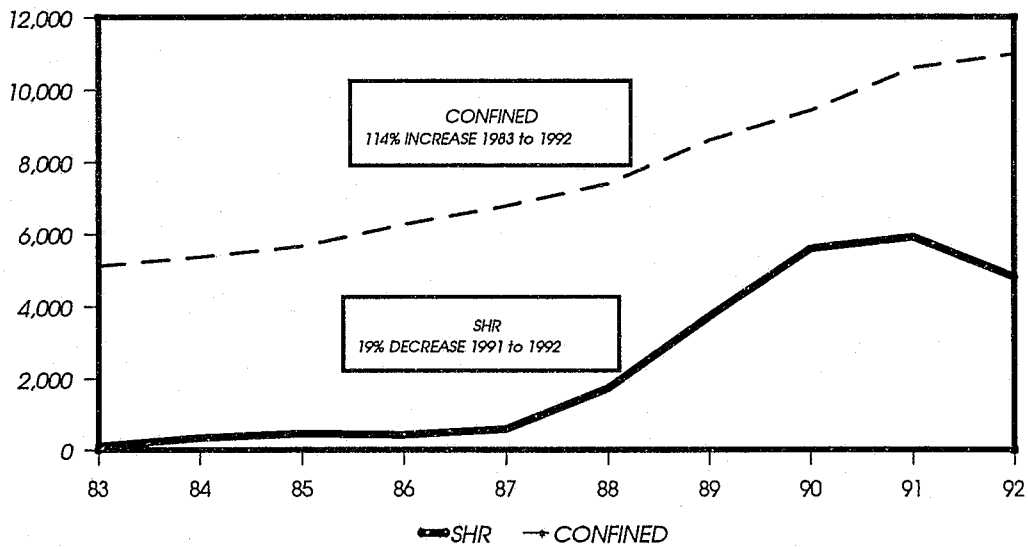


CHART XVI  
 PERSONS UNDER SUPERVISED HOME RELEASE  
 COUNT ON FIRST DAY OF MONTH, JANUARY 1992 - JANUARY 1993

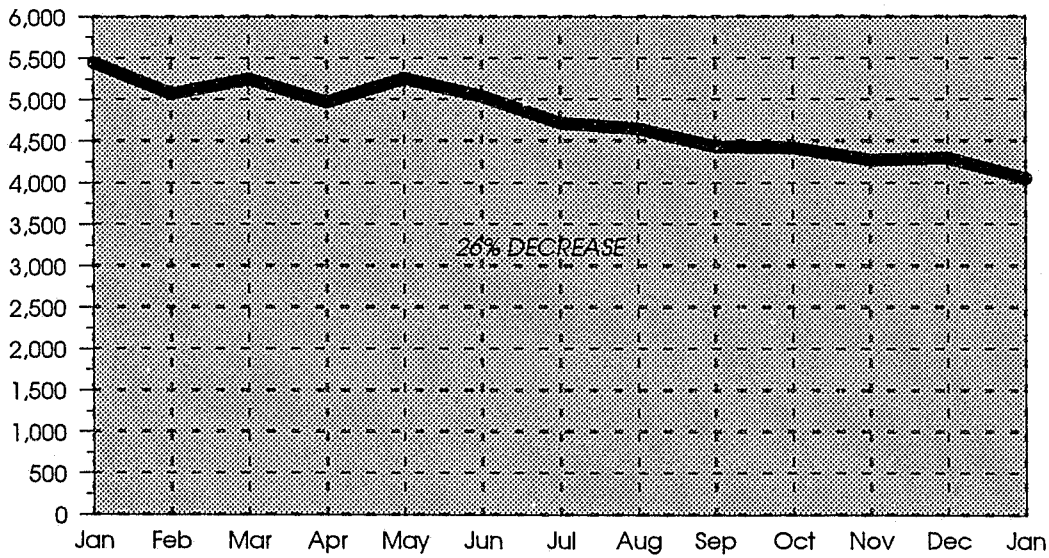


CHART XVII  
 AVERAGE DAILY CONFINED POPULATION  
 SENTENCED/ACCUSED STATUS BY YEAR

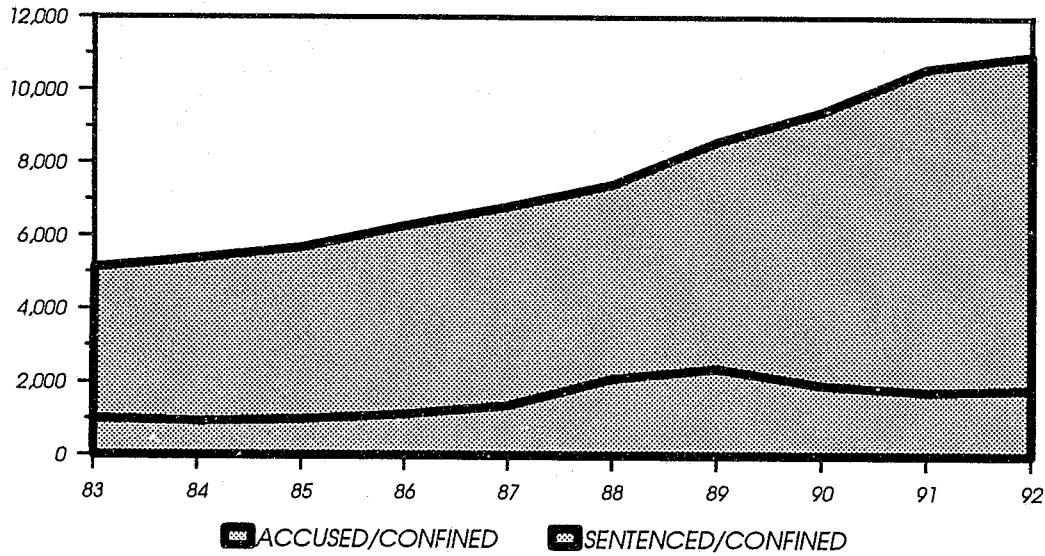


CHART XVIII  
 AVERAGE DAILY CONFINED MALE POPULATION\*  
 BY YEAR, 1982 - 1992

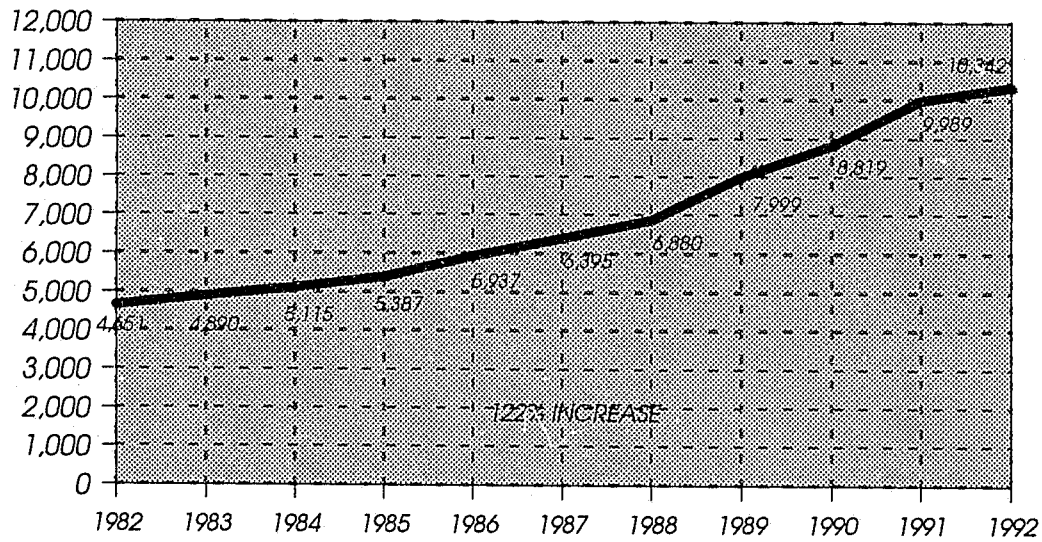
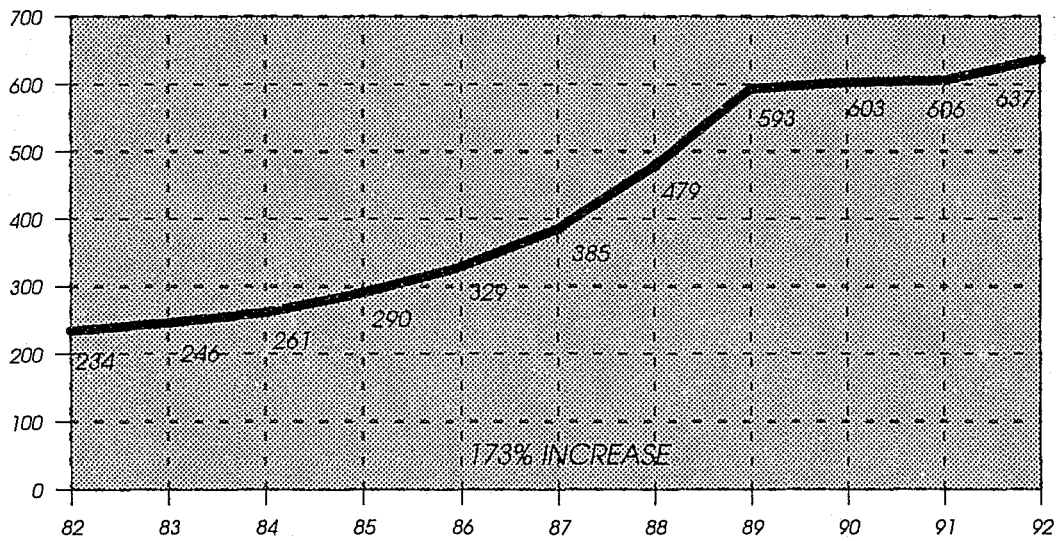


CHART XIX  
 AVERAGE DAILY CONFINED FEMALE  
 POPULATION\* BY YEAR, 1982 - 1992



\*Population on First Day of Month

CHART XX  
 FEMALES CONFINED AND FEMALE SHR  
 POPULATION BY QUARTER\*

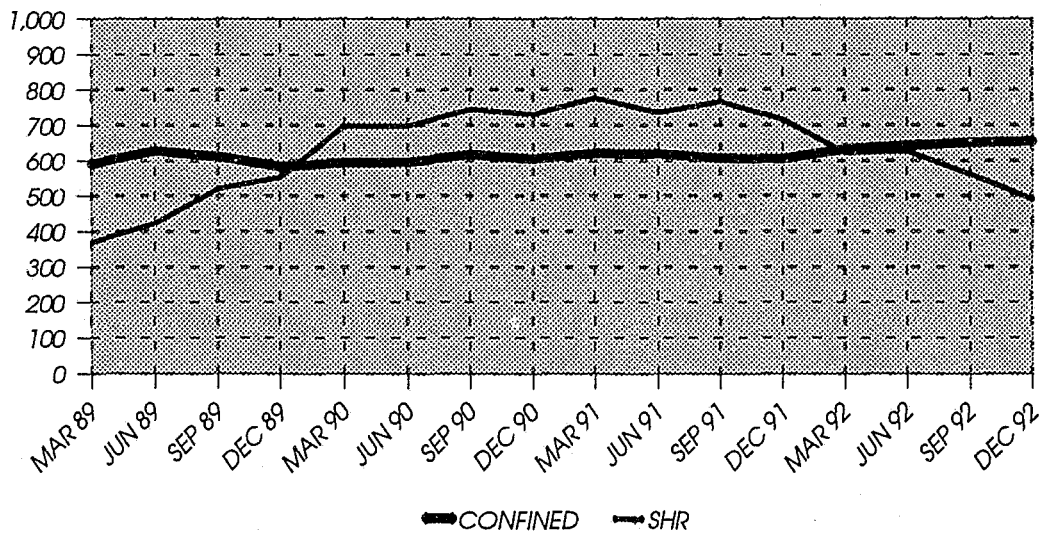
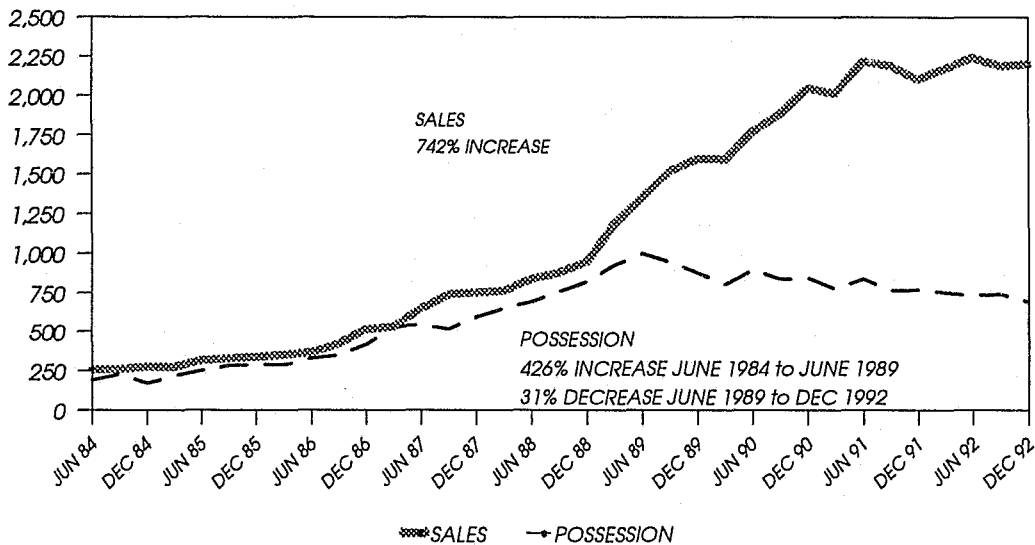




CHART XXI  
 PERSONS CONFINED FOR DRUG OFFENSES  
 JUNE 1984 - DEC 1992

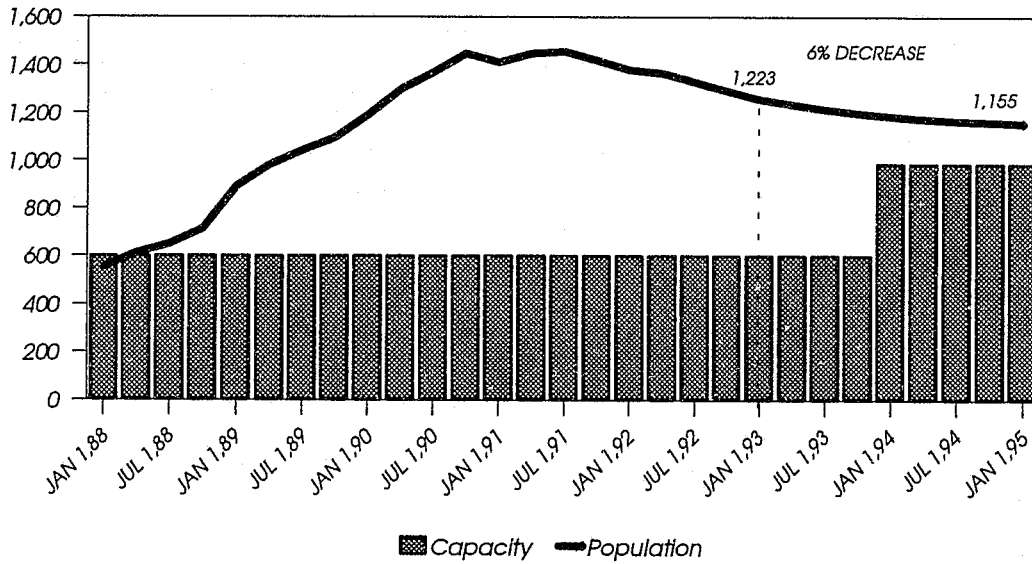


## B. Future Population Growth

The most recent population projections for the male and female populations under the supervision of the Department of Corrections are shown in Charts XXII and XXIII, with the male and female capacity. By January 1, 1995, we anticipate a 5 percent decline in the male population and a 6 percent decline in the female population under supervision.

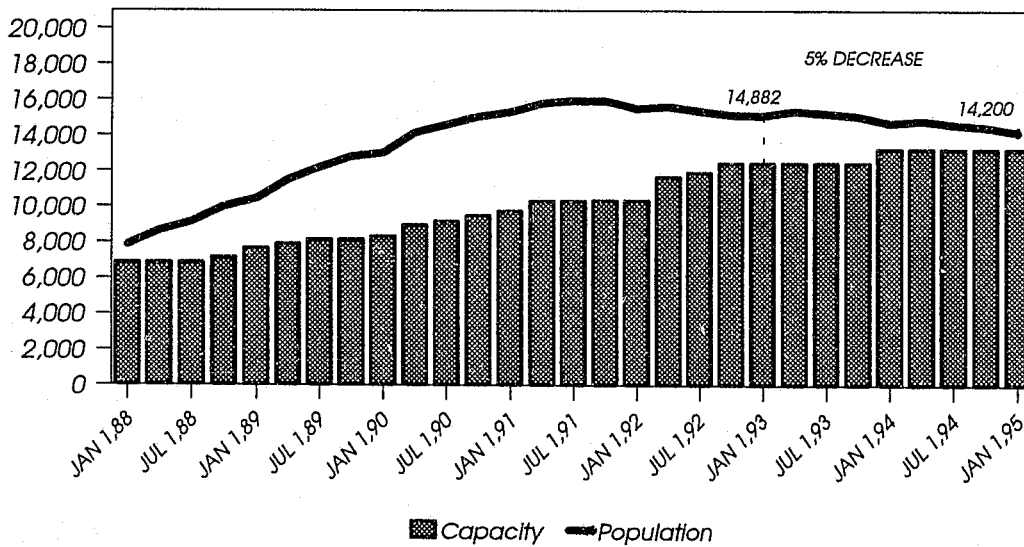
The methodology used to develop these short term projections involves a curvilinear line of best fit based on five years of population data between 1988-1992. The method is not a simulation model and therefore does not provide the ability to extract the effects of specific system policy changes on population levels. It does provide the most reliable short term assessment (1-3 years) of population growth. Because it is based on historical data through 1992, it takes into account the recent expansion of diversion programs as well as downward trends in arrests and other factors that may have contributed to the diminishing population numbers.

CHART XXII  
 FEMALE SUPERVISED POPULATION AND CAPACITY  
 Jan 1, 1988 - Jan 1, 1995\*



\*Figures for 4-1-93 through 1-1-95 are projected.

CHART XXIII  
 MALE SUPERVISED POPULATION AND CAPACITY  
 Jan 1, 1988 - Jan 1, 1995\*



\*Figures for 4-1-93 through 1-1-95 are projected.

## **C. IMPACT OF NEW TIME SERVED STANDARDS AND THE ELIMINATION OF SHR**

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In 1990, legislation was passed to phase out Supervised Home Release (SHR) and increase the proportion of sentences served in confinement. For offenses committed after October 1, 1991, persons sentenced to incarceration were required to serve 25 percent of their sentence behind bars before release; for offenses committed after October 1, 1992, the required time to be served in prison increased to 40 percent. After July 1, 1993, release to SHR will no longer be permitted and inmates with sentences longer than one year will be required to serve 50 percent of their sentence before being eligible for parole. Persons with sentences of one year or less may be released to approved community programs by DOC after serving 50 percent of their sentence, less earned "good time" credits.

### **Previous Population Projections**

The 1992 PJOC report estimated the need for additional prison beds for males and females resulting from the more stringent time served standards and the elimination of SHR. The estimates were based on two assumptions: that the full effect of each increase in time served would be felt about 15 months after implementation, and that the overall population under DOC supervision would decrease slightly (less than one percent) over three years. The estimates used in the 1992 report were calculated on the basis of a SHR sample population of 5,078 men and 699 women provided by DOC. The baseline average sentence length and average time served for this SHR sample group were established first. The baseline time served and time served requirements of 25, 40 and 50 percent were then applied to SHR eligible males and females as of 12/1/91. This produced the number of man months associated with each level of time served. The total number of man months was then converted to the number of beds per month needed for each level of time served to produce the number of required additional beds.

The 1992 estimates anticipated an increase in the number of male beds between January 1992 and January 1993 of 1,487 or nearly 15 percent. The number of additional beds for females was estimated to be 131, or nearly 22 percent more.

The actual number of additional male beds needed between January 1992 and January 1993 was 430, an increase of slightly more than 4 percent. The number of additional female beds required was 29, an increase of slightly less than 5 percent.

The lower than expected increase in the number of beds needed during the past year is due to a number of factors, including a longer time frame than previously anticipated for the effect of the new time served standards to be felt and the increased diversion of offenders from DOC through the expanding use of alternatives to incarceration. However, the primary factor is a much sharper than expected decrease in the number of persons being arrested, especially for drug offenses. Between 1989 and 1991, the number of drug arrests dropped by 28 percent. As a result, the total number of persons under DOC supervision decreased more than 5 percent between January 1992 and January 1993.

## Updated Population Projections

Our latest projection on the need for prison and jail beds assumes a continued expansion in the use of alternatives to incarceration over the next 30 months and a continuing decline in the number of arrests statewide.

Certain other assumptions were used to develop projections that take into account the elimination of SHR and the greater use of parole as a release mechanism after July 1, 1993. The are as follows:

1. After July 1, 1993, persons serving sentences of one year or less will serve 50 percent of their sentence behind bars, less good time, as provided in Section 18-100c C.G.S. before release to a Department of Correction approved community program. This would equal about one third of the total sentence imposed.
2. After July 1, 1993, the parole board will hear 90 percent of the cases where persons have effective sentences greater than one year after they have served 50 percent of their sentence, less good time. This assumption is valid only if the PJOC's recommended change in the parole statute is enacted.
3. After July 1, 1993, the parole board will grant parole in 70 percent of these cases heard.
4. The ten percent of cases never heard by parole and the 30 percent of the remainder not granted parole at the initial hearing will serve their entire sentence, less good time.

Table one on the following page shows the 1993 projected need for beds through July 1995. It is estimated that the need for additional beds will be reduced by approximately 1,200 male and 100 female beds if parole eligibility is changed to 50 percent minus "good time" compared to retaining parole eligibility at 50 percent.

The first table also compares the anticipated number of beds available to the projected population. Achieving the anticipated number of beds shown in the first table depends on five factors that reflect the Department of Corrections FY94 and FY95 recommended budgets.

1. New facilities are opened as they are completed.
2. The Cybulski dormitory is available for females 9/1/93 until 7/1/94 when York opens.
3. Union Avenue, Jennings Road and Litchfield close 7/1/93.
4. Old Brooklyn, Morgan Street and Hartell close 1/1/94.
5. New celled facilities are fully doubled.

Table One				
PRISON AND JAIL BEDS NEEDED COMPARED TO BEDS AVAILABLE				
January 1993 - July 1995				
MALES				
DATE	MAXIMUM BEDS NEEDED	WALKER RECEPTION CENTER (Not Included in Cap)	ALL OTHER BEDS	MAXIMUM CAPACITY
1/93*	10,421	up to 300	10,453	up to 10,753
7/93	up to 10,700	up to 300	10,836	up to 11,136
1/94	up to 11,400	up to 300	11,367	up to 11,667
7/94	up to 11,900	up to 300	12,027	up to 12,327
1/95	up to 12,400	up to 300	12,467	up to 12,767
7/95	up to 12,700	up to 300	12,800	up to 13,100
FEMALES				
1/93*	634			618
7/93	up to 675			683
1/94	up to 735			983
7/94	up to 815			1,013
1/95	up to 875			1,122
7/95	up to 885			1,122

The capacity of the Walker Reception Center appears in a separate column because this facility is not intended for long term residential use and the 200 to 300 inmates in this facility on any given day will not be included in the population count that is compared to system capacity.

\*Actual Number as of 1/1/93

Assumptions:

1. Parole eligibility at 50 percent less good time
2. New facilities open as completed.
3. Cybulski available for females 9/1/93 until 7/1/94 when York opens.
4. Union Avenue, Jennings Road and Litchfield close 7/1/93
5. Full Doubling of new celled facilities.

Table Two				
DOC POPULATION MANAGEMENT PLAN				
January 1993 - July 1995				
MALES				
DATE	FACILITIES	SHR	COMMUNITY RELEASE	PAROLE**
1/93*	10,421	3,563	282	591
7/93	up to 10,700	3,100	up to 300	up to 660
1/94	up to 11,400	1,600	up to 500	up to 1,025
7/94	up to 11,900	600	up to 500	up to 1,475
1/95	up to 12,400	0	up to 500	up to 1,765
7/95	up to 12,700	0	up to 500	up to 2,150
FEMALES				
1/93*	634	491	49	49
7/93	up to 675	425	up to 60	up to 55
1/94	up to 735	220	up to 100	up to 90
7/94	up to 815	85	up to 100	up to 125
1/95	up to 875	0	up to 100	up to 155
7/95	up to 885	0	up to 100	up to 190

Table two shows the DOC management plan with the estimated number of persons in facilities, SHR, community release and parole for the period January 1, 1993, to July 1, 1995.

\*Actual Numbers

\*\*Assumes Eligibility at 50 Percent Less Good Time

**SECTION III**

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## STATUS OF INITIATIVES

The Prison and Jail Overcrowding Commission continues to support a two-part strategy in responding to the problems of prison and jail overcrowding. The components of this strategy are:

The development and expansion of a range of programs and sanctions which offer the courts alternatives to incarceration; and,

The construction of sufficient new prison and jail beds.

The following section provides information about the status of both alternative and facility programs.

### A. ALTERNATIVES TO INCARCERATION

Programs which divert to the community less serious offenders who would otherwise have been in DOC custody have been crucial to managing the overcrowding crisis and are essential to achieving the goals of P.A. 90-261, AN ACT ELIMINATING THE SUPERVISED HOME RELEASE PROGRAM and P.A. 90-213, AN ACT CONCERNING ALTERNATIVE SANCTIONS.

Broadly speaking, the goals of these Acts are the restoration of integrity, deterrence and punishment within the criminal justice system. In 1990, the PJOC developed a strategy for achieving these goals which depended in large measure on developing 4,000 alternative placements per day by the end of 1993. By the close of 1992, alternative placements reached nearly 3,500 per day.

## JUDICIAL BRANCH

The Judicial Branch is the lead agency in funding, operating, managing and coordinating alternative incarceration programs. The Office of Alternative Sanctions (OAS) has primary responsibility for coordinating alternative sanction and diversion programs and insuring that bed savings goals are met. The Bail Commission and the Office of Adult Probation (OAP) are Judicial Branch divisions providing direct supervision to over 50,000 accused and sentenced offenders.

### 1. Office of Alternative Sanctions

Alternative sanctions are not only alternatives to incarceration, but alternatives to non-meaningful punishments which often result from congested courts and overcrowded prisons, conditions which undermine efforts to mete out equitable punishments and insure a criminal justice system with integrity and deterrence.

Alternative sanctions include any punishments which are more restrictive than straight probation and less punitive than confinement. Sanctions must be broad enough that they take into account public safety, the nature and severity of the offense committed, the offender's background, and the impact of the offense on the victim.

In 1990, Public Act 90-213 authorized the creation of the Office of Alternative Sanctions in the Judicial Branch. OAS has assumed overall responsibility for coordinating alternative programs within the



Branch, contracting with private providers for direct services to offenders, assuring that bed saving targets are met, and developing educational and informational programs on sanctions for judges, prosecutors, and other court personnel.

a. The Alternative Incarceration Centers (AIC's)

AIC's are non-profit community agencies under contract to the Judicial Branch which provide monitoring, supervision and a range of social and treatment services to clients referred by the criminal justice system. The development of an AIC network capable of serving all of the state's courts has been a key component in the PJOC's goal of diverting, by the end of 1993, 4,000 offenders otherwise bound for prison. The AICs work with clients referred by the Bail Commission (56% of active cases), the Office of Adult Probation (25%) and the Department of Correction (19%).

The AICs serve clients who would otherwise be incarcerated. Clients typically are repeat offenders who have been involved with drugs, have poor employment histories, and weak family ties. The primary role of the AIC is to offer the courts a supervision and monitoring option (drug testing is required for most AIC clients) as well as a range of offender services and treatment. All AICs provide drug and alcohol counseling, crisis intervention, employment assistance, and housing assistance and some AICs, including those in Hartford, Waterbury and Middletown have short term residential components. Sentenced offenders also participate in up to two days a week of supervised community service.

The AIC program was developed in 1987 and through 1990 was jointly funded by the Judicial Branch and the Department of Correction. In 1991, the Office of Adult Probation assumed full funding responsibility. Careful supervision of clients, and the support of the Office of Alternative Sanctions, have helped increase the number of referrals to the program. Currently, AICs are operating in 17 cities, serving courts statewide. There are currently 1,525 AIC slots that provided services to approximately 7,500 clients in 1992. Effective January 1, 1993, the number of AIC slots increased by 300.

b. Day Incarceration Center

During 1991, the Judicial Branch contracted with the Connecticut Prison Association to operate a 40 slot pilot Day Incarceration Center in Hartford. The Center provides a high level of non-residential supervision and intensive programming for offenders who do not require incarceration. The Center provides close supervision seven days a week, 8:30 AM to 5:00 PM. When offenders are not present at the Center they are supervised by electronic monitoring or in the AIC residential program.

Offenders supervised in day incarceration are required to participate in education programs, individual and group counseling, and vocational programs. Offenders are also required to participate in community service programs supervised by Center staff.

## 2. The Bail Commission

The Bail Commission interviews arrestees not released by the police and recommends pretrial release conditions to the court intended to assure a defendants appearance in court. The work of the Bail Commission has been a major factor in reducing pretrial incarceration numbers since 1981.

In 1989, the incarcerated pretrial population represented 31 percent of the DOC population. The Bail Commission, Courts and the DOC set out to reduce this number, thus making more beds available for

sentenced offenders. By December 1991, the number of persons incarcerated while awaiting trial was reduced to 15 percent of the DOC population and as of December 1992, stood at 15.9 percent. This was accomplished by developing new and expanded programs such as Supervised Pretrial Release, Early Screening and extensive use of Alternate Incarceration Centers (AICs).

The Pretrial Release Program has made a particularly effective contribution to reducing the accused incarcerated population. During FY 91 the program supervised 9,479 individuals, and in FY 92 supervised 10,791. This program identifies non-serious offenders who are unsuitable for release on a written promise to appear because of histories of failing to appear, previous felony convictions, no family ties or poor employment histories. The Commission refers these clients for supervision and treatment to social service agencies and AICs.

The Commission's reinterviewing program is an essential part of their pretrial release activities. Under this program Bail Commissioners make regular visits to DOC facilities, reinterviewing unsentenced prisoners who have been unable to make bail and, whenever possible, recommending that the court release them to a community alternative program, frequently an AIC. Between January and October of this year, project staff reinterviewed an estimated 1,300 inmates, resulting in the release of 620 pretrial defendants.

### 3. Office of Adult Probation

The Office of Adult probation (OAP) is the primary alternative to incarceration in Connecticut. The OAP caseload currently stands at over 48,000, of which 46 percent are felons. Also, the active caseload has been steadily increasing, from 54 percent in 1987 to 70 percent this year, reflecting a significant increase in the seriousness of the cases. The average caseload per probation officer is 198, with 139 of these offenders classified as active.

#### a. Alternative Incarceration Program

An Alternative Incarceration Program (AIP) was authorized by Public Act 89-383, and offers the court a new sentencing option under which a qualified defendant may be ordered to participate in an alternate incarceration program in lieu of imprisonment. The options developed by the AIP program constitute a "menu" of alternatives which can be used singly or in combination. The menu elements include:

- \* Intensive Probation Supervision
- \* Electronic monitoring (including curfew, home detention, home incarceration)
- \* Community Service Restitution
- \* Community Service Labor Program
- \* Financial restitution
- \* Fine and contribution
- \* Bond posting
- \* Halfway House placement
- \* Residential placement (substance abuse)
- \* Alternative Incarceration Center
- \* Sex offender supervision and treatment

- \* Drug team supervision
- \* Wilderness School
- \* Social Service treatment programming
- \* Substance abuse monitoring
- \* AIDS Education
- \* Day Incarceration Center

From July 1, 1991, through September 30, 1992, the court referred 1,502 offenders to OAP for assessment and AIP sentencing. Approximately 80 percent of these offenders were ordered into AIP programs.

b. Intensive Supervision Drug Unit

OAP maintains an intensive supervision drug unit which provides a high level of supervision for drug abusing offenders in jeopardy of probation revocation or under a court mandate to stay drug free. It is characterized by small caseloads, usually about 40 probationers per officer. There are seven probation officers in this unit.

c. Community Service Labor Program

The Office of Adult Probation also operates a Community Service Labor Program as authorized in Section 53a-39c, C.G.S. OAP has contracts with ten AICs to monitor referred cases. The program is restricted to certain substance abusers who qualify, by statute, and petition for treatment in the program through the courts.

## PUBLIC DEFENDER SERVICES COMMISSION

The Division of Public Defender Services employs fourteen (10 FTE) social workers who provide pretrial services and alternative sentence planning. The pretrial services include finding shelter, treatment programs, counseling and job training for offenders. At the time of sentencing, based in part on information provided by the social worker staff, the public defender is able to provide the court with specific alternative sentencing recommendations.

Public defenders refer clients who are facing jail/prison time to social workers who work with the client until sentencing. The social workers screen clients to determine problems and make referrals to appropriate agencies. In many instances, the social worker will develop psycho-social information and refer clients for appropriate evaluations. The attorneys will consult with the social workers and may use the information gathered at the pretrial stage for plea-bargaining purposes. The information gathered will also be used at sentencing. The information gathered may take the form of a written sentencing plan or a short memo that the attorney will present orally at the time of sentencing arguments.

During FY 92, 1,873 alternative sentencing plans were prepared by public defender social workers. The Court fully accepted 1,027 of these plans. In most instances these plans required referrals to substance abuse treatment programs.

## DEPARTMENT OF CORRECTION COMMUNITY PROGRAMS

### 1. Halfway Houses

The Department of Correction operates or contracts for twenty-five residential halfway houses. The programs facilitate an inmate's transition from an institution to community living and offer meals, personal and family counseling, job development, substance abuse monitoring, substance abuse treatment, as well as housing assistance. Many halfway houses provide specialized mental health and substance abuse treatment services. Residents usually need more supervision than they would receive in the SHR program or on parole. After release from a halfway house, an offender is usually placed on SHR or, as SHR is gradually phased-out, community release or parole.

In 1980, there were 50 halfway house beds under contract to DOC. During the eighties the DOC expanded the program and will have 700 beds, including a program for women and their children, under contract by the end of FY 93. During the past year, DOC halfway houses provided residential services and supervision to approximately 2,400 offenders.

The DOC also contracts for 30 emergency shelter beds for individuals under DOC supervision who would otherwise be homeless.

### 2. Supervised Home Release

During the 1980's SHR became the major safety valve to avoid an emergency release of inmates as authorized under Section 18-87f, C.G.S. The program, run by DOC, allows sentenced offenders to be released directly to approved community residences (Section 18-100, C.G.S.).

Supervision is provided by the Parole Division of the DOC and SHR participants must report to their parole officers, undergo substance abuse or mental health counseling, and be available for home visits. For higher risk offenders, the DOC uses electronic surveillance to monitor compliance with program requirements.

Begun in 1984, the program grew gradually and was operated much like traditional parole programs. However, in 1988, the pressures of overcrowding forced the program to become the primary population control measure used by the DOC.

This change is dramatically illustrated by the fact that in January of 1988 there were about 800 offenders on SHR. By November of 1990, that number had grown to over 6,000. State law prohibits certain offenders from participating in the program, including those whose crimes resulted in a death. However, prior to the implementation of more stringent time served standards in 1991 and 1992, most eligible offenders were released to the program after serving fourteen percent or less of their

sentences. In response to a PJOC recommendation and general dissatisfaction with SHR, legislation was enacted eliminating to the program by July 1, 1993.

The SHR population decreased 26 percent from 5,448 in January of 1992 to 4,053 on January 5, 1993. The population actually on SHR as of July 1, 1993 is projected to steadily diminish to zero by the end of 1994.

### 3. Parole

The Board of Parole is located within the Department of Correction for administrative purposes. Its mission is to determine when an eligible individual should be granted parole and what conditions should be attached.

Public Act 90-261, AN ACT ELIMINATING THE SUPERVISED HOME RELEASE PROGRAM called for a set of actions that included re-establishing the screening and release authority of Connecticut's Board of Parole. Subsequent legislation passed in 1992 (Public Act 92-44), AN ACT CONCERNING PAROLE ELIGIBILITY, extended the release authority of the Board of Parole to anyone convicted of one or more crimes who received a definite sentence or aggregate sentence of more than one year and who has been confined for at least one-half of the sentence imposed by the court.

The workload of the Board of Parole has increased substantially since its screening and release authority was reestablished in 1990. During three months of operation in 1990, the Board held 21 hearings and took 612 administrative actions. In 1991 the number of hearings and administrative actions increased to 88 and 3,359 respectively. During 1992 there were 111 actual and scheduled hearing dates.

The number of persons supervised on parole increased from 350 in October of 1990 to 622 as of December 1, 1992, a 78 percent increase.

Both the workload of the Board of Parole and the number of persons supervised on parole will increase sharply as a result of the elimination of release to SHR, effective July 1, 1993.

## B. FACILITY DEVELOPMENT

Since 1987, more than 5,200 new correctional beds have been completed and, until 1992, virtually all were in the form of dormitory housing. 1992 marked a milestone in our efforts to add new beds to the DOC system. After struggling for several years with dormitories as the only available new bedspace, major new celled facilities are finally coming on line. This will greatly improve the DOC's ability to manage the serious offender population.

Information presented in this report on future population growth indicates a continuing need to implement the State's new facilities program as a key component in managing prison overcrowding. The completion of new jail and prison beds remains a top priority, in order to protect public safety, close older facilities, and assure that repeat and serious offenders are incarcerated and serve their sentences. By July, 1995, over 2,000 additional beds will be completed. All but 300 of these additional beds will be secure cells.

## 1. Facilities Completed in 1992

### Walker Reception Center (300 cells)

At the Walker Reception Center, a 300 cell intake and classification unit in Suffield, newly sentenced offenders will be screened, evaluated, and placed in the most appropriate prison or program according to security requirements and individual needs. This will allow for more effective management of the inmate population and better use of alternative programs.

The Reception Center is not intended for use as a long term residential unit for sentenced offenders. Rather, inmates would typically spend only two to three weeks there, undergoing diagnostic tests and evaluation before transferring to another facility. Consequently, the 300 cells at Walker are not being added to the system's capacity limit. Nevertheless, the 200-300 inmates housed in the Center on any given day will not be included in the population count that is compared to system capacity.

### Garner Correctional Institution (408 Cells)

The Garner Correctional Institution is located in Newtown and was originally intended for use as a 408 cell medium security jail serving the western portion of the State for pretrial and short-term sentenced inmates. However, a decline in the number of pretrial detainees under DOC supervision has led to the confinement of the entire male pretrial population in four regional centers located in Bridgeport, New Haven, Hartford and Montville and the subsequent conversion of Garner from a pretrial to a sentenced offender facility. Currently, there are about 200 inmates in Garner. The facility has a capacity of over 700 with full double celling.

### Gates Dormitory (208 beds)

This project consisted of a dormitory expansion of the existing facility in East Lyme and relies on the existing institution for many support services.

### Cybulski Dormitory (300 beds)

This project consisted of a self-contained 300 bed dormitory on State-owned land in Somers. Construction began on this 100,000 square foot facility in April 1990. Construction was completed in the fall of 1992. However, operating funds are not available in FY 93.

## 2. Facilities Under Construction

### McDougall Correctional Institution (500 cells)

This major new facility in Suffield will serve as a 500 cell medium security prison, and is adjacent to the Walker Reception Center. This facility is nearing completion, with occupancy anticipated by January, 1994. With full doubling, McDougall has a capacity of approximately 900 inmates.

#### Eastern Connecticut Correctional Institution (408 cells)

This 408 cell medium security prison is located in Montville and will serve the Eastern portion of the State for sentenced inmates. Property at the existing Montville Correction Center was used as the location for this project. Construction began in 1991, with occupancy scheduled for the fall of 1994.

#### York Correctional Institution for Women (350 cells)

The State is constructing a modern 350 cell prison for women which will supplement and, hopefully in the future, replace the existing facility in Niantic. This new prison, located on the grounds of the present facility, would house both pretrial and sentenced inmates. This institution is under construction and occupancy is anticipated in July, 1994.

#### Special Management Prison (300 cells)

There is a critical need for a facility of the highest security level to house the most dangerous offenders in the correctional system. The State is addressing this need by constructing a stand-alone, maximum security prison of 300 cells on state-owned land in Somers. Construction began in late 1991 and will be completed in 1995.

#### Cheshire Renovation (200 Additional Cells)

Several projects are underway to add beds and renovate existing space at Cheshire. These projects include construction of two new housing blocks of 300 cells each. These projects will replace 400 existing cells in the antiquated North Block. When all construction is completed the net increase in new cells will be 200. Concurrently, an upgrading of support services is underway. The Cheshire renovation projects are under construction and will not be fully completed until the fall of 1993.