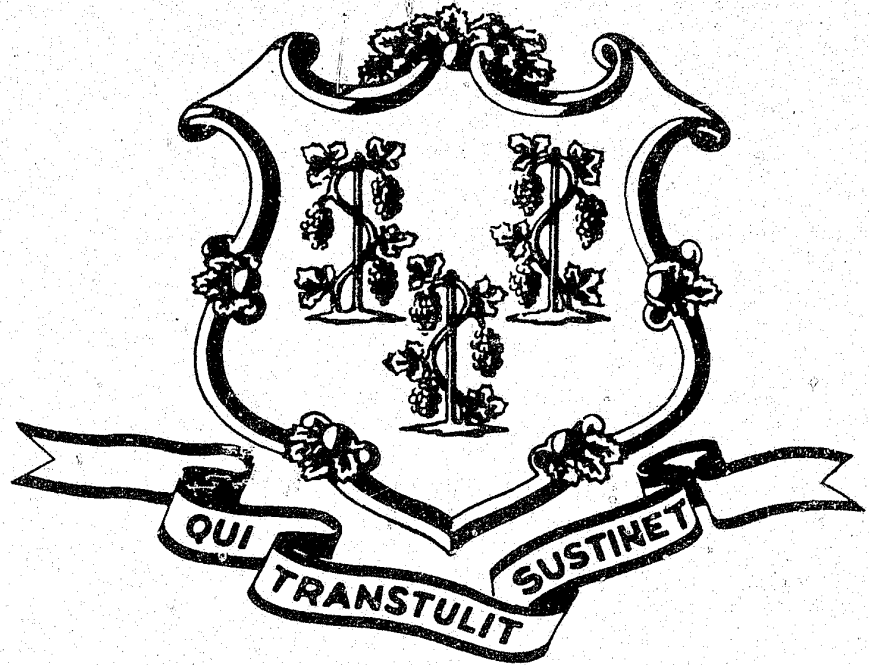


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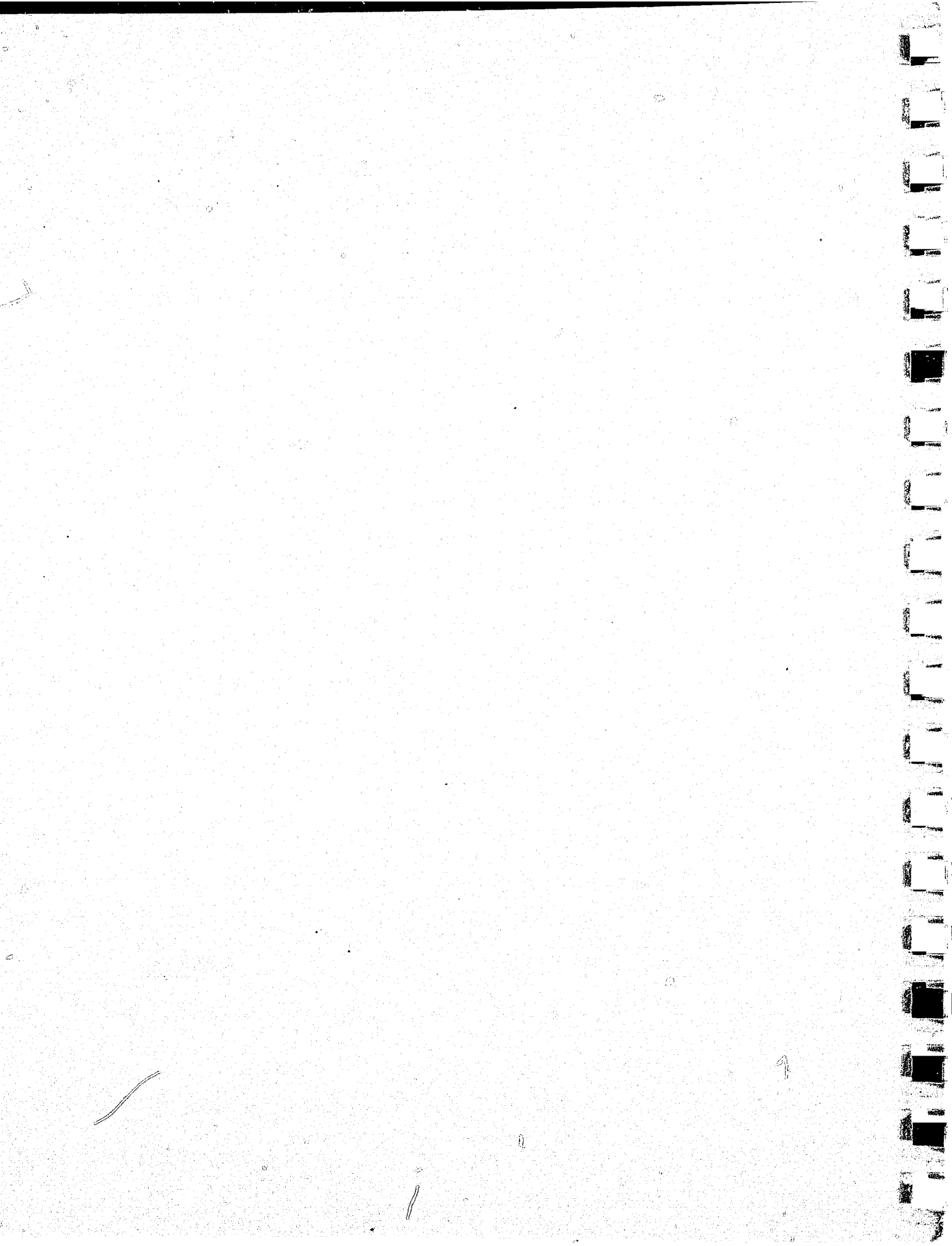


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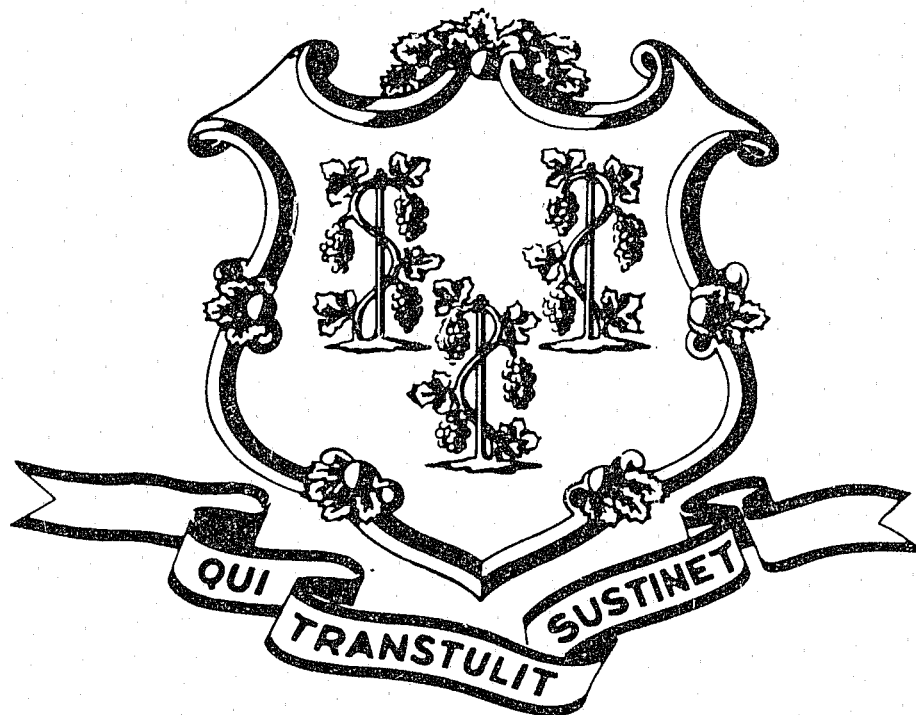
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THE  
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CONNECTICUT PLANNING COMMITTEE  
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THE CRIMINAL JUSTICE SYSTEM IN CONNECTICUT--1975

"Existing Law Enforcement Systems and Available Resources"  
and "Areas of High Crime Incidence" from the 1975 annual plan  
submitted by the Connecticut Planning Committee on Criminal Administration  
to the Law Enforcement Assistance Administration

December 3, 1974

The Connecticut Planning Committee on Criminal Administration

75 Elm Street, Hartford, Connecticut 06115

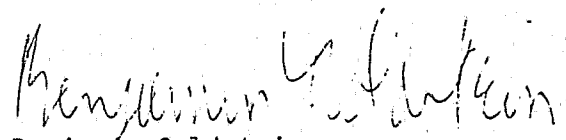


## FOREWORD

Working toward what could be and what should be necessarily begins with what is--meaning, in law enforcement and criminal justice, the existing agencies, the laws on the books, the available personnel, the money, the policies, etc. To this fact, in part, we owe this volume.

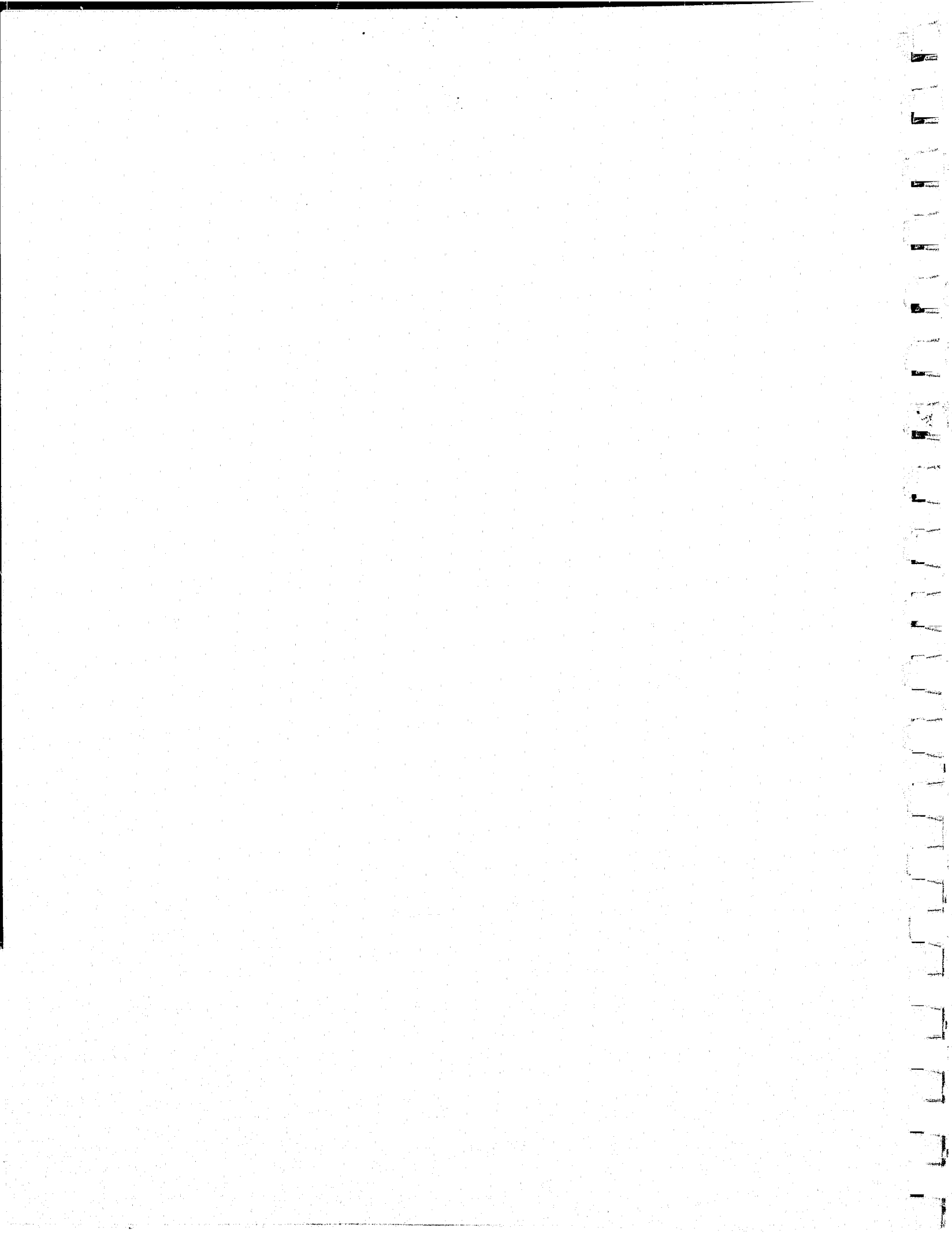
The Connecticut Planning Committee on Criminal Administration publishes this description of major components of Connecticut's criminal justice system in an attempt to share a small part of the funds of information it gathers in the course of its statewide criminal justice planning.

We hope this second edition of The Criminal Justice System in Connecticut will underline the Planning Committee's role, not merely as the dispenser of federal crime-fighting funds, but as a resource to both justice professionals and the public and as a highly significant catalyst for the improvement of Connecticut's criminal justice system.



Benjamin Goldstein  
Acting Executive Director

May 15, 1975





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## The Connecticut Planning Committee on Criminal Administration

Alarmed by rising crime in this country, in 1968 the United States Congress passed the Omnibus Crime Control and Safe Streets Act which instituted a program of federal grants for law enforcement, crime control, and criminal justice purposes.

To administer the program at the federal level, the Act set up the Law Enforcement Assistance Administration. Since the program proposed a single block grant to each of the states, the Safe Streets Act also necessitated the creation by each state, as a prerequisite to receiving funds, of a state criminal justice planning agency. These agencies' responsibilities were to include assessing and planning for the improvement of the state's law enforcement and criminal justice, setting up an annual program for spending the state share of LEAA funds, awarding and administering this money, and monitoring and evaluating the projects funded.

In 1968 the Connecticut Planning Committee on Criminal Administration was established by order of the Governor as Connecticut's state criminal justice planning agency. It is one of 55 such state agencies in the United States and its territories.

The CPCCA's decision-making body is a nine-member Executive Committee, named by the Governor from the full 28-member Planning Committee, all of whom the Governor appoints. The Planning Committee includes, as required by the Crime Control Act and subsequent legislation, representatives of major law enforcement and criminal justice agencies, justice professionals, persons in state and local government and related fields, and concerned laypersons.

An agency of approximately 40 professional and clerical employees provides the Planning Committee with day-to-day staff support, operating under an Executive Director who is also appointed by the Governor.

While 60 percent of the state's federal "planning grants" supports the central agency's operations, the other 40 percent is "passed through" to operate seven regional criminal justice planning offices around Connecticut.

Each year staff planners in the areas of police, the courts, corrections, juvenile delinquency, drugs and alcohol, organized crime, manpower, and information and communications systems--with assistance from advisory boards of criminal justice professionals and laypersons as well as regional office personnel and their local supervisory boards--produce the CPCCA's statewide comprehensive plan. This includes a review of the state's crime problems and system needs and its criminal justice resources (the materials that make up this volume). The annual plan also proposes solutions to the problems along with system improvements and sets up "action programs" geared to implementing these.

After the plan is approved by the Executive Committee and accepted by the LEAA, Connecticut receives its annual block grant--this totalled \$7,895,000 in 1974 and \$7,824,000 in 1975; under LEAA's proposed 1976 budget, \$6,690,000 is expected. The state's share of the total LEAA appropriation is calculated on the basis of population. To these figures, each year the State of Connecticut adds state "matching funds."

Once Connecticut's block grant is approved by LEAA, the CPCCA conducts its annual funding round. During this period regional offices, central office staff, and advisory committees review applications from state and local agencies for grants under the action programs set out in the annual plan. Staff and advisory committee recommendations and comments are forwarded to the Executive Committee which makes final decisions to award or deny.

Generally the current crime control Act earmarks LEAA funds for new and innovative programs and major improvements to states' criminal justice systems.

Besides awarding crime fighting grants, the CPCCA and its regional planning offices provide a variety of technical assistance. They also help Connecticut applicants apply for direct awards of LEAA "discretionary funds." The CPCCA makes recommendations on these to the LEAA Boston regional office, which approves such grants, and administers these awards. Discretionary grants are ordinarily awarded to programs with national implications or projects in special crime problem areas.

From 1969 through 1974 a total of over \$31 million in LEAA action funds has been made available to Connecticut through the CPCCA along with over \$3 million in planning funds. The state's 1975 grants will bring the action total close to \$39 million and the planning grant total to nearly \$4 million. Since 1969 Connecticut has also received roughly \$4.25 million in discretionary grants. A number of major CPCCA-funded projects are described in the "Special Programs" sections in this volume's Appendices "A" through "G."

# The Criminal Justice System in Connecticut

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## PREFACE

What is provided in this material is a readable and hopefully useful description of the criminal justice system as it presently exists in the State of Connecticut. It is to be noted at the outset that any attempt to comprehensively review each and every component of that system would be a more expansive undertaking than that envisioned for this limited publication. Aside from the mammoth effort which would be required for a truly comprehensive look at each facet of the criminal justice system, the voluminous product of such an effort would defeat the intended utility of this publication. In addition, any such effort would be continually frustrated by the many on-going changes which affect the structures, procedures and general attitudes contained within that system.

In contrast to such an unwieldy endeavor, the material which follows attempts to provide the reader with a general overview of the state's criminal justice system in an efficient and effective manner. Both a narrative (based on an "offender-flow scheme") and an extensive series of appendices are utilized. The narrative begins with an introduction which briefly describes the incidence of crime in Connecticut, and it then proceeds to follow the "flow" of an offender through the system. At each major stage in the flow scheme, the narrative makes note of the various avenues which exist for channelling an offender out of the criminal justice system.

It should also be noted that the narrative section of this material gives separate attention to the "adult" and "juvenile" criminal justice systems. Given the presently prevailing attitude that juvenile offenders ought to be treated and have their cases adjudicated in a manner different from that of adult offenders, a separate discussion of the juvenile system was deemed appropriate.

For those individuals who are interested in detailed information on any particular segment of Connecticut's criminal justice system, the following appendices to the narrative are provided:

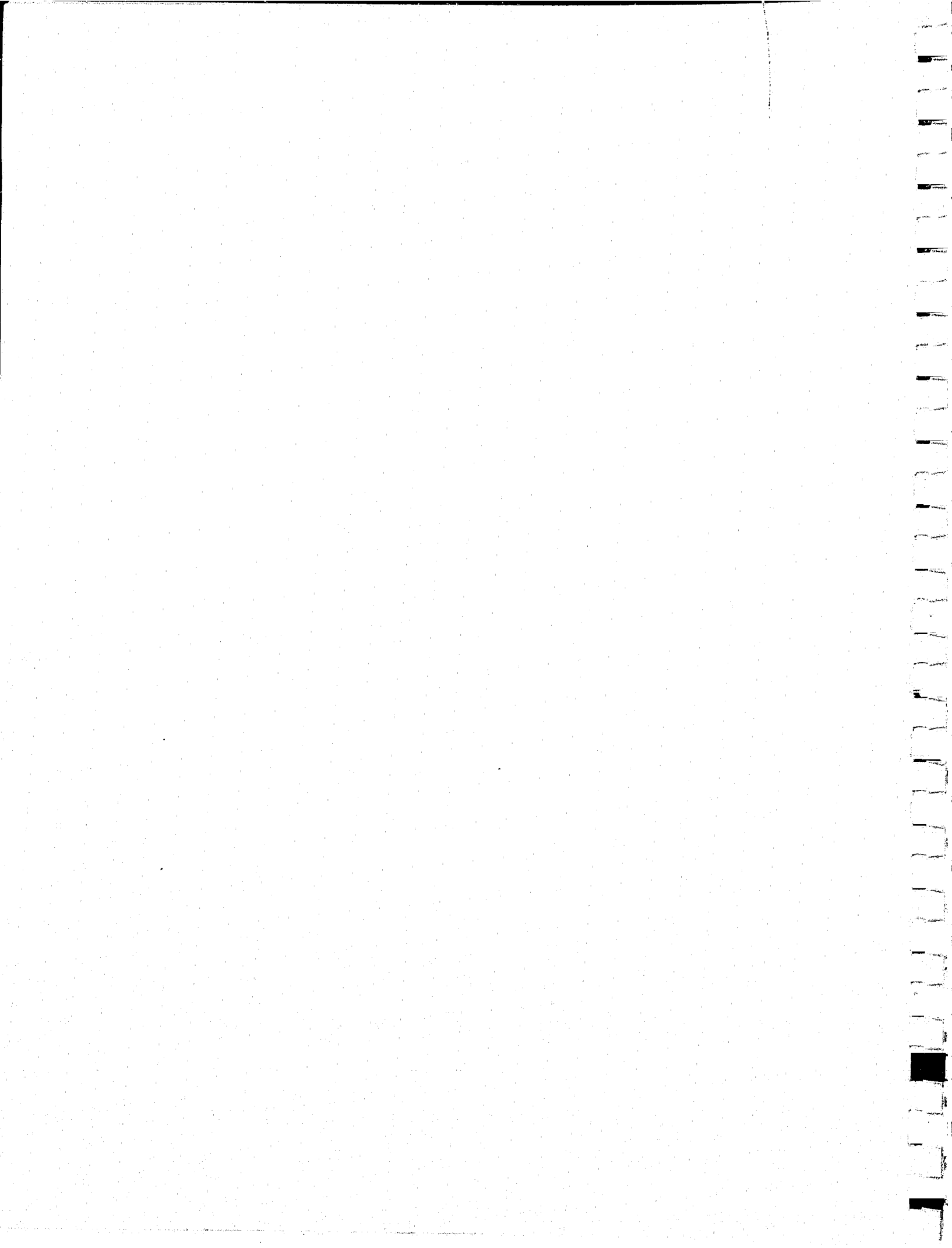
- Appendix A - Connecticut State Police
- Appendix B - Municipal Police Departments
- Appendix C - Connecticut Judicial Department
- Appendix D - Juvenile Court
- Appendix E - Department of Adult Probation
- Appendix F - Department of Correction
- Appendix G - Department of Children and Youth Services

Each appendix is organized to present the following information:

- I Statutory Authority and Jurisdiction
- II Administrative Structure - Duties and Responsibilities
- III Budget
- IV Personnel/Salary Range
- V Special Programs
- VI Caseloads

Finally, these materials point out some of the areas of past, present and future concern of the Connecticut Planning Committee on Criminal Administration (CPCCA) in its efforts to help improve Connecticut's criminal justice system and, concomitantly, the quality of justice received by the citizens of the state. Specifically highlighted are certain programs, initiated and/or supported by the CPCCA, which are directed at constructive reforms and improvements in the system.

ADULT CRIMINAL JUSTICE SYSTEM



## INTRODUCTION

In order to gain the proper perspective for reviewing the flow of an offender through Connecticut's criminal justice system, it is important to consider, first, the volume of criminal activity with which that system must deal, and, second, the general characteristics of that system. With respect to volume, the reader must use caution when considering the approximations which follow. While most of the available data on crime in the United States is susceptible to varying types of methodological and compilation criticisms, the figures which follow were the best available to the Planning Committee and do constitute a reasonably valid representation of the overall picture and parameters of crime and the handling of criminal matters in the State of Connecticut. With caution in mind, then, let us assume the following:

- (1) The estimated number of "Index I Crimes" (i.e., murders, rapes, aggravated assaults, robberies, larcenies, and auto thefts) committed in Connecticut matches the national averages which have been estimated through national victimization studies. (See the LEAA "News Release" concerning the "Preliminary Report of the Impact Cities Crime Survey Results.")

Based on that assumption, the estimated number of Index crimes committed in Connecticut during the year 1973 would be approximately 293,000.

- (2) The number of Index crimes reported to the Connecticut law enforcement officials is more or less accurately reflected in the F.B.I. Uniform Crime Reports.

Based on that assumption, the number of Index crimes reported to police officials by Connecticut citizens during 1973 would be approximately 112,700 or 39% of the estimated number of Index crimes committed.

- (3) The number of arrests for Index crimes is more or less accurately reflected in the F.B.I. Uniform Crime Reports.

Based on that assumption, the number of arrests reported by Connecticut police for Index crimes during 1973 would be approximately 21,700 or 19% of the Index crimes reported and 7.4% of the estimated Index crimes committed during that period.

The implications which can be drawn from these figures strongly suggest that there is a real need to significantly increase citizen awareness and responsibility for combatting the rising crime problem confronting not only Connecticut but the nation as a whole. In addition, the need for increased effectiveness and efficiency on the part of our law enforcement and criminal justice personnel is also clearly indicated in these figures.

When one attempts to follow the processing of these Index crime arrests through the courts of Connecticut, one runs into insurmountable obstacles.

First, one person may be arrested for more than one criminal act, whether reported or unreported. Therefore, the following figures cannot be directly related to the prior statistics.

Second, while it is known that the Superior Court disposed of approximately 2,777 criminal cases during fiscal year 1974, figures are not readily available on what percentage of those cases involved Index crimes. (It is clear, however, that all 2,777 cases involved felonies [see Appendix C - "Connecticut Judicial Department" for a description of criminal jurisdictions].)

The same problem is present when one attempts to isolate Index crimes disposed of by the criminal court with jurisdiction over misdemeanors and some class D felonies. It is known that the Circuit Court handled approximately 270,800 criminal matters including both motor vehicle (170,000) and non-motor vehicle (94,800) cases during calendar year 1973, but the percentage of Index crimes disposed of by the Circuit Court during that period cannot be determined.

Third, when considering conviction rates for those cases handled by Connecticut courts, it is again very difficult to detect the percentage of Index crimes which are eventually reduced to convictions. Based on Judicial Department statistics, 73% or 2,025 of the criminal cases disposed of by the Superior Court in fiscal year 1974 resulted in convictions, and approximately 48% or 45,500 of the non-motor vehicle violation cases handled by the Circuit Court in calendar year 1973 resulted in convictions with an additional 42% of the cases being nolle.

Fourth, before moving on to the area of "Corrections", it is important to note the percentage of criminal convictions which result in the imposition of a jail (correctional center) or prison (correctional institution) term. Approximately 62% or roughly 1,265 of all convictions in the Superior Court during fiscal year 1974 resulted in the incarceration of the offender, and approximately 17% or roughly 7,850 of all convictions in the Circuit Court for non-motor vehicle violations during the calendar year 1973 resulted in the incarceration of the offender.

Turning finally to Corrections, let us assume the following:

- (1) The rate of recidivism for individuals incarcerated in a Connecticut Correctional Institution (i.e., sentenced to a term of one year or more) is somewhere in the vicinity of that reported by the Hartford Courant in its ten year study (see Simon, Stan, and William Cockerham, "State's Prisons Fail to Deter or Help Most Criminals" [Hartford, Connecticut: The Hartford Courant Co., 1974].)

Based on that assumption, the rate of recidivism for individuals incarcerated in a Connecticut Correctional Institution would approach 75%. Since only people sentenced to one year or more are incarcerated at these institutions and 1,365 were so sentenced during calendar year 1973, it suggests that approximately 1,025 of those incarcerated for felonies in 1973 will recidivate at some point in the future.

The implications which can be drawn from this figure suggest that the criminal justice system as a whole has a long way to go in meeting the needs of both society and the offender. The necessity for a reassessment of criminal justice goals, the development of more effective programs and the initiation of wide-ranging improvement efforts throughout the entire system remain quite manifest.

With respect to the "general characteristics" of the criminal justice system in Connecticut, it must be recognized that the system is primarily "response-oriented." That is, the various actors in the system, as well as the system as a whole, operate in response to both changing crime rates and the precipitating effects of those changing rates on the demands being made by society. As crime rates increase, law enforcement officials are expected to do something about the increases. The police may respond by making more arrests. More arrests, however, result in greater burdens being placed on prosecutors, public defenders and the already back-logged dockets of the courts. In addition, the increased visibility of crimes generally leads to a public demand for harsher punishment of offenders. The courts, then, may be inclined to incarcerate convicted persons in greater numbers. Increased rates of incarceration, however, drastically affect the ability of the Department of Correction to deal effectively with the individual inmate.

While the ability of the system to respond in an effective manner to varying caseloads and societal demands is a factor to be considered when discussing the reduction and prevention of criminal activity, one must look beyond the system itself when searching for ways to stem the alarming increases in crime presently being experienced in Connecticut and the rest of the nation. Our educational institutions, religious organizations, the business community and the citizenry itself must accept a large part of the burden in the fight against crime if present crime trends are to be effectively reversed.

In addition, even abbreviated discussions of this nature lead to many other questions concerning the causes of criminal behavior and activity. What are the relative effects, for example, of inflation, unemployment, geographic mobility, rising divorce rates, quality of education and available private and public social services. While it is clear that Connecticut's official criminal justice system must address a large number of internal problems, it is also apparent that rising crime rates cannot be dealt with by this system alone.

The "offender-flow" narrative which follows this introduction tracks a criminal offender through the entire adult offender system. In view of the information provided in this introduction, however, it is necessary to make certain assumptions in that narrative. For example, it is necessary to assume that a crime has been reported to or observed by the police. In addition, it is necessary to assume that an arrest has been made for that crime and that the defendant's case has been adjudicated by trial rather than plea bargaining. With these caveats in mind, we can proceed to a description of the existing criminal justice system in Connecticut.

## Commission, Detection and Apprehension

Title 53a of the Connecticut General Statutes (Revision of 1958), the Penal Code, sets out and defines those offenses against the state, persons, and property which are to be prosecuted in the criminal courts of Connecticut. Offenses, as described in C.G.S. §53a-24, include both "crimes" (i.e., felonies [crimes involving a penalty of imprisonment for more than one year] and misdemeanors [crimes involving imprisonment of up to one year]) and "violations" (i.e., offenses which are not crimes and for which the only authorized sentence is a fine).

As mentioned in the introduction, this narrative will presume that crime prevention efforts have not deterred a particular individual from committing one or more of the criminal offenses contained in the Penal Code. In many instances, in most for certain crimes, the offense would be likely to go unreported and undetected.<sup>2</sup> Consequently, many individuals who commit crimes never even enter the criminal justice system for adjudication. In order to proceed with the "offender-flow," however, the second presumption is made that the criminal activity has, in fact, been reported to the police or observed by a law enforcement official.<sup>3</sup>

If the crime were reported to police headquarters by a citizen, a radio dispatcher would, in most instances, direct a police officer or officers to make an initial investigation of the reported crime.<sup>4</sup> Similarly, a police officer who observed or detected the commission of a crime would proceed to conduct an initial investigation, and, if possible, make an on-the-spot arrest of the criminal.<sup>5</sup>

Depending on the circumstances surrounding the offense, this initial investigation might range from taking statements of witnesses to requesting assistance from specialized police personnel such as an available "mobile crime lab" unit.<sup>6</sup> The appropriate investigators would solicit detailed information on the offense involved, gather all physical evidence, take statements of the victim (if any) and witnesses, and collect all other materials which might prove useful in identifying and apprehending the perpetrator of the offense. All physical evidence would then go to the appropriate laboratory for examination and analysis, and the investigating officers would file reports on their initial investigation.<sup>7</sup>

Based on the materials gathered in this initial investigation, the police would first need to decide whether or not a criminal offense had, in fact, been committed. Once it was determined that a crime had occurred, the police would classify each offense as a felony, misdemeanor or violation, and subsequently as a breach of a particular section of the Penal Code. Depending on the size of the police department, the volume of cases being handled by the department, the severity of the crime, and the quality and quantity of information and evidence obtained in the initial investigation (all these being factors which dramatically affect the capacity of law enforcement officials to investigate criminal activity), a decision would be made as to whether the case should be closed without solution or go forward with additional investigative activities.<sup>8</sup> Once again, most criminal actors will never enter the criminal justice system due to lack of manpower, scanty evidence, frightened witnesses, and so on.



Assuming sufficient factors existed for going forward with the case, a follow-up investigation would ensue.<sup>9</sup> This second investigation would normally be conducted by one of the specialized units (e.g., detective division, narcotics unit, vice squad, etc.) of the law enforcement agency with jurisdiction in the matter. Investigators would utilize analytical reports on the physical evidence obtained in the initial investigation, existing witnesses might be reinterviewed and new witnesses sought, all available leads would be pursued, and so on.<sup>10</sup>

If successful, this follow-up investigation would result in a suspect being identified as the probable criminal actor. Depending on the quality and significance of the evidence acquired through investigation and identification procedures, a number of steps might then be taken. The suspect, although not formally arrested, could be asked to voluntarily submit to questioning by the police. (Note: If the police were focusing in on this individual as the probable criminal actor, he would receive his Miranda warnings before the questioning began.) If, however, the police had sufficient evidence to establish "probable cause" that the suspect committed the offense being investigated, the police could seek an arrest warrant from the court, or a judge of the court having jurisdiction over the criminal offense involved (C.G.S. §54-43 and Sec. 126, Public Act 74-183).<sup>11</sup> If the offense fell within the criminal jurisdiction of the Court of Common Pleas, the police would prepare a file and affidavits for the appropriate prosecuting attorney's office. The prosecuting attorney would then review the materials prepared by the police, and, if he agreed there was sufficient evidence to seek an arrest warrant, he would draft an "information" (showing "reasonable cause"), present this information to the court, or a judge of the court, and request that an arrest warrant be issued (Connecticut Practice Book [C.P.B.] §828). Similarly, if the offense fell within the jurisdiction of the Superior Court, the police could prepare materials for the appropriate state's attorney's office, and the state's attorney could then seek the issuance of a "bench warrant" from the Superior Court, or a judge of the court (C.G.S. §54-43).<sup>12</sup>

In addition to, or in lieu of, an arrest warrant, the police could seek the issuance of a "search warrant." If sufficient evidence existed to show "probable cause" that the subject of the search warrant possessed or controlled evidence or property which would be relevant to the criminal proceedings surrounding the commission of a crime, such a warrant could be sought. Generally, the police would present the evidence showing "probable cause" to a state's attorney or prosecuting attorney, and the state's attorney or prosecuting attorney would then prepare a sworn affidavit which described the grounds justifying the issuance of the search warrant. The affidavit would then be presented to the court with jurisdiction, and, if the court found probable cause, a search warrant identifying the property sought and naming the person, place or thing to be searched would be issued (Section 138, P. A. 74-183). The warrant would be directed to a police official, and the police would have ten (10) days to execute the warrant (C.G.S. §54-33e). After its execution, and with reasonable promptness, the warrant, along with a written inventory of all property seized, would be returned to the issuing court. If successful, the search would provide the police with sufficient evidence to establish "probable cause" that a particular individual committed the offense under investigation, and an arrest would be made.

## Arrest

In making an arrest, the police officer would identify himself as having the proper authority to make the arrest, inform the suspected offender that he was under arrest, and then orally advise the individual of the charge or charges against him.<sup>13</sup> The arrestee would in most instances then be given the Miranda warnings, and, in addition, if the arrest were made pursuant to a warrant, good police policy calls for the arresting officer to furnish the arrestee with a copy of the arrest warrant.<sup>14</sup>

Upon completing the arrest, the arresting officer would bring the criminal defendant to the desk officer at police headquarters for purposes of entering the arrest in the station log-book and beginning the formal "booking" procedures.<sup>15</sup> (Note: "Booking" an individual refers primarily to a procedure and not to the mere logging-in of the arrest.) Upon the presentation of the individual who has been arrested to the desk officer, that individual would be given the Miranda warnings (even if the arresting officer had already advised him of his rights), and, in bailable offenses, he would be advised of his right to be interviewed concerning the terms and condition of his release (Section 142, P. A. 71-183).<sup>16</sup>

Booking the arrestee generally involves the following events:

- (a) the arrestee is fingerprinted;
- (b) his photograph (commonly known as a "mug shot" is taken; and
- (c) bail is set by the appropriate police official.<sup>17</sup>

Once the booking procedures have been completed, two issues immediately arise. First, "What type of bail has been set by the police?" and, secondly, "When is the arrestee to be arraigned (i.e., presented)?"<sup>18</sup> With respect to bail, except when the arrest is made pursuant to a bench warrant, it is the chief of police (or his authorized designate) of the police department having custody of the arrestee who sets bail in the first instance (Section 142, P. A. 74-183). If, however, the suspect had been arrested pursuant to a bench warrant issued by the Superior Court, bail would have already been set by the court or judge issuing that bench warrant (C.G.S. §54-43). In either case, bail is to be fixed at the lowest level which reasonably assures that the criminal defendant will appear before the appropriate court then in session, or next to be held.<sup>19</sup> (See C.G.S. §54-43 and Sections 126 and 142 of P. A. 74-183).

Except in cases of arrest pursuant to a bench warrant, the police or a clerk of the Court of Common Pleas may accept the arrestee's written promise to appear or his bond (with or without surety), and, upon meeting the release conditions, the arrestee would be promptly released (Section 142, P. A. 74-185). In those cases in which bail has been set by the police and the arrestee is unable to meet the conditions for release, the police would immediately notify a bail commissioner (Section 142, P. A. 74-183). The bail commissioner would, as soon as possible, conduct his own interview and investigation of the arrestee in order to reach an independent decision on what type of release conditions were reasonably necessary to assure such person's appearance in court.

If the arrested individual remained in the custody of the police after a review of the matter by the bail commissioner, upon arraignment the Court of Common Pleas could order his release unless the court also found custody to be necessary for assuring the arrestee's appearance (Section 146, P. A. 74-183). And, even if the police, the bail commissioner, and the judge sitting for the presentment found custody necessary, Section 147 of Public Act 74-183 allows an application to be filed with the court by either the prosecutor or the accused person in which the insufficiency or excessiveness of the release conditions could be questioned. (This same procedure is allowed in the Superior Court for state's attorneys and accused persons.)

With respect to arrests made pursuant to bench warrants, C.G.S. §54-43 dictates that the arrestee be brought without undue delay to the Clerk of the Superior Court in the county in which the warrant was issued, or, if the clerk's office is not open, to the nearest correctional center. In either case, the individual who had been arrested would be informed of his rights and the terms of his release would be explained to him.<sup>20</sup> If the arrestee could not meet the terms of release, or if the offense with which he was charged was not "bailable," the clerk or a designate of the Commissioner of Correction would issue a "mittimus" committing the arrestee to a correctional center until he was discharged by due course of law.<sup>21</sup>

As to the issue of "arraignment," the general requirement is that a criminal defendant be "promptly presented" before the court having criminal jurisdiction which is then in session or next to be held. (See C.G.S. §54-43 and Section 142(e), P. A. 74-183.) Generally what occurs is that those arrestees who have not been released and have remained in custody are arraigned the morning after the arrest. Those individuals who make bail (or are issued a written summons and complaint as provided in C.G.S. §6-49a) would be arraigned within a week of the arrest.

While the issues of bail and arraignment are being worked out, the police have additional tasks to perform. First, a "Uniform Arrest Report" must be prepared. This report gives the name and address of the arrestee, the name of the arresting officer or officers, and the charges being levelled against the individual. Secondly, a "Prosecuting Attorney's Report" is prepared for the state's attorney or prosecuting attorney. This report would include a detailed narrative description of the criminal investigation, the evidence, the events leading up to the arrest, and the facts relating to the arrest itself. Once these reports were completed, a file containing the investigation report, any affidavits used in securing warrants, information obtained during booking, and the reports themselves would be forwarded to the office of the state's attorney or prosecuting attorney in order for the formal preparation of charges to begin.

Finally, if questioning of the arrestee was in order, the police would hold an interrogation session. Before the session began, the accused would again be advised of his right to counsel, his right to have counsel present during any and all questioning, his right to remain silent, and, in addition, his rights to have the interrogation stop at any time or to obtain counsel before continuing.

## Arraignment

The next step in the criminal proceeding is the "arraignment." Basically, an individual is arraigned (or presented) when he is called before the court to answer a criminal charge which has been filed against him.<sup>22</sup> Before the accused individual is arraigned, no issue is pending to which the accused can plead. Upon arraignment before the court, the following events would take place:

- (1) The identity of the accused would be fixed;
- (2) The accused would be advised of his right to counsel, his right to remain silent, etc.;
- (3) The accused would be charged with the appropriate offenses;
- (4) The accused would be given the opportunity to plead; and
- (5) The court would review (and then continue, modify or set) the conditions of release.

Before the accused actually entered a plea, there are a variety of things which might occur. The prosecution might decide that the offense was not worth prosecuting, or, even if deserving of prosecution, too difficult to prove, and no charges would be made. The prosecutor might decide that there was insufficient evidence to go forward with the prosecution at that time, and the case would be nolle. (See Connecticut Practice Book (CPB) §§488A and 839 on entering the nolle in the court records.)<sup>23</sup> In addition, C.G.S. §54-56 permits courts having jurisdiction over criminal matters to dismiss, upon motion by the defendant (C.P.B. §477B), any information (or complaint) and discharge the defendant if it's felt there is insufficient evidence to justify the continuation of the prosecution.<sup>24</sup> (Once again, the criminal actor may never have his case adjudicated.)

Assuming the prosecution is pursued and charges are filed, the accused may plead one of the following: guilty, not guilty, or nolo contendere (C.G.S. § 476).<sup>25</sup> If the defendant pleads not guilty, he may ask to be tried by either the court or a 12-man jury; otherwise, he would be tried by a 6-man jury (C.G.S. § 54-82). In the case of an offense punishable by death or life imprisonment, however, a 12-man jury would try the case, or, if the defendant elected to be tried by the court, a three-judge panel would hear the case.

Once the arraignment proceedings had been completed, the defendant's case would be put on the criminal docket of the court having jurisdiction either for trial, or, if the defendant had pleaded guilty to the charges against him, for sentencing. <sup>26</sup>

Before moving on to post-arraignment proceedings, two additional pieces of information should be noted. First, Public Act 73-641, "An Act Providing for Accelerated Rehabilitation of Offenders," has made available to the courts and prosecutors a valuable alternative to protracted adjudications. Better known as "pre-trial diversion," P.A. 73-641 allows individuals who enter guilty pleas, but who have no previous criminal records, to be released to the Department of Adult Probation for a period not to exceed two years. While under the custody of Adult Probation, an individual would be evaluated as to strengths and weaknesses; he would receive counselling, job training and placement, and general guidance. The availability of a P.A. 73-641 disposition depends on such factors as:

- (1) whether or not the offense involved is a class D felony or less;
- (2) whether or not the individual has a previous criminal record;
- (3) whether or not the state's attorney or prosecuting attorney feels the individual will commit another offense; and
- (4) what the victim's attitude is concerning such a disposition.

If the defendant is placed in pre-trial diversion, he agrees that the statute of limitations will not toll (run), and, if he violates the conditions of the disposition, the pending charges may be prosecuted. If the defendant successfully completes the diversion program, he may apply for dismissal of the charges against him, and, if the court finds the defendant has complied with the conditions of the disposition, the charges would be dismissed.<sup>27</sup>

The second piece of information concerns "Youthful Offenders." The provisions of the Connecticut General Statutes governing youthful offenders are contained in Sections 54-76b through 54-76o. A youthful offender is a person sixteen years old but less than eighteen years old who has committed a crime which is not a class A felony, who has not been previously convicted of a felony or adjudged a youthful offender, and who is adjudged a youthful offender for the offense in question (C.G.S. § 54-76b). Upon arraignment before the court, but before entering a plea, a motion for investigation of eligibility to be adjudged a youthful offender may be filed by the accused, his attorney, the state's or prosecuting attorney, or the court itself (C.G.S. § 54-76c). If a determination of eligibility is made, the youth is then charged with being a youthful offender, and he would then plead either guilty or not guilty to that charge (C.G.S. § 54-76d). If the defendant were found to be a youthful offender, either by a guilty plea or as a determination of the court after a trial (without a jury), the court would have four ways of disposing of the case. Those four are:

- (1) commitment, for a period not to exceed three years, to a religious, charitable or correctional institution authorized to receive persons over the age of sixteen;
- (2) imposition of a fine not exceeding \$1,000;
- (3) suspension of sentence; or
- (4) imposition of a sentence and suspension of the execution on the judgment (C.G.S. § 54-76j).

It should be noted that a finding of youthful offender status is not deemed a criminal conviction (C.G.S. § 54-76k), and all records of a youth adjudged a youthful offender are confidential (C.G.S. § 54-76l). In addition, two years after discharge from the supervision of the court, the youthful offender, his parent or guardian may petition the court for erasure of all police and court records concerning the matter, and, if the court determines that two years have elapsed from the time of the discharge, the court will order that the records be erased (C.G.S. § 54-76o).

## Pre-Trial, Trial, Disposition<sup>28</sup>

After the arraignment is completed and the case is placed on the appropriate court docket, and, assuming the case is going to trial, the usual pre-trial activities would ensue. The court with jurisdiction would consider motions by both the prosecution and defense counsel. Connecticut Practice Book Section 477A sets out the procedures to be followed in filing defenses and objections before trial. Generally speaking, all motions prior to trial are to be made not later than ten days after a plea is entered. The most common pre-trial motions include those for change of venue (C.G.S. § 54-78), suppression of evidence (C.P.B. § 477C), applications for depositions from unavailable witnesses (C.G.S. § 54-86), and disclosure of evidence (C.P.B. § 533A through 533C).<sup>29</sup>

It is also during this pre-trial period that the bulk of "plea bargaining" between the prosecution and defense takes place. In Connecticut, as in most states, the vast majority of criminal convictions are obtained as the result of guilty pleas.<sup>30</sup> It is during this bargaining period that the prosecution oftentimes agrees to lower the offense or offenses charged and/or drop certain other offenses in exchange for a plea of guilty from the defendant. (This procedure is colloquially and perhaps more widely known as "copping a plea.") If and when a bargain is struck between the prosecution and defense, the defendant would change his plea to guilty, and, if the court determined that the plea was intelligently and voluntarily made, the guilty plea would be accepted by the court. The case would then be placed on the docket for sentencing.

Assuming the defendant adhered to his not guilty plea, the case would go to trial; again, to be tried by either a jury or the court.<sup>31</sup> The rules and procedures used by the Connecticut courts in criminal trials are set out in varying degrees in a variety of places including the General Statutes (particularly C.G.S. §§ 54-77 through 54-99), the Connecticut Practice Book, and the Bench Book.<sup>32</sup> It is to be noted that the "Rules Committee" of the Judicial Department is responsible for drafting rules and procedures to be used in all judicial proceedings conducted in the courts of Connecticut, and it is the justices of the Supreme Court who adopt and promulgate those rules and procedures.<sup>33</sup>

All criminal trials in Connecticut begin with counsel for the state presenting the opening argument (C.G.S. §54-88). The trial of a criminal defendant then proceeds to a final determination of guilt or innocence through the introduction of evidence, direct and cross-examinations, and closing arguments. (Pursuant to C.G.S. § 54-88, the state also presents the final argument.) It is the court which determines all questions and issues of law (as opposed to fact) which arise during the course of the trial.

Once the closing arguments have been completed, the court commits the case to the jury (if the case has been tried to a jury) in order for it to reach a verdict in the case. If, however, in the court's opinion the evidence presented against the defendant is not sufficient to justify the finding of guilt "beyond a reasonable doubt," C.G.S. § 54-89 allows the court to direct (i.e., require) the jury to find a verdict of not guilty. In all other cases, the court would submit the facts to the jury without any directions as to how

they should find.

If the jury or court arrived at a verdict (or finding) of not guilty, and the verdict was accepted, the court would order the immediate discharge of the defendant (C.P.B. § 481). The state could, however, move that the entry of the discharge order be stayed for 48 hours if the state thought an appeal of the verdict might be made. In such a case, the accused would, if a bailable offense were involved, be eligible to be released on bail. A motion to set aside a verdict in any criminal case may be filed by the prosecution or defense, but the filing must be made within 24 hours after the court's acceptance of the verdict (C.P.B. § 531A). The judge presiding at the trial would then hold a hearing on the motion sometime within two weeks after the filing.

In addition to a motion to set aside the verdict, either the prosecution or defense could file a motion for a new trial. The motion would have to be filed within six days of the court's acceptance of the verdict, and the motion would be placed on the short calendar for hearing (C.P.B. §254).

Aside from these motions, when any defendant or the state is aggrieved by the decision of the court having jurisdiction in a criminal matter, an appeal may be made to a higher court. Appeals from the Court of Common Pleas are heard by the Appellate Division of the Superior Court (Section 144, P.A. 74-183), and, if the party remains aggrieved after Superior Court review, a petition may be filed with the Connecticut Supreme Court for its review. Generally speaking, appeals from the Superior Court are heard by the Connecticut Supreme Court (C.G.S. § 54-95). (See Appendix C, Section I for a description of appellate jurisdictions of Connecticut courts.) If a substantial federal question were raised in the judicial proceedings, it would be possible for the case to go to the United States Supreme Court for review either by appeal or certiorari.<sup>34</sup>

If the final judgment in a criminal case were not guilty (or if the charges were dismissed), all police, court, and state's or prosecuting attorney's records relating to the matter would be immediately and automatically erased (Section 152(a), P.A. 74-183). If the charge or charges were nolle, these records would be erased if and when thirteen months elapsed after the nolle was entered in the court records (Section 152(c), P.A. 74-183).

Assuming the case ended in a finding of guilt beyond a reasonable doubt, as mentioned earlier, the matter would be placed on the docket for sentencing.<sup>35</sup> If the conviction involved a felony (or in the court's discretion any other offense), the Department of Adult Probation would be ordered to prepare a "pre-sentence investigation report" on the convicted individual (C.G.S. §54-109). The report would include information on the individual's previous criminal record, his social history, the victim's attitude, the individual's present condition, etc. Before the court could sentence the individual, the report would have to be presented to the court, and the defendant could request a copy of the report. The report would be given to the defendant or his attorney at least twenty-four hours prior to sentencing, and the defendant would have the right to make a motion challenging the accuracy of any part of the report (C.G.S. § 54-109a).

In sentencing the convicted individual, the court would have the following alternatives available:

- (1) imprisonment,
- (2) fine,
- (3) imprisonment and fine,
- (4) imprisonment, suspended; fine; and a period of probation, or
- (5) sentence of conditional or unconditional discharge.<sup>36</sup>

With respect to fines, unless a statute expressly disposed of such, they would go to the State (Section 148, P.A. 74-183).

The criteria for sentencing a convicted person to a period of probation are set out in C.G.S. § 53a-29, and the conditions of probation are set out in C.G.S. § 53a-30. Once an individual is placed on probation, he is under the custody of the Department of Adult Probation, and a probation officer is assigned to supervise his case. The period of probation is set by the sentencing court, and it commences on the day the sentence is imposed (C.G.S. § 54a-31). The probation may be terminated at any time upon showing of good cause (C.G.S. § 54a-33), and any violation of the conditions of probation would authorize the arrest of the probationer (C.G.S. § 53a-32).

A sentence of imprisonment for one year or less would involve a commitment to a jail (i.e. a correctional center); a sentence of imprisonment for more than a year would involve a commitment to a state prison (i.e. a correctional institution) (C.G.S. § 54-120).<sup>37</sup> In either case, unless otherwise provided by the sentencing court, the commitment would be a commitment to the Commissioner of the Department of Correction, and it would be the Commissioner who would decide the facility or institution in which the individual would be confined.

Before moving on to "commitments," it is worth noting that Connecticut has a Board of Pardons. Authorized by C.G.S. § 18-24a, the Board consists of five members including four state residents appointed by the Governor, with the approval of either house of the General Assembly, and a justice of the Connecticut Supreme Court who is designated by the justices of that Court. The Board has the authority to grant "commutations of punishment or releases, conditioned or absolute, in the case of any person convicted of any offense against the state..." (C.G.S. § 18-26). In addition, if an absolute pardon is granted, the individual may petition the court in which the conviction occurred for an erasure of all records dealing with the matter (Section 152(d), P.A. 74-183).



## Commitment and Discharge

Assuming the individual is committed to a state prison (i.e., he is sentenced to more than a year), the judge or a clerk of the court committing the individual would prepare a signed mittimus containing information on the cause of commitment and the duration of the sentence imposed (C.G.S. §54-97). The convicted individual would be sent to the Connecticut Correctional Institution (CCI) at Somers (again, assuming the commitment was for more than a year), where he would spend the first sixty days of confinement segregated from the general population.<sup>38</sup> During this initial period of confinement, the diagnostic center at CCI, Somers, would commence physical, psychological and social testing of the inmate in an attempt to identify his strengths and weaknesses.

After this initial segregation, the inmate would either be placed in the general population or transferred to another institution.<sup>39</sup> Once the inmate was placed in the population (or another institution), he would meet with the "Classification Committee" of the institution. Composed of the warden, counselors, correctional officers, and layman conversant in the area of corrections, the Committee would use the information provided by the diagnostic center in assigning the inmate to a particular job, housing unit, and, if appropriate, school. (Note: If an inmate's educational achievement level tests out to be lower than the sixth grade, he must go to school full-time; otherwise, he is allowed to attend school part-time, either in the afternoons or evenings. Appendix F describes some of the educational programs available to inmates at various Connecticut correctional institutions.) The jobs to which the inmate might be assigned include typewriter repair, upholstery shop, furniture repair, sign making, dairy farming, and computer key-punch operation.

The inmate would then simply proceed to do his time. He would see the Classification Committee at least once a year, and at that time he could request a change of jobs, admission to a work- or educational-release program, transfer to a minimum security environment, etc.

The "work-release" program authorized by C.G.S. §18-100 allows selected inmates to spend their days outside the institution working at a regular job in the community. Whenever the inmate is not working, he is required to return to the institution. Similarly, the "educational-release" program, also authorized by C.G.S. § 18-100, allows selected inmates to attend classes in public high schools and community colleges outside the institution; like work-release inmates, individuals in the educational-release program are required to return to the institution when not in school.

In addition to these two release programs, the Department of Correction also permits inmates to take "furloughs" (C.G.S. §18-107a) for a variety of reasons (e.g., to be home on certain holidays, to attend funerals, to visit relatives, and, in the case of female inmates, to give birth), and the Department is authorized by C.G.S. §18-87a to place "pre-release" inmates in half-way houses. These half-way houses serve to assist inmates in their reintegration into the community and in finding both employment and future housing.

As soon as the individual entered the institution, the date of his eligibility for parole would have been computed. Generally speaking, an inmate would be allowed five days per month "statutory" good time if he stayed out of trouble while in the institution, 5 days per month "work" good

time if he worked while in the institution, and five days per month "meritorious" good time if he worked seven days a week. In addition, the inmate could receive up to 120 days "extra-meritorious" good time for exemplary conduct while in the institution, and any time served before trial due to inability to make, or unavailability of, bail would also be subtracted from the time to be served (C.G.S. § 18-98).<sup>40</sup> A month or two before the inmate's parole hearing date, he would be informed of that date, and the hearing would be scheduled for 30 to 80 days prior to the inmate's parole eligibility date, except at C.C.I., Niantic, where the hearing would be held sometime within a month of the eligibility date. While there is only one eleven-member Board of Parole for the entire state, the Chairman of the Board is authorized to assign Board members to three-member panels which serve as the paroling authorities for the different institutions (C.G.S. § 54-124a). Pursuant to C.G.S. § 54-125, the panels may approve of an inmate's parole if:

- (1) it appears from all available information, including such reports from the commissioner of correction as such panel may require, that there is reasonable probability that such inmate will live and remain at liberty without violating the law, and
- (2) such release is not incompatible with the welfare of society.<sup>41</sup>

At the parole hearing, the inmate would be given an opportunity to make a statement to the panel and to present letters and documentary information (e.g., letters from prospective employers and other interested parties) to panel members. If appropriate, the members of the panel would ask the inmate questions relating to his attitude toward family members, the victim, and authority in general. (Note: Attendance at the parole hearing is restricted to the members of the Board, the recording secretary, the inmate, and the inmate's institutional counselor. While attorneys, relatives, and other interested parties may submit written information relevant to the case, they are not allowed to appear at or attend the hearing.)

In all cases, the inmate would be informed of the paroling authority's decision on the same day that the inmate's hearing was held. Generally what would occur is that once the hearing procedures had been completed the inmate would be excused from the room and the panel members would discuss their opinions on the propriety of paroling the inmate. Once a decision was made, the inmate would be brought back into the room and informed of that decision. If the decision was to deny parole, the panel would verbally advise the inmate of the reasons for the denial and would set the date when the inmate would next be eligible for a parole hearing. In addition, whenever possible, the panel would advise the inmate and/or correctional staff of the area or areas in which the inmate needed improvement before the granting of parole. If the decision was to grant parole, the panel would inform the inmate of the conditions, if any, of his parole and set the date for his release and the length of the parole period. The length of the parole period is usually determined by subtracting the time served from the maximum term for which the inmate was sentenced. Thus, if an inmate had been sentenced to a prison term of two to five years and was granted parole after 18 months, the length of his parole period would be three and one-half years.

Upon the inmate's release on parole, the Commissioner of the Department of Correction would be responsible for providing "field services, parole supervision and other duties requisite to the proper administration of the parole process"(C.G.S. § 52-124b). During the entire period of parole, the parolee would remain in the legal custody and control of the Board of Parole (C.G.S. § 54-125), and the Commissioner of the Department of Correction would be responsible for enforcing the conditions of the release. Should the parolee violate any of the conditions of his release, the Commissioner of the Department of Correction, his designate, the Board, or its chairman could authorize the rearrest of the parolee, and the parolee would be returned to the custody of the Commissioner of the Department of Correction (C.G.S. § 54-127). After the rearrest of the parolee, a "preliminary revocation hearing" would be held by a hearing officer of the Division of Parole. If probable cause for revoking the individual's parole was found at this preliminary hearing, a full "revocation hearing" would be held by a panel of the Board of Parole. The parolee would be given full notice of the time and place of the revocation hearing, the charges against him, and the source of the evidence supporting such charges. The consequences for violation of the conditions for parole are set out in C.G.S. §54-128, and those consequences include incarceration for the unexpired portion of the sentence originally imposed.

Assuming the parolee complied with the conditions of his release, the Department of Correction would attempt to provide field services which would assist the individual in his reintegration into the community. Every effort would be made to help the parolee find productive employment, housing, counseling, and other services which would enhance the parolee's chances of a successful reintegration. Two of the more recent programs initiated by the Department for the benefit of released individuals are Project PPREP (Private-Public Resources Expansion Project) and Project FIRE (Facilitating Integration and Re-entry Experience).<sup>42</sup> Project PPREP is primarily directed toward increasing public awareness, concern, and responsibility for helping offenders make a successful adjustment to community living. Project personnel attempt to develop employment opportunities, as well as social, psychological, medical, and housing services, for a released individual.

Project FIRE provides continuing support for the reintegration of drug offender parolees. Any parolee who felt he needed such support, and who had shown a willingness to accept help while in the institution, would be eligible to receive Project FIRE services. These services would include intensive counseling, referral to community drug abuse programs, employment and family counseling. Both Project PPREP and Project FIRE attempt to comply with and further the intentions of C.G.S. §54-131 on "Employment of paroled or discharged persons."<sup>43</sup>

Upon the expiration of the parole period, the individual would be discharged from the custody of the Board of Parole and the Commissioner of the Department of Correction.<sup>44</sup> The individual would be free of all previous conditions of custody and control, and hopefully would proceed to "live and remain at liberty without violating the law."

## FOOTNOTES

1. The Connecticut Penal Code first became effective on October 1, 1971.
2. For example, in the very revealing study conducted by the Law Enforcement Assistance Administration and mentioned in the introduction, it was estimated that 80 percent of all larcenies involving \$50.00 or less which were committed in the cities selected for the study were never reported to police officials. (See LEAA "News Release" concerning the "Preliminary Report of the Impact Cities Crime Survey Report.")
3. See appendices A and B for information on the jurisdictional boundaries of state and municipal police departments.
4. The CPCCA 8.3 action program entitled "Use of Paraprofessional and Volunteer Personnel in the Criminal Justice System Agencies - Pilot Projects " has provided funds to municipalities for, among other things, the hiring and training of civilian dispatchers. By using civilians for this job, more sworn officers are made available for field operations.
5. Pursuant to C.G.S. §6-49, a police officer may make an arrest without a warrant when:
  - (a) such person is taken or apprehended in the act (of committing a crime) or on the speedy information of others, or
  - (b) reasonable grounds exist for the officer to believe that the person has committed or is committing a felony.
6. The CPCCA 2.1 action program entitled "Consolidation, Pooling and Merger of Specialized Services and Regional Crime Squads " has in the past provided state and local police with funds for purchasing mobile crime lab vans.
7. Criminal laboratories available to Connecticut law enforcement officials include: the State Police Laboratory, the State Toxicology Laboratory, the Office of Medicolegal Investigations, and in certain cases FBI facilities. (Hartford and New Haven also have smaller laboratory facilities, and, upon request, will do analyses for surrounding municipalities.)
8. It is to be noted that a significant portion of a police officer's time is taken up in handling "service" calls. Everyone is familiar with police assistance for broken down motorists, for homeowners with stray animals in their basements, etc.
9. An increasingly important tool for effective criminal investigations is the automated information system. Connecticut law enforcement officials (both state and local) are currently using the COLLECT (Connecticut On-Line Law Enforcement Communications and Teleprocessing System) information system. Through COLLECT, the police gain rapid access to state motor vehicle files, as well as the National Crime Information Center (NCIC). In addition, the CJIS (Criminal Justice Information System) program, which is currently in its developmental stages, is expected to provide law enforcement officials

with an effective offender tracking system. Both of these communications projects have received a great deal of funding and implementation support from the CPCA.

10. See the Police Crime Analysis Unit Handbook published by the U. S. Government Printing Office (stock no. 2700-00232) for a good account of modern police investigation techniques.
11. Lafave, Wayne R., Arrest: The Decision to Take a Suspect into Custody (Little, Brown, and Company 1965). With respect to the criminal jurisdiction of the Connecticut courts, see Appendix C of this narrative.
12. In the past, bench warrants were generally sought only in cases involving homicide or the sale of narcotics. In most other cases, the police would go to the Circuit Court prosecutor with the evidence and affidavits needed to secure an arrest warrant. However, one of the effects of the Connecticut Supreme Court's decision in Szarwak v. Warden, C.C.I., Somers, 34 Conn. L. J. No. 4, July 23, 1974, (see Appendix C, Section II) has been an increase in the number of bench warrants being sought for class D felonies.
13. It should be noted that pursuant to Public Act 74-280, "An Act Adopting an Alcoholism and Treatment Act," alcoholic and intoxicated persons are not to be criminally prosecuted in Connecticut after October 1, 1976. (Up until that date, such persons may be treated either in accord with C.G.S. §53a-184 or, at the discretion of the police officer, as described in P. A. 74-280.) Under P. A. 74-280, any police officer finding a person in an intoxicated state is to take that person into protective custody and take him to an appropriate medical facility. The same procedure is to be used when the individual is to be charged with a criminal offense, except for a felony involving physical injury to another in which case the individual would be booked and, although taken to a medical facility, would be held in police custody pending his release on bond. (Note: This new Act does not apply to individuals under the influence of controlled drugs. Such cases remain under the provisions of C.G.S. §54-184.)
14. Under a grant to the Town of Windsor from the CPCA, a "Field Manual" for Connecticut law enforcement officers was prepared by the Office of the Chief State's Attorney. This manual provides officers with guidelines for making a proper arrest and/or search, and, in addition, it describes the offenses included in the Penal Code.
15. Pursuant to C.G.S. §6-49a, any person arrested for a misdemeanor, either with or without a warrant, may be issued a written complaint and summons to appear in court on a certain date, and then, rather than being taken into police custody, be released on his written promise to appear.
16. If the defendant informs the police that he wants the assistance of an attorney, the police would ask the defendant for the name of his attorney, or, when the defendant is an indigent, if he wanted to talk with a public defender. The police would then call the proper attorney and advise that attorney of the defendant's request. At that point, it would become the attorney's responsibility to respond to the request. In addition, the

police would allow the defendant to use the telephone to call his family, etc.

17. As discussed later in the narrative, an arrest made pursuant to the issuance of a bench warrant sets up different procedures for the fixing of bail.
18. In Connecticut, all arrestees, except those persons arrested pursuant to a bench warrant, are arraigned before the Court of Common Pleas (prior to January 1, 1975, the presentment was to the Circuit Court). If the charges against the arrestee involved a Class C felony or above, the case would have to be "bound over" to the Superior Court for adjudication and disposition. (Pursuant to C.G.S. §54-76a, the Court of Common Pleas would normally conduct a "probable cause" hearing before binding the case over.) It should be noted, however, that as a result of the Szarwak decision (see footnote 12), the use of bindover proceedings in Class D felonies is decreasing and more bench warrants are now being issued in these cases than was the practice in the past.
19. The various types of releases used in Connecticut are:
  - (a) Written Promise to Appear (or ROR - Release on Recognizance),
  - (b) Non-Surety Bond, and
  - (c) Surety Bond.

The CPMCA 1.7 action program entitled "Bail Re-Evaluation" is the final phase of a CPMCA funded project which helped establish the Bail Commission. (See Appendix C, Section II.)

20. See footnote 16 for the basic procedures used in obtaining legal counsel for the accused.
21. Several points are to be noted here. First, the only non-bailable offenses in Connecticut are those carrying a penalty of death (C.G.S. §54-53). Secondly, pursuant to C.G.S. §54-53a, no person who has been arrested and is unable to make bail (whether detained by a bench warrant, for arraignment, sentencing, or trial) for an offense not punishable by death may be detained in a correctional center for more than 45 days without review by the court having jurisdiction in the case.
22. See footnote 18.
23. A nolle (i.e., nolle prosequi) is a declaration by the prosecution that it will not prosecute the case any further at that time. A prosecuting attorney may nolle a charge anytime before evidence is introduced to the court or, in a jury trial, anytime before the jury panel is selected and sworn. Theoretically the prosecution could reopen the case within twelve months of the nolle, but in practice such an occurrence is relatively uncommon.
24. An "information" is a form used by the prosecution to charge an individual. It contains such information as the case number, the defendant's name, and the offenses being charged.

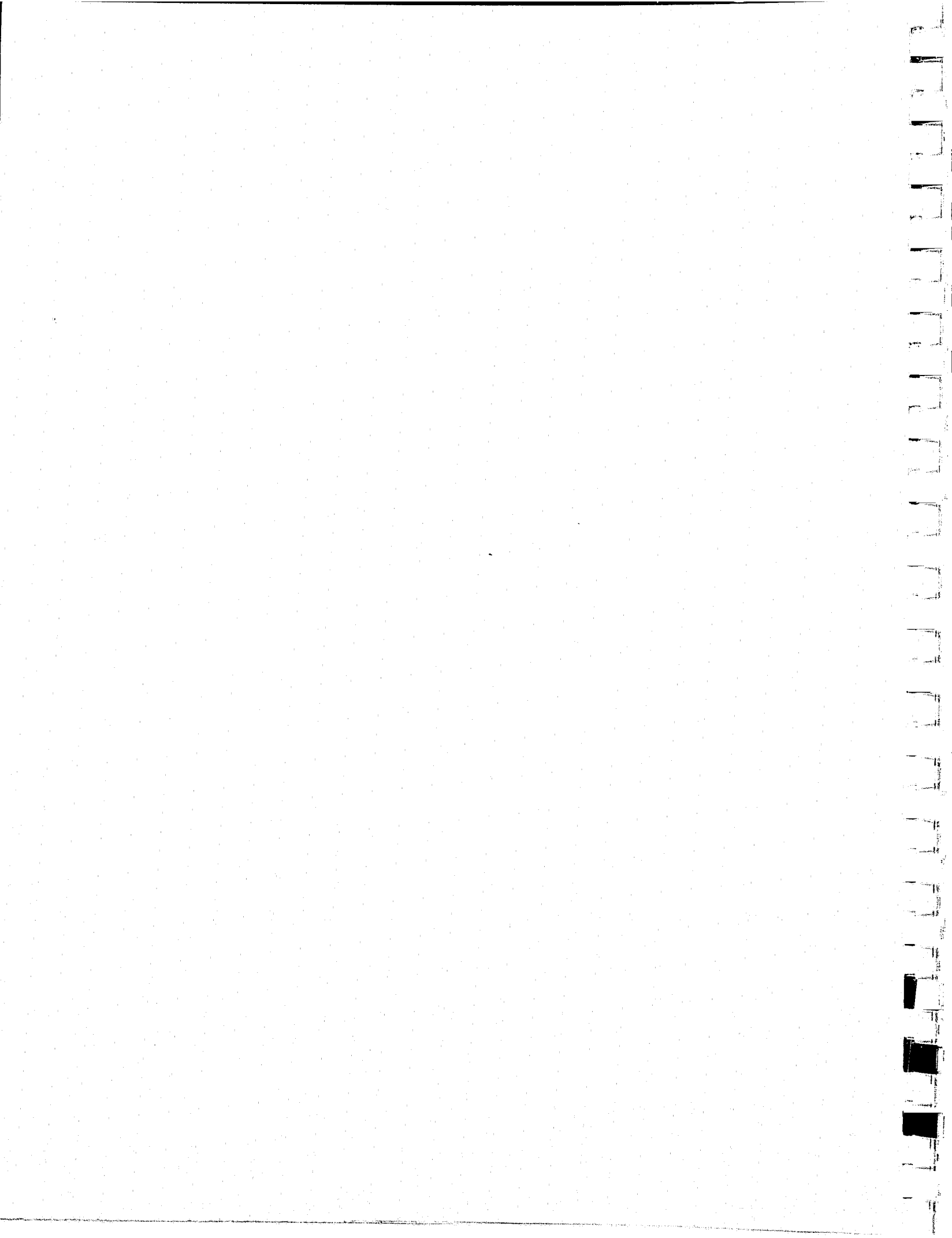
25. Connecticut uses Rule 11 of the Federal Rules of Criminal Procedure with respect to guilty pleas. Only if the court is convinced, after addressing the defendant personally, that the guilty plea is made voluntarily and with an adequate understanding of the nature of the charge and the consequences of the plea will the court accept the plea.
26. When an individual is bound over to the Superior Court for trial, the Court of Common Pleas would forward copies of the files and records in the case to both the Superior Court and the State's Attorney for the county (Section 130, P. A. 74-183).
27. The pre-trial diversion program being run in the City of New Haven operates a bit differently. In New Haven, diversion occurs before the arrestee is ever arraigned. (The CPCA 1.5 action program entitled "Pre-Trial Diversion" has been instrumental in setting up diversion programs in both New Haven and Hartford. In addition, the CPCA is currently funding a consultant study on the future role of pre-trial diversion in the state.)
28. It is important to note that the CPCA 1.11 (Defense Services) and 1.12 (Prosecutor Services) action programs have helped improve the efficiency and effectiveness of both prosecutorial and defense services in Connecticut.
29. Another common motion or presentation of fact which might be filed is that requesting a court ordered "competency exam." Authorized by C.G.S. §54-40 (and commonly known as a "54-40 exam"), competency exams may be ordered after arrest, at the arraignment, during pre-trial proceedings, or at the trial itself.
30. See Appendix C, Section VI (Caseload).
31. The CPCA 1.14 action program entitled "Automated Jury Selection" has provided the Connecticut Judicial Department with funds to establish an automated procedure for selecting prospective jurors.
32. A "Bench Book" for Connecticut trial judges is currently being completed under a CPCA grant. The Bench Book provides judges with an easy-access compilation of rules and procedures to be used in criminal proceedings.
33. The "Rules Committee" is made up of judges of the Superior Court. (Note: Justices of the Connecticut Supreme Court are considered Superior Court Judges.) The justices of the Connecticut Supreme Court adopt and promulgate new rules for Connecticut courts; however, pursuant to C.G.S. §51-14(b), the General Assembly has certain powers to make void new rules.
34. The difference between the "right of appeal" to the U. S. Supreme Court and the granting of "certiorari" by that Court is somewhat amorphous. A review of Rule 19 of the United States Supreme Court Rules ("Considerations Governing Review on Certiorace") may help to clarify the distinction.
35. Pursuant to C.G.S. §54-91, when any person is convicted of an offense for which punishment may be confinement in C.C.I., Somers, the sentencing court must pass sentence within ten days of the date of conviction (unless a stay of sentence is ordered by the court).
36. For a more complete breakdown of authorized sentences in Connecticut, see C.G.S. §53a-28. In addition, C.G.S. §51-194 authorizes a "Sentence Review

Division" of the Superior Court, and C.G.S. §51-195 permits any person committed for a year or more to C.C.I., Somers, C.C.I., Niantic, or committed to C.C.I., Cheshire, to file an application for review of their sentence.

37. The sentences and sentencing procedures to be followed by Connecticut Courts are set out in Sections 53a-28 through 53a-47 of the General Statutes. Generally speaking, definite sentences, within a maximum and minimum range, are used in cases of imprisonment for misdemeanors. In cases of imprisonment for felonies, however, indeterminate sentences are imposed, again within a maximum and minimum range.
38. This procedure would not be followed with respect to the incarceration of females. Convicted women would be sent directly to the Connecticut Correctional Institution at Niantic (C.G.S. §18-23), and, upon admission, each woman would be given a diagnostic evaluation. In addition, this procedure would not be followed with respect to commitments to a jail (i.e., correctional center). The services available to inmates serving a sentence of one year or less are relatively limited. Some educational and work programs are conducted; but there is generally nothing as extensive as the programs in the prisons.
39. See Appendix G for a listing and description of the correctional institutions in Connecticut.
40. Two pieces of information should be pointed out here. First, the statutory authority for "good time" may be found in C.G.S. §§18-7, 18-53, 18-77a, 18-98a, and 18-98b. (Note: Six months must be served before good time is applied to an inmate's sentence.) Secondly, if an inmate causes a problem while in the institution, a "disciplinary hearing" could be held. In such a hearing, the Disciplinary Board (composed of a Deputy Warden, a counselor, a captain, and a regular correctional officer) would conduct a formal hearing on the matter giving rise to the problem. The inmate could represent himself (or select an "advocate" from within the institution to represent him) at the hearing, and the Board would make a determination on how best to handle the matter. If the Board determined that the inmate had violated a rule, the alternative types of discipline available to the Board would include isolation (i.e., "the hole"), transfer to another institution, the taking away of good time, or the loss of privileges.
41. See Appendix F, Section II, for a more complete description of the Board of Parole and the operating procedures of parole panels.
42. The CPCA 5.7 (Reentry Program for Drug Offenders) and 6.12 (PPREP) action programs have provided funds and much of the impetus for these two projects.
43. In addition to Project FIRE and Project PPREP, another new program for parolees is Project ACT (Alcoholic Treatment). While Project ACT is intended to operate primarily within correctional institutions as a treatment program for inmates with alcohol problems, it is anticipated that Project ACT will eventually expand to hook up with Project FIRE in order to provide inmates with drinking problems the necessary support services for a successful reentry into the community upon release.
44. While the parolee would be automatically discharged at the end of his parole period, C.G.S. §54-129 allows a parole panel, upon a unanimous vote, to discharge any convict, inmate on parole, or inmate eligible for parole when it appears likely that that individual will be capable of conducting an orderly life.



J U V E N I L E  
J U S T I C E  
S Y S T E M



## INTRODUCTION

A juvenile offender enters the juvenile justice system in much the same way that an adult offender enters the criminal justice system -- by citizen complaint or apprehension while committing an alleged offense. There, however, the similarity ends. As was pointed out in the preface, the prevailing attitude in this state, as in most, is that juvenile offenders ought to be treated in a manner different from adult offenders. There is a greater emphasis on rehabilitation and much less of a retributive attitude shown toward juvenile offenders by court personnel, judges, and the public in general. This attitude is reflected in the organization and operating procedure of both the Juvenile Court and the Connecticut Department of Children and Youth Services.

### THE JUVENILE JUSTICE SYSTEM

#### Referral

A child (defined by Connecticut General Statutes 17-53 as any person under 16 years of age) may be referred to the Juvenile Court from a variety of sources. Whenever the court receives a written complaint (filed by any person, any public or private agency, or any state, city, or town department) maintaining that a child's conduct constitutes delinquency, the court must make a preliminary investigation of the complaint (C.G.S. §17-61). The most frequent sources of delinquency referrals are the police, schools, and parents, and, in fact, the vast majority of referrals (93%) do come from the police. In the past, whenever a child was apprehended, either in the commission of an offense or on complaint from a citizen, the reaction of police was almost always immediate referral to the court. However, in recent years, many police departments have established juvenile bureaus within their departments which are staffed with one or more police officers who deal exclusively with juvenile cases.<sup>1</sup> These officers have generally received special training in juvenile problems, and counsel youths where it is felt referral to the court is not appropriate. These youths are generally returned to the home environment after some counselling or a friendly warning from the juvenile officer.<sup>2</sup> Needless to say, however, there are many cases where the offense is either so serious that court referral is the only appropriate disposition or, although the offense is not serious, in the officer's judgment the child and/or his family is in need of more extensive professional counselling or help than the juvenile police officer can provide. If, in the police officer's judgment, the child represents a serious, continuing threat to the community, or if it appears to be in the best interest of the child, the officer may refer the child to one of the detention centers maintained by the Juvenile Court. However, no child may be held in confinement for a period exceeding 24 hours unless a "delinquency petition" alleging the child's delinquent conduct has actually been filed with the Clerk of the Juvenile Court (Connecticut Practice Book §110f (1) and (2)).<sup>3</sup> In addition, no child may be held for a period exceeding 24 hours after the filing of the delinquency petition unless a court order extending such detention is obtained.<sup>4</sup>

In those cases in which referral to the Juvenile Court is deemed appropriate, the police officer will make out a written complaint alleging delinquency and deliver the complaint to the Clerk of the Court.<sup>5</sup> Delinquency is defined in C.G.S. §17-53. "A child may be found 'delinquent' (a) who has violated any federal or state law or municipal or local ordinance, or (b) who has without just cause run away from his parental home or other properly authorized and

lawful place of abode, or (c) who is beyond the control of his parent, parents, guardian or other custodian, or (d) who has engaged in indecent or immoral conduct, or (e) who has been habitually truant or who, while at school, has been continuously and overtly defiant of school rules and regulations, or (f) who has violated any lawful order of the juvenile court."<sup>6</sup>

As mentioned earlier, whenever a written complaint is received, the court must "make a preliminary investigation to determine whether the facts, if true, would be sufficient to bring the child within the court's jurisdiction and whether the interests of the public or the child require that further action be taken" (C.G.S. §17-61). Each investigation is conducted individually by a Probation Officer of the Juvenile Court. It should be mentioned in passing that the Juvenile Court in Connecticut is divided into three districts (C.G.S. §17-54), with two judges each (C.G.S. §17-55), and that the judges in each district are essentially autonomous, appointing their own staff (C.G.S. §17-57) from lists of qualified persons prepared by the State Personnel Department on the basis of civil service examinations (C.G.S. §17-58). Consequently, there is little uniformity between the three districts as to the manner in which such an investigation is carried out. However, all three districts do, of course, carry out their legislative mandate. As a result of such autonomy, our description of this initial investigatory aspect of the juvenile justice system focuses on the statutory requirements, rather than the actual procedural aspects of the system.

In processing each referral, a Probation Officer sends a written "Notice to Appear" to the child and his family.<sup>7</sup> This notice contains information on the specific allegation against the child, the nature of the complaint, the time, date and place fixed for the initial interview, and the primary rights of the parties to retain counsel and remain silent (C.P.B. §1100(h) and §1102 (i)). Generally speaking, this initial interview, which again is required by C.G.S. §17-61, consists of a conference between the probation officer, the child, and his parents or guardian in which the allegations of the complaint are reviewed. In all cases in which such conferences take place, both the child and his parents are again advised of all legal rights, including the right to counsel, and a waiver indicating that the parties have been advised of their rights is signed before the interview actually proceeds (C.P.B. §1102 (4) and (5)).

After the initial interview, there are five general ways in which a case can be handled by the Probation Officer; four of these result in a quick departure from the juvenile justice system. First, it may be determined that the child in question was not, in fact, delinquent, but rather that the complaint was unfounded. In such cases, which account for about 5% of the Juvenile Court intake, no jurisdiction would be established as required by C.G.S. §17-53, and the case would, of course, be dismissed by the court.

The second, third, and fourth types of disposition make up the bulk of the intake referrals, approximately 57.1%, and these are commonly known as "non-judicial dispositions."<sup>8</sup> Since the basic theory on which the Juvenile Court operates is one of rehabilitation, whenever possible formal adjudication of juvenile cases is avoided; that is, such formal proceedings are used only as a last resort when there has been a finding that the court does in fact have jurisdiction (i.e., reasonable evidence showing delinquency exists) and the only appropriate course of action is to hold a judicial hearing.

Generally speaking, a non-judicial case is one where the Probation Officer feels that either because of the nature of the act and/or the surrounding circumstances no recourse to a formal judicial hearing is necessary. However, if there is to be a non-judicial handling of a case, C.G.S. §17-61 requires that:

- (1) The facts establishing jurisdiction (i.e., delinquent behavior) be definitely acknowledged in writing by the child;
- (2) Based on informed consent, acceptance of the jurisdiction of the court be made by both the child and his parent or guardian; and
- (3) Non-judicial disposition be agreed to by all parties concerned.<sup>9</sup>

(Note: As discussed later, if the child denies his part in the offense, then a judicial hearing is mandatory.)

The second type of disposition then is a simple "release with a warning" from the Probation Officer. Such a disposition is tantamount to a dismissal of the complaint with the exception that the delinquent act is acknowledged by the child and the warning is given. (This type of disposition accounts for approximately 45.9% of all referrals.)

The third type of disposition involves placing the child on "non-judicial supervision" for a period not to exceed three months (C.G.S. §17-61). Non-judicial supervision involves the probation officer, without the filing of a delinquency petition or court adjudication, exercising supervision over the child for a stated period of time (again, not to exceed three months) "with the consent of the child and his parents" (C.P.B. §1100 (p) (1)). Once the child is placed on non-judicial supervision, the complaint is disposed of, and the child cannot be presented to the Juvenile Court for action on that complaint (C.P.B. §1103 (4)). (This type of disposition accounts for approximately 2.6% of all referrals.)

The fourth type of disposition, which accounts for approximately 8.6% of all referrals, involves the probation officer referring the child to school officials (4.5%), other public departments (1.4%), or private agencies (2.7%) for supervision and/or counselling.

It should be noted that if the delinquent behavior is acknowledged by the child, the Probation Officer conducts a thorough investigation of the child's social history before any disposition (either judicial or non-judicial) of the case is made (C.G.S. §17-66). Theoretically, only after this investigation is completed and all relevant information considered can the Probation Officer dispose of the complaint in a non-judicial manner (C.P.S. §1103 (1)). In fact, because of the unusually heavy work load of Probation Officers, such a complete and thorough social history is impractical and is rarely made in those cases which are handled non-judicially.

Before continuing on to the final type of disposition available to the Probation Officer (i.e., the filing of delinquency petition with the Juvenile Court), it is important to point out the status of a child's "records" when he has been taken into the juvenile justice system. Connecticut General Statutes Section 17-57a requires that the records of all cases brought before

the Juvenile Court be kept confidential. Except for the child's attorney, parent, or guardian, the records are open to inspection and disclosure to third parties only upon the order of the court. In addition, and perhaps more importantly, when a child referred to the court as an alleged delinquent is dismissed as not delinquent (i.e., the complaint is disposed of as unfounded at "intake" or after a judicial hearing), all police and court records pertaining to the charge are ordered immediately and automatically erased by the Juvenile Court (C.G.S. §17-72a).<sup>10</sup>

As mentioned previously, the fifth type of disposition available to the Probation Officer, which accounts for approximately 30% of all referrals, is the filing of a verified petition of alleged delinquency with the Clerk of the Juvenile Court. The petition must contain the following pieces of information:

- (1) The facts which bring the child within the jurisdiction of the court;
- (2) The name, date of birth, sex and residence of the child;
- (3) The names and residence of his parent or parents, guardian or other person having control over the child; and
- (4) A prayer for appropriate action by the court. (C.G.S. §17-61)

Once the petition is filed, the court causes a summons to be issued, which is addressed to the child and his parent or guardian, requiring the child and parent or guardian to appear in court at the time and place described in the summons (C.G.S. §17-81, also see C.P.B. §1105). Attached to the summons is a copy of the delinquency petition, and, as a practical matter, the summons and/or the petition contain a section advising the summoned parties of their right to counsel.

Situations in which the Probation Officer would file such a petition include:

- (1) Where the child denies any fact in the complaint of delinquency and reasonable evidence exists to prove the fact (C.G.S. §17-61);
- (2) Where the child or parent chooses to appear before a judge rather than a probation officer; and
- (3) Where the probation officer, acting at his own discretion, feels a petition of alleged delinquency should be filed with the court (C.G.S. §17-61).

Factors involved in a Probation Officer's decision to file a petition include the seriousness of the offense, the possible need for judicial action in resolving particular problems surrounding the case, and/or the possible need for either placement in a residential facility or commitment to the Department of Children and Youth Services. In addition, if it appears from the petition of alleged delinquency that the child is in such condition that his welfare requires that his custody be assumed by the court immediately, the court may order that the officer serving the petition of alleged delinquency on the child assume custody of the child at once (C.G.S. §17-63). The child may then be admitted to bail, or released to the custody of the probation officer, or

detained pending hearing of the case in one of the detention centers maintained by the court.

### Judicial Hearing

The court process in a judicial hearing is divided into two distinct phases - Adjudication and Disposition. Prior to the initiation of adjudicative procedures, the judge must inform the child and his parents or guardian of the right to counsel, right to court appointed counsel, right to confrontation, and right to cross-examination (C.G.S. §17-66b (a)). Furthermore, if the judge decides that the interests of justice so require, he will appoint an attorney for the child, even without a request from the child or his parent or guardian (C.G.S. §17-66c). As in an adult proceeding, confessions obtained without Miranda warnings are not admissible. In addition, for a confession to be admissible, the parent or guardian must be present when the confession is made (C.G.S. §17-66d(a)). Finally, hearings are not open, and judges must exclude from hearings all persons whose presence is not necessary (C.G.S. §17-67). However, certain parties must be present before the adjudicative process can commence and these include the child, his parent or guardian, and the probation officer.

The adjudicative phase of the hearing is not conducted as a criminal trial, but rather as a proceeding which is "at all times as informal as the requirements of due process and fairness permit" (C.P.B. §1111(1)). After completing the procedural formalities of determining the presence of necessary parties, advising all parties of their rights, and informing the parties of the substance of the petition of alleged delinquency, the court will ask the child, "notwithstanding any prior statement acknowledging responsibility for the acts alleged," whether or not he admits the facts set forth in the petition (C.P.B. §1111(3)).

If the child admits the allegations of the petition, then the court must determine whether or not the admitted acts constitute delinquency. (In practical terms, any complaint which reaches the adjudicative phase of a formal judicial hearing will in most instances involve behavior which constitutes delinquency as defined in C.G.S. §17-53.) Once the facts are acknowledged and the court finds that the behavior constitutes delinquency, the court's jurisdiction over the child is established (C.G.S. §17-59) and the second phase of the hearing, that is the "dispositional phase," can proceed. (Note: In cases in which it is known that the child will admit the allegations of the delinquency petition, the dispositional phase of the hearing may follow immediately upon resolution of the question of the court's jurisdiction. The probation officer handling the matter will have prepared a "predispositive" social history on the delinquent child (C.P.B. §1110(3)).

If the child either denies the allegations of the delinquency petition or remains silent, then the court must proceed with presentation of the evidence in the contested adjudicatory hearing. The evidence supporting the allegations of the petitioner (i.e., the probation officer) is presented by a civil legal officer of the Juvenile Court known as the court's "Legal Advocate" (C.P.B. §1112(1)). All testimony may be given in narrative form, and all oral testimony is given under oath. While the child in most instances must be physically present in the hearing room when witnesses for the petitioner

testify, the child's attorney's presence is mandatory, and it is the attorney's responsibility to protect the child's right to confrontation and cross-examination (C.G.S. §17-66b(b) and C.P.B. §1112(5)). It should be noted that both sides of the contest may subpoena by process, as in civil cases, witnesses to testify on matters relating to the case before the court (C.P.B. §1112(b)).

The burden of proof in a contested case rests initially with the party alleging delinquency, and the standard of proof required in all contested adjudicatory hearings in a petition of alleged delinquency is that the facts alleged in the petition be proved "beyond a reasonable doubt" (C.P.B. §1113(1)). It should be noted, however, that a child is not "prosecuted for an offense" in an adjudicatory hearing, and, if the child is adjudged delinquent, such an adjudication is not deemed a conviction of a crime (C.G.S. §17-72). (Note: There is one exception to this general rule. If, after a complete investigation by the probation officer, there is reasonable cause to believe a 14 or 15 year old committed murder, and that there is no appropriate child-caring institution available for the child, or that the child should be confined beyond his majority, and the facilities of the Superior Court are more suitable for the care of the child, then the Juvenile Court may transfer jurisdiction to the Superior Court (C.G.S. §17-60a).

If it is determined in the adjudicatory hearing that the child is not delinquent, or that the acts of the child did not constitute delinquency, which account for approximately 3.1% of all referrals, then the court has no further jurisdiction over the child, and the case is immediately dismissed.

In such a case, all police and court records pertaining to the charge are ordered to be erased immediately, without the filing of a petition (C.G.S. §17-72a). If, however, the Court finds that the child is delinquent, then the Court must proceed to the second phase, that is the "dispositional phase," of the hearing. Prior to the disposition of an adjudged delinquent, the probation officer is required to make a complete investigation of the delinquent child's background, and a report on such an investigation must be presented to the Court before a disposition of the child's case can be made (C.G.S. §17-66).

The report must include an examination of the surroundings and parentage of the child, his age, habits, and history, an examination of his home conditions, the habits and character of his parents or guardian, a report on the child's school adjustment and, where the court so orders, a complete physical and/or mental examination of the child. The dispositional alternatives available to the Court include:

- (1) Dismissal of the child with a warning (11.2%);
- (2) Placing the child on court supervised probation with or without conditions (12.4%);
- (3) Placing the child in a private residential school (.07%);
- (4) Committing the child to the commissioner of the Department of Children and Youth Services (2.9%);<sup>11</sup>
- (5) If the child is mentally ill, placing the child in a facility for mentally deficient children (.2%); or



- (6) Placing the child in a "vocational probation" program (up to 90 children per year).<sup>12</sup> (See C.G.S. §17-68.)

(Note: For those children who are fourteen years old or over, are adjudicated delinquent, and are found to be either mentally deficient or too educationally retarded to benefit from continued school attendance, the Court may order that the child be placed on vocational probation. Placement may be made "if the Court finds that (the child) may properly be employed for part or full time at some useful occupation and that such employment would be more favorable to his welfare than commitment to an institution and the probation officer shall supervise such employment." (C.G.S. §17-68(c))

At the dispositional hearing the Court may consider all evidence and testimony which are deemed relevant to the disposition of the case, including producing of witnesses on behalf of any dispositional plan offered by the child and/or his parents (C.P.B. §1114(6)). The mandatory social history investigation report prepared for the Court is available to the delinquent child's attorney and/or the child and his parents, and information in that report is subject to refutation by the different parties involved in the hearing. Any final judgment rendered by the Juvenile Court is appealable, within ten days, to the Superior Court (C.G.S. §17-70(b)).

#### Department of Children and Youth Services (DCYS) and Discharge

As mentioned above, once a child is adjudicated delinquent one of the possible dispositions is commitment to DCYS. Such a commitment is for an indeterminate time up to a maximum period of confinement of two years (C.G.S. §17-69). (The Commissioner of DCYS may petition the Juvenile Court for an extension of the commitment for up to two additional years if he deems such an extension to be in the best interests of the child (C.G.S. §17-69 and C.P.B. §1115).) Any child committed to the Department by the Juvenile Court is placed under the custody of the Commissioner of DCYS.

(Note: "All other commitments of delinquent, mentally deficient or mentally ill children by the Juvenile Court (as set out in C.G.S. §17-68) (i.e., commitments to agencies or institutions other than DCYS) are for an indeterminate time. Such commitments may be reopened and terminated at any time by said Court, provided the institution to which the child is committed shall be given notice of such proposed re-opening and a reasonable opportunity to present its view thereon. The parents or guardian of such child may apply not more than twice in any calendar year for such re-opening and termination of commitment." [C.G.S. §17-69(c).] The commitment would continue until the child reached the age of majority unless terminated sooner.)

DCYS also has jurisdiction over all children who voluntarily admit themselves to the Department (C.G.S. §17-419), youngsters who fall under the provisions of the Interstate Compact on Juveniles (C.G.S. §17-75 to 17-81), and children who come under the provisions of Protective Services for abused, dependent and neglected children (P. A. 74-52). For the purpose of this analysis, however, only delinquent children will be considered.

The Department's mandate is spelled out in C.G.S. §17-412.

The department shall create, develop, operate and administer a comprehensive and integrated statewide program of services for children and youth whose behavior does not conform to the law or to acceptable community standards. In furtherance of this purpose, the department shall (a) establish or contract for the use of a variety of facilities for diagnosing, evaluating, disciplining, rehabilitating, treating and caring for children and youth; (b) provide a flexible and creative program for the placement, care and treatment of children committed by the juvenile court to the department, and youth transferred by the department of correction to the department, and of children and youth voluntarily admitted to the department; (c) administer the Connecticut School for Boys, Long Lane School and such other institutions and facilities as may be established by or come under the jurisdiction of the department in a coordinated and integrated manner to achieve the purposes of this chapter; (d) encourage the development of programs, and the establishment of facilities for children and youth by municipalities or by local community groups in the state; (e) develop a comprehensive program of prevention of child delinquency and of diagnosis, treatment, rehabilitation and special care for children and youth in need of assistance in order to help them to realize their full potential and to become responsible citizens. (C.G.S. §17-412)

Youths adjudicated delinquent and committed to the Department may be handled in a variety of ways depending on the offense, the needs of the child and the needs of the community. For the most dangerous delinquents, the Commissioner may commit the delinquent to the Connecticut School for Boys. This facility is rarely used, however, and plans are underway to cease using it completely by mid-1975. The vast majority of those youths committed to a state institution go to the Long Lane School which was founded in 1870 and, until 1970, handled girls only. It now handles all committed girls and all but the most troublesome boys.

At the Long Lane School, the delinquent child is provided with rehabilitative services, educational and job training, diagnostic services, treatment programs, and general care and custody. The basic program employed at Long Lane was developed by DCYS in conjunction with Yale University. Delinquent children who are placed in Long Lane earn token economy points for certain types of behavior and activity, and, when a certain number of points are accumulated, the child is returned to the community. (These economy points also allow a child to gain new privileges within the school.)

Once a youngster is released from Long Lane, he is placed on "Aftercare Status." When a child is placed on aftercare, an aftercare field worker closely follows the progress of the child, and initiates corrective action when problems arise. In addition, the field worker maintains close contact with the child's family, school, and any other agencies providing services for the child. (In the two largest cities in Connecticut, Hartford and Bridgeport, these aftercare services are provided through the Community Services Centers established by DCYS.<sup>13</sup>)

As alternatives to commitment to the Long Lane School, DCYS is making increased use of "Group Homes" and the "Paid Placement Program." Group Homes in Connecticut are managed through the Group Home Coordinating Unit, a part of DCYS.<sup>14</sup> In fiscal 1973-1974, fourteen group homes were funded by DCYS. Group Homes provide a less-institutional environment in that married couples are used as supervisors and the number of children being handled is significantly smaller than at Long Lane. The "paid placement program" provides substitute residences in such facilities as residential schools and foster homes for those children whose successful rehabilitation is jeopardized by an unfavorable home or community environment. A child enters the paid placement program from a DCYS institution (Long Lane), directly from the Juvenile Court, or by voluntary admission. The Department strictly scrutinizes all paid placement facilities for compliance with such factors as health, fire and zoning regulations, suitable living conditions, and proper sleeping quarters.

Once a child who has been found delinquent is discharged from the supervision of the Juvenile Court or the custody of DCYS or any other agency, the child is hopefully better able to adjust his behavior in such a way as to stay within acceptable social norms. Two years after his discharge, the child or his parent or guardian may petition the Juvenile Court for erasure of all police and court records having to do with the matter for which he was placed on some type of supervision or committed. If the Court finds that no subsequent proceedings have been instituted against the child in the Juvenile Court or any criminal court, the Court must order the erasure of all such records, and the finding of delinquency is deemed never to have occurred (C.G.S. §17-72a). The erasure order pertains to all references to the case including "arrest, complaint, referrals, petitions, reports and orders." This procedure is in keeping with the basic philosophy of the Juvenile Court in that, as mentioned earlier, an adjudication of delinquency is not considered conviction for a crime.

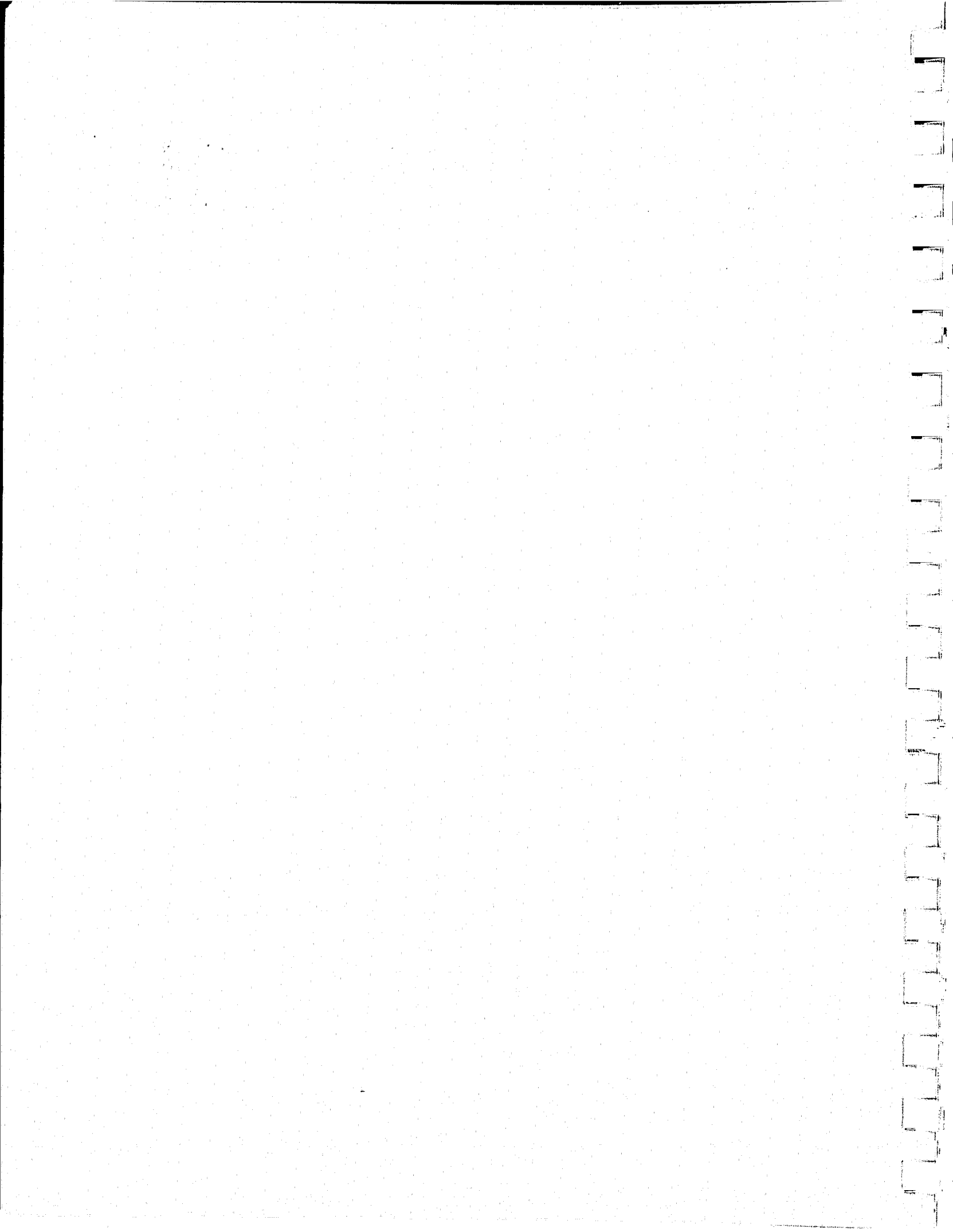
With the discharge of the child from Court supervision, or agency commitment, and the erasure of all records concerning the matter, it is hoped that the child is able to begin anew and function in the community unimpeded by past excursions into the juvenile justice system.

## FOOTNOTES

1. The CPCCA 4.3 action program entitled "Improvement of Police Response to Juvenile Delinquency" provides funds to municipalities for the establishment of police juvenile bureaus and/or the training of police juvenile officers.
2. The CPCCA action programs 4.6 and 4.19, entitled "Youth Service Systems," and "Youth Service System Projects for Large Cities" provide municipalities with the capability to establish administrative core units which can receive referrals from all components of the juvenile justice system (e.g., police, probation officers, courts, etc.) and direct those referred to the appropriate youth service agencies within the community. Youth service bureaus coordinate municipal services which are available to children and their families, they collect data, they plan for new services, and they provide direct services where a need exists but the services are otherwise unavailable.
3. Delinquency petitions are discussed on page 30 of this narrative.
4. For details on the detention procedures and the child's right to a detention hearing, see Connecticut Practice Book Sections 1108-1109.
5. Note: At this point, the case has actually reached the "intake" stage of the juvenile justice system. (See C.P.B. §1101(2).)
6. The court also has jurisdiction over defective, dependent, neglected and uncared for children (C.G.S. §17-53).
7. It should be noted that approximately 6.8% of all referrals to the Juvenile Court are disposed of right at intake. The percentages used in this narrative are based on the most current (1972) Juvenile Court statistics available.
8. The CPCCA 4.17 action program entitled "Pilot Juvenile Probation Projects" provides funds to the Juvenile Court for intensive treatment services for children who are handled non-judicially.
9. Non-judicial supervision is not to exceed three months unless reviewed by a judge or the supervising officer's superior, and then only when there is a continuing acceptance of such action by the child and his parent or guardian (C.G.S. §17-61).
10. Note: Unlike the case in which a child is found to be delinquent, no petition need be filed on the behalf of the child to have such records erased.
11. The CPCCA 4.5 action program entitled "Community Residential Facilities" provides funds to DCYS for contracted agreements with group homes, foster homes, half-way houses and shelter care.
12. The CPCCA 4.16 action program entitled "Vocational Probation" provides funds for the Juvenile Court vocational probation project described in the text.

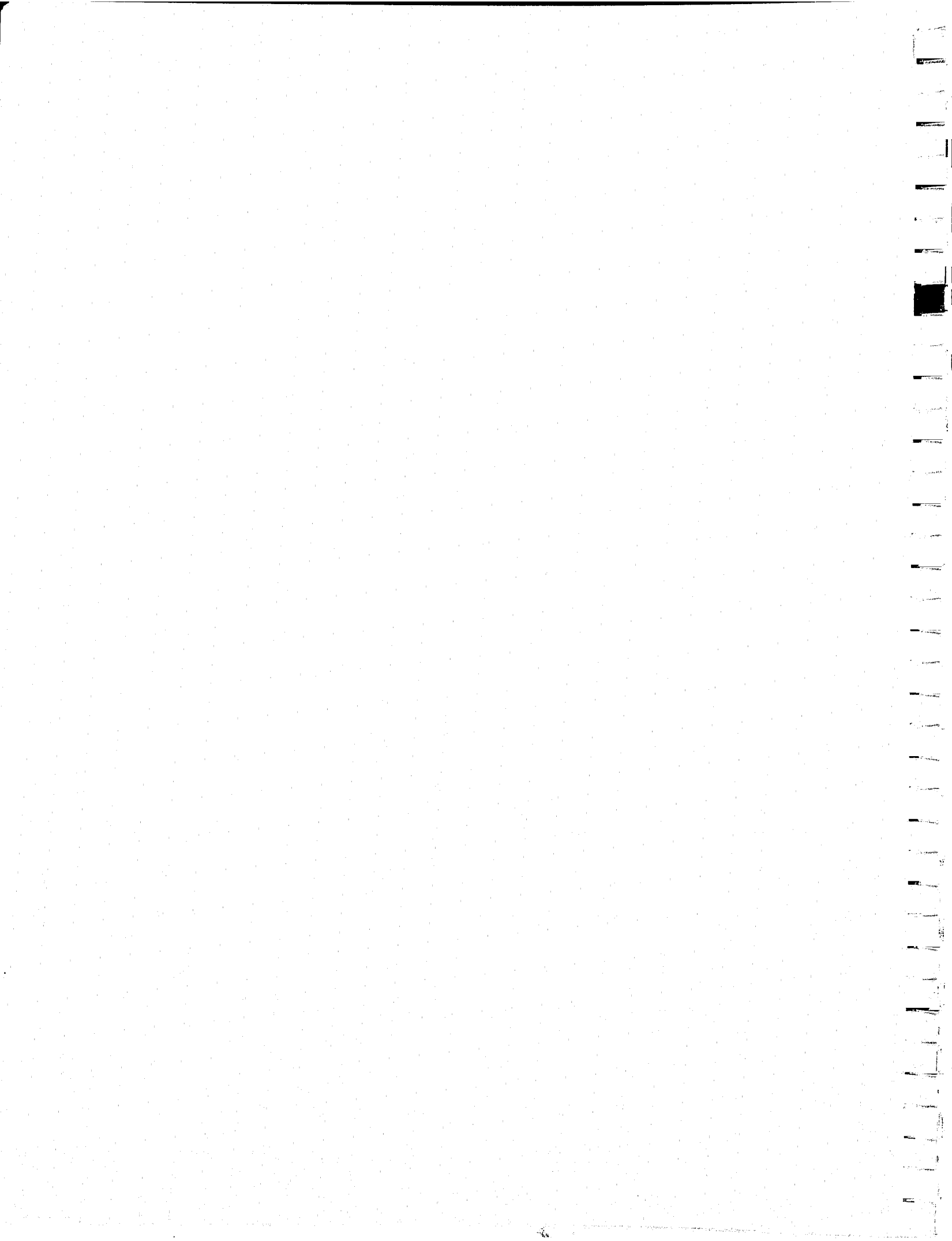
13. The CPCCA 4.9 action program entitled "Community Service Units/Outreach Centers" provides funds to DCYS to contract with the Hartford Community Service Units and the Bridgeport Outreach Centers which provide services to those youths placed on aftercare, as well as other youths who live in these communities and are in need of such services.

14. See footnote 11, supra.



A P P E N D I X A

CONNECTICUT STATE POLICE DEPARTMENT





CONNECTICUT STATE  
POLICE DEPARTMENT

I. Statutory Authority and Jurisdiction

Established by an act of the General Assembly in 1903, the Connecticut State Police Department was the first permanent state police force in the country (it is the third oldest department in the nation). The Department, which was initially made up of five full-time officers, was expected to assist, whenever requested by the Governor, the Attorney General, a state's attorney, or other legally-appointed prosecuting officer in the investigation, detection, and prosecution of all criminal matters. The force was chiefly organized for the suppression of commercialized vice with particular reference to the enforcement of the state's liquor and gambling laws and for the investigation of fires of suspicious origin.

Today the State Police Department gets its statutory authority from Title 29, Sections 29-1 through 29-143 of the Connecticut General Statutes (Rev. of 1958).

As set out in C.G.S. §29-7,

The state police department, upon its initiation, or when requested by any person, shall, whenever practical, assist in or assume the investigation, detection and prosecution of any criminal matter or alleged violation of the law. All state policemen shall have, in any part of the state, the same powers with respect to criminal matters and the enforcement of the law relating thereto as sheriffs, policemen or constables have in their respective jurisdictions.

The State Police Department, thus, is generally responsible for the enforcement of law and order, safety, and the protection of people and property throughout the state.

The Connecticut State Police has either sole or some type of mutual responsibility for 87 municipalities in the state. Thirty six (36) municipalities rely solely on the services of "resident state troopers" (discussed later under "II. Administrative Structure"), twelve (12) municipalities use a combination of resident state troopers and full-time police personnel, two (2) towns without full-time police personnel or resident state troopers enjoy the services of state police barracks located within their community, and an additional thirty-seven (37) municipalities utilize the presence of state troopers in their communities through a variety of working arrangements. Once again, C.G.S. §29-7 gives the state police wide-ranging jurisdictional authority for investigating and prosecuting criminal matters and alleged violations of the law.

In addition to this general law enforcement activity, the State Police Department is assigned statutory responsibility for a great number of "regulatory" activities such as issuing pistol permits (C.G.S. §29-28), establishing a Fire Safety Code (C.G.S. §29-40), and licensing certain moving picture operations (C.G.S. §29-118), and "inspection" duties such as inspection of vehicles used for transporting flammable liquids (C.G.S. §29-64), and the

investigation of the origin of fires (C.G.S. §29-57)).

Finally, the Connecticut State Police are concerned with such matters as organized crime intelligence work and the surveillance and control of criminal elements within the state. Under subsection V. of this appendix ("Special Projects"), the Statewide Organized Crime Investigative Task Force is described.

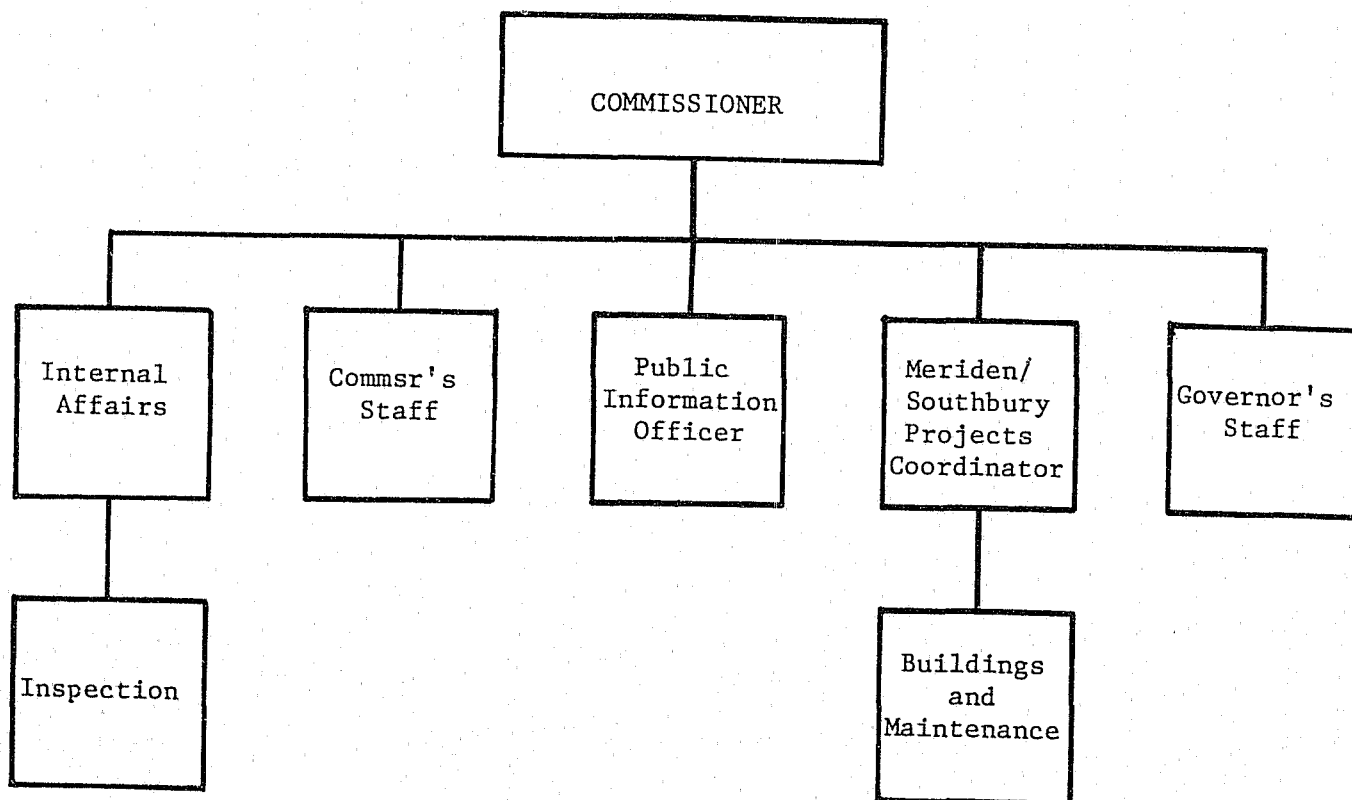
## II. Administrative Structure - Duties and Responsibilities

For purposes of this appendix, the administrative structure of the State Police Department will be viewed as being built on three levels:

Level I	Commissioner and Immediate Staff
Level II	Commissioner's Support Staff
Level III	Operations

### LEVEL I - COMMISSIONER AND IMMEDIATE STAFF - DUTIES AND RESPONSIBILITIES

The administrative head of the Connecticut State Police Department is a "commissioner" with the rank of Colonel. Appointed by the Governor for a four-year term, a commissioner may be removed only for cause after charges have been preferred and a hearing granted (see C.G.S. §29-1). (A total of seven commissioners have headed the State Police Department during its 71-year history.) The Commissioner has general jurisdiction over all the affairs of the Department and has all the statutory powers and privileges of a state policeman.



The Internal Affairs Unit investigates all internal complaints as directed by the Commissioner. In addition, the Inspection Unit conducts ongoing inspections of the State Police troops and divisions. Inspection personnel are drawn from specialized sections as needed.

The Commissioner's Staff, which consists of three state troopers, serve as aides to the Commissioner and the Executive Officer.

The Public Information Officer works to improve relations with the news media and the public image of the department. His duties include the production of a monthly departmental newsletter, the preparation of printed news releases concerning department policies and special activities, research on special projects as required by the commissioner and his staff, and the preparation and administration of departmental citations for both sworn and civilian members of the department.

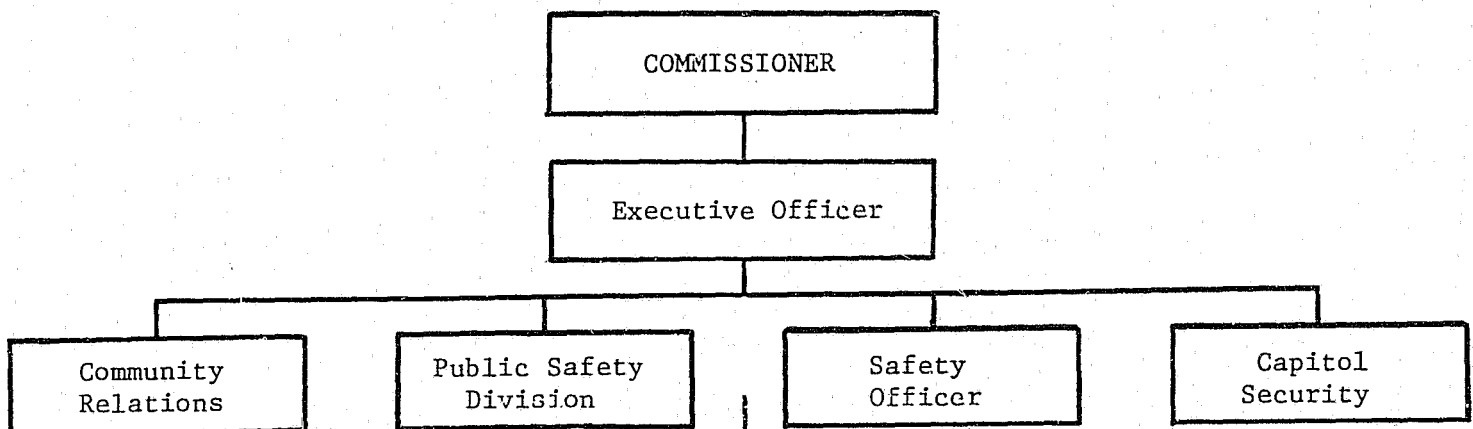
The Governor's Staff Unit provides protection and other special services to the Governor for his term in office.

The Buildings and Maintenance Unit is, obviously, in charge of maintaining, renovating, and inspecting buildings used and occupied by the State Police Department.

The Meriden/Southbury projects involve transferring certain divisions within Hartford to new areas (e.g., the Public Safety Division is being moved to Meriden), and setting up new troop headquarters (e.g., Troop A is being moved from Ridgefield to Southbury).

#### LEVEL II -- COMMISSIONER'S SUPPORT STAFF - DUTIES AND RECOMMENDATIONS

An executive officer, with the rank of Lieutenant Colonel, assists the Commissioner and acts in his behalf when the Commissioner is absent.



The Community Affairs and Human Relations Unit works with various community-based organizations to establish better rapport between the police and the community. This involves contact work with racial and ethnic minority groups, with students at all academic levels, and with various organizations. This unit seeks to attract minority group members interested in becoming members of the State Police Department.

The Public Safety Division is headquartered in Hartford and performs a wide variety of functions. The Division, which is under the control of the State Fire Marshal (who is the same person as the Commissioner of the State Police pursuant to C.G.S. §29-39), is responsible for all matters pertaining to fire and public safety throughout the state. More specifically, the State Fire Marshal's Office is responsible for the administration of fire prevention and protection programs, investigation of suspicious fires, abatement of fire hazards, and initiation and enforcement of fire regulations and fire safety codes in cooperation with other state, local and national fire department officials, building officials and architects.

In addition, the Public Safety Division issues licenses for bazaars, raffles, special police private detectives, public assembly, bondsmen, weapons, advertising signs, carnivals, circuses, firework displays, motor vehicle race tracks, amusement parks, explosives, motion picture theaters, and projectionists. Because all bazaars and raffles must be registered with the State Police, the Public Safety Division has the authority to examine all their records. It investigates, licenses, and regulates all private detectives and security service agencies. The State Police, through the Public Safety Division, investigates and licenses all professional bondsmen. Monthly and annual audits are maintained on the outstanding bonds by this State Police division. All complaints of irregularities by bondsmen are brought to the attention of the courts for prosecution or to the State Police Commissioner for a hearing.

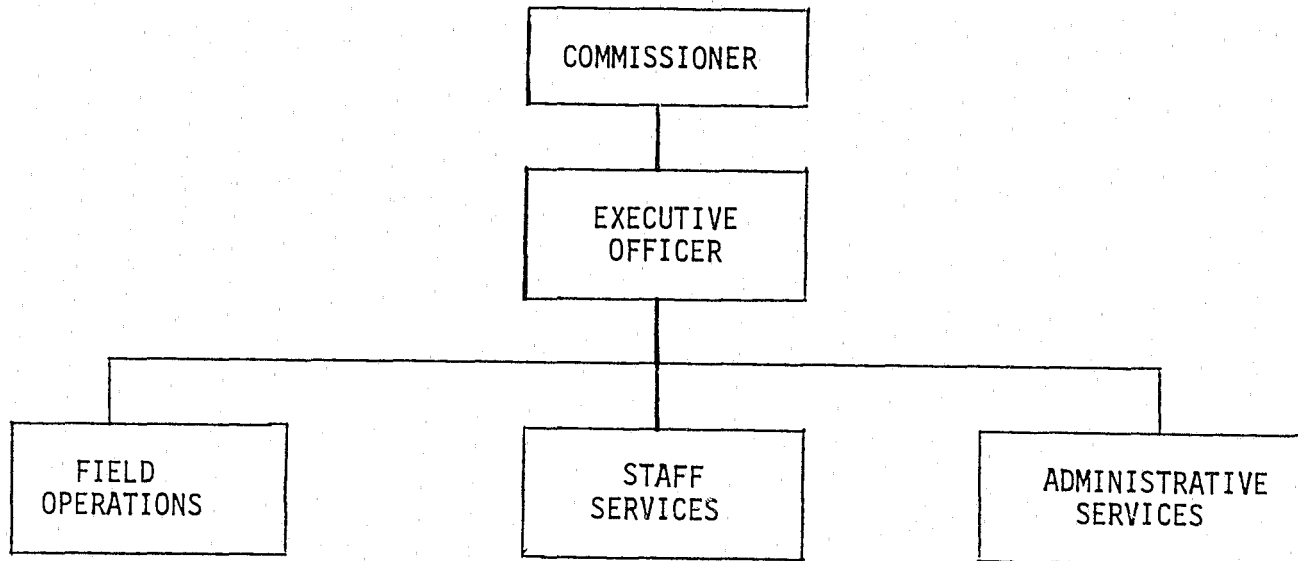
The Public Safety Division processes applications for "special police powers" according to six state statutes. Applicants are interviewed, photographed, fingerprinted, and processed. Only qualified local police personnel and Superior Court clerks are notified of the list of special police personnel. There are presently several hundred such special policemen.

The Capitol Security Unit is responsible for maintaining and enforcing security regulations in the State Capitol Building and on the Capitol grounds.

The Safety Officer operates within the State Police Department to insure that the Department is in conformity with the rules and regulations pertaining to the Occupational Safety and Health Act (OSHA).

### LEVEL III - OPERATIONS- DUTIES AND RESPONSIBILITIES

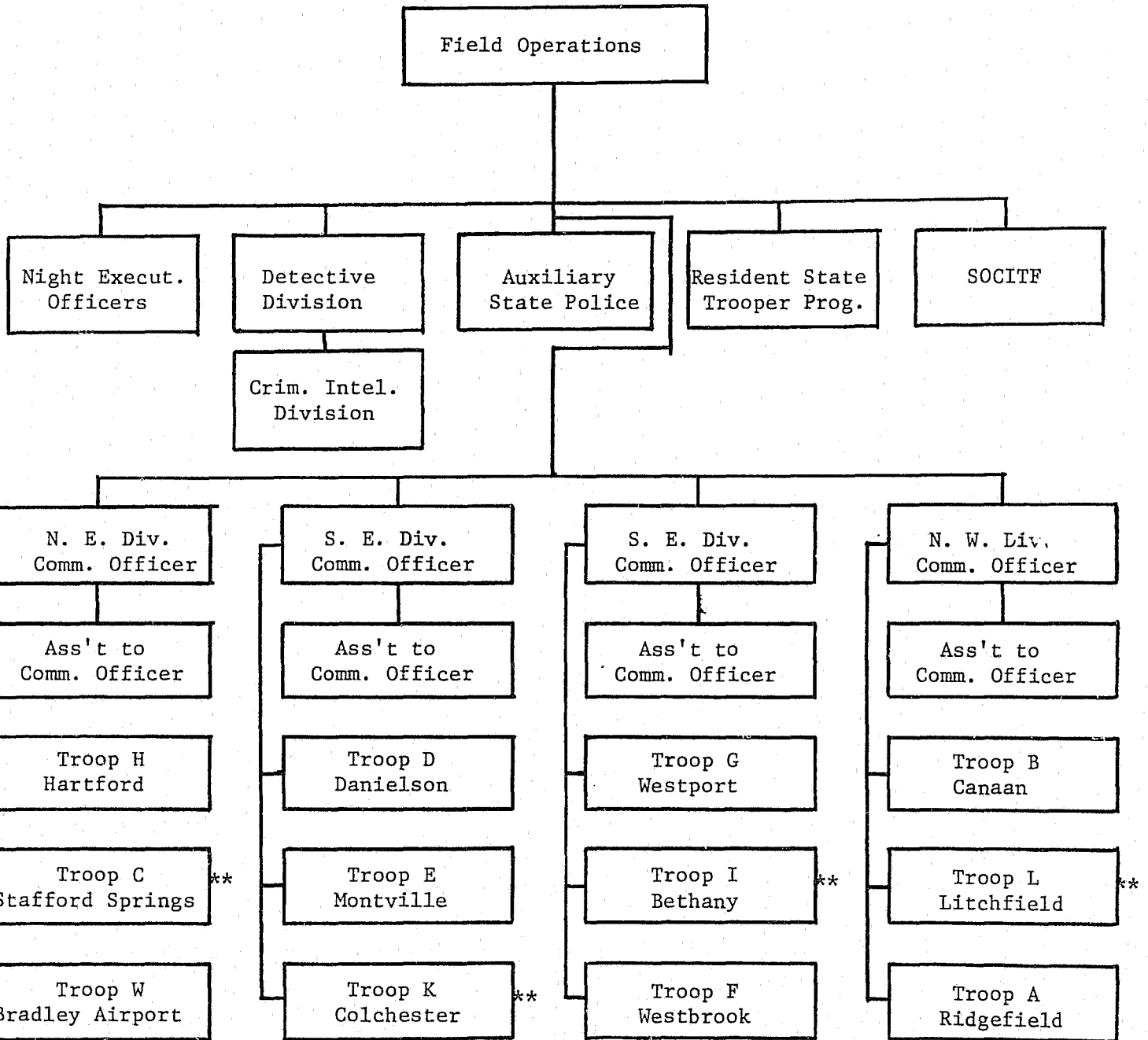
On the operations level, there are three major areas of activity: Field Operations, Staff Services, and Administrative Services.



#### Field Operations

Field Operations is the largest division in the Department and comprises the Detective Division, the Criminal Intelligence Division, the Auxiliary Police Division, the Resident State Trooper program, and the Statewide Organized Crime Investigative Task Force (SOCITF). Field Operations is under the command of a Major, and, for purposes of State Police Department activities, the state is divided into four (4) divisions (Northeastern, Southeastern, Southwestern, and Northwestern). Each division is under the immediate command of a Captain. Each division is then broken down into three troops; a Lieutenant commands each troop. Individual troops range in size from 15 (Troop W) to 67 (Troop I) police personnel and one (again Troop W) to 14 (again Troop I) civilian personnel. (See chart.)

It should be noted that "Central Headquarters" for the State Police Department is located at 100 Washington Street in Hartford. The Commissioner, his staff, the Staff Services Division, and the Administrative Services Division all operate out of Central Headquarters. "Troop H," the Hartford state police troop, is also located at 100 Washington Street in Hartford; however, Troop H operates out of separate facilities.



\*\* Indicates Division Headquarters

The Resident State Trooper System was enacted by the General Assembly in 1947, and it presently operates according to C.G.S. §29-5. Under this system, a small town with no organized police department may contract with the State Police Department for full-time trooper coverage of the community.

The following table reflects the growth in the resident trooper program since its inception in 1947:

Year	No. of Towns	No. of Resident Troopers Authorized	No. Actually Assigned
1947	10	10	10
1961	36	36	36
1965	44	46	46
1967	46	55	46
1969	46	59	54
1971	48	60	60
1974	48	68	67

The Detective Division is the main investigative arm of the State Police Department. Approximately 65 men and women are assigned to various units within the Division, each unit specializing in a different area of criminal investigation. Based at the State Police Department Headquarters in Hartford, the personnel are assigned to work in all areas of the state.

(a) Narcotics Investigation Unit

The priorities of this unit have been directed toward identifying and arresting the wholesale drug dealers, and away from the "street" level trafficker in narcotics.

The unit works closely with the Federal Drug Enforcement Administration, local police departments, and the Regional Crime Squads throughout the state in an effort to establish an effective federal-state-local narcotic investigation team.

(b) Gambling Unit

Illegal gambling has in no way diminished since the state authorized a staterun lottery. Bookmakers are using the state's winning lottery number in their own illegal activities and attract business by paying higher odds than the state. Men and women of the Detective Division conduct gambling investigations in close cooperation with the wiretap unit and the State's Attorneys in all parts of the state.

(c) Criminal Intelligence Unit

Intelligence gathering is one of the most important functions of the Detective Division. A select group of men and women are engaged in this activity on a full-time basis. They normally do not become involved in the actual arrest of subjects, but are constantly gathering intelligence concerning criminal figures in Connecticut who are involved in all aspects of illegal activity in Connecticut and surrounding areas.

This unit works closely with Federal agencies as well as other police agencies throughout this country and Canada. Organized crime figures living and operating in the state are the prime target of this unit.

(d) Wiretap Unit

Since the passage of a wiretap bill by the General Assembly in 1971, the State Police have conducted legal, court-ordered wiretaps, mostly in the larger cities in Connecticut. Under the law, the State Police Department is the only police agency in the state allowed to engage in this new enforcement activity. The law allows court-ordered taps only in investigations of narcotics, gambling, and felonious crimes of violence.

The State Police Auxiliary Division is a volunteer force of 850 part-time men who provide emergency services throughout the state during natural disasters and public emergencies. Soon to undergo auxiliary training are 129 applicants in the 18-21 age bracket. This program reflects the lifting of age restrictions in an attempt to attract potential candidates who express an interest in working in the criminal justice system.

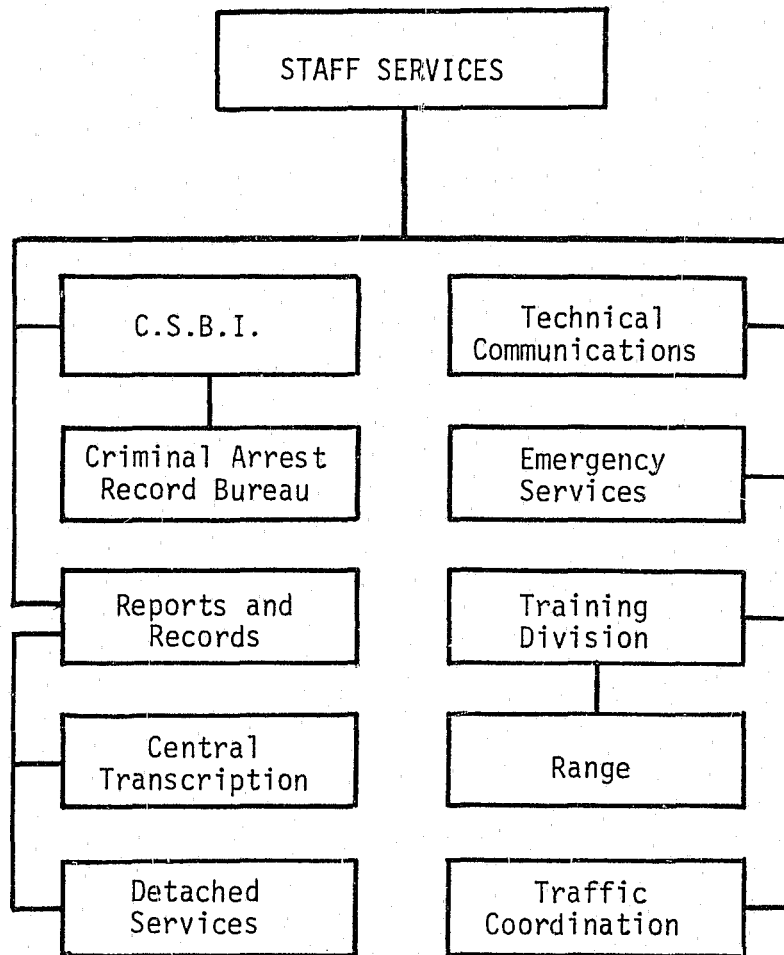
The Statewide Organized Crime Investigative Task Force (SOCITF) has been set up under the Connecticut State Police Department with the authority to investigate cases utilizing: (1) intelligence and other information resources, (2) the full range of criminal and non-criminal statutes, and (3) the related efforts of other state and local agencies.

The major types of activities in which organized crime is engaged (in Connecticut) include gambling, loansharking, infiltration of legitimate business, and cigarette smuggling. The dimensions of these activities for a state the size of Connecticut are considerable.



Staff Services

The Staff Services Division is under the command of a Captain and is based in the State Police Headquarters in Hartford. The Division has approximately 185 persons working in the following areas: Connecticut State Bureau of Identification (CSBI), Reports and Records, Central Transcription, Detached Services, Technical Communications, Training, Traffic Coordination, and Emergency Services. (See chart.)



The major duties and responsibilities of the Connecticut State Bureau of Identification include conducting polygraph tests, maintaining the Criminal Arrest Records Bureau (CARB), identifying fingerprints and weapons, and providing the Department with photography services. Criminal laboratories available to the State Police include:

- (a) The State Police Laboratory which is part of the State Bureau of Identification (CSBI). It provides the actual firearm examinations, polygraph testing, identification of toolmarks and fingerprints, and photographic identification services. It is the only laboratory in Connecticut with the facilities and the personnel trained to examine and identify documents and to identify otherwise unrecognizable bodies through forensic odontology.
- (b) The State Toxicology Laboratory, part of the State Health Department, which is Connecticut's only facility for the examination and identification of suspected narcotics and other dangerous drugs. Such identification is the key element in prosecutions involving drug abuse since it is necessary to have official verification that suspected material seized is a dangerous drug.

The laboratory also provides analyses of blood and urine for alcohol determination, volatile poisons, physiological fluids, hairs, fibers, and trace evidence; comparative microscopy and instrumental analysis, and specialized laboratory services required in medical examiner cases.

- (c) The Office of Medicolegal Investigations, established by the 1969 session of the General Assembly, began operations in July, 1970, with the appointment of a chief medical examiner. The office is responsible for all pathology work and handles cases involving homicides and other unnatural, accidental and suspicious deaths.

In the past most of the CSBI's activities have been carried out at Hartford Headquarters. However, a new satellite lab has now been opened at the old Training Academy at Bethany. More than 70% of the work done in this new lab is for municipal police departments throughout the state.

The Reports and Records Division is a central repository for all Department criminal and motor vehicle investigative reports, and it prepares periodic statistical reports such as the Uniform Crime Reports, criminal statistical reports for State Police use, narcotics reports for all municipal departments, and routine operating reports such as personnel rosters, summaries, and schedules.

The Communications Division is based at State Police Headquarters in Hartford and is responsible for the operation of the statewide radio and the "Connecticut On Line Law Enforcement Communications and Teleprocessing"(COLLECT) systems. COLLECT is a computerized system which replaced the teletype system. It provides the State Police with immediate access to files of (1) the Motor Vehicle Department through the State Data Center, (2) the National Crime Investigation Center (FBI) in Washington, and eventually, (3) criminal history files at State Police headquarters in Hartford. The Division is also the state control point for the National Attack Warning System.

In addition, the Communications Division maintains a computer terminal for the National Crime Information Center (N.C.I.C.) at the FBI in Washington. The N.C.I.C. operation covers stolen cars and trucks, securities, other property, and fugitives.

The Emergency Services Division supports municipal police departments with emergency equipment and services such as a scuba squad, a bomb disposal unit, and civil disorder equipment repositories.

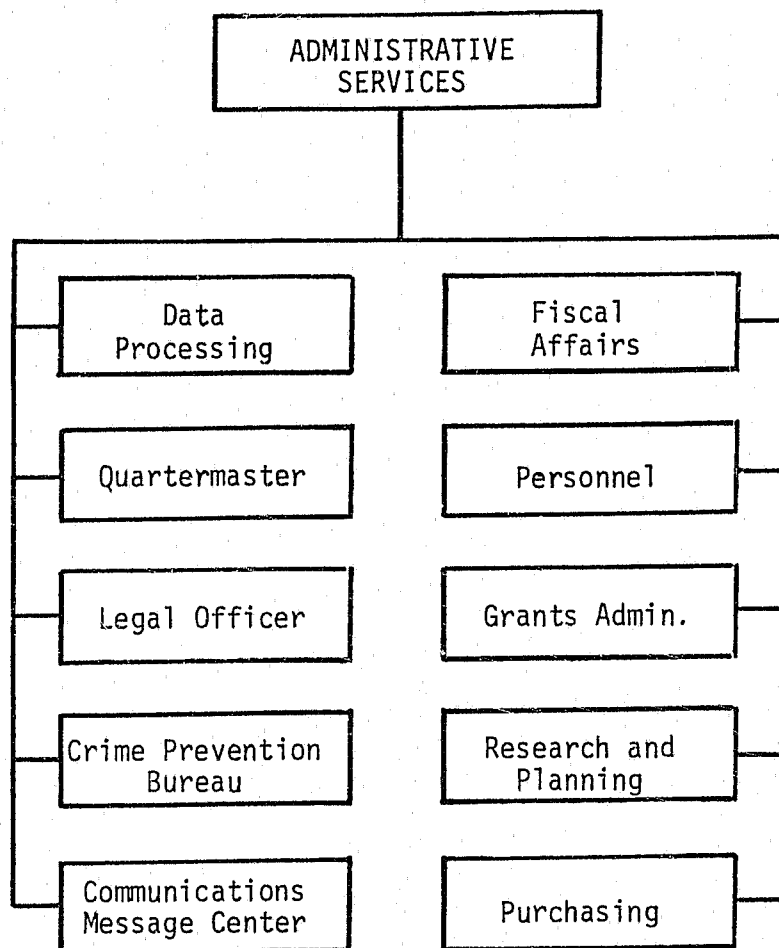
The Training Division includes three major sections: Recruit training, In-Service training, and Firing Range training. State Police recruit training requirements include a minimum of 19 weeks (900 hours) of classroom training at the Connecticut Police Academy in Meriden. (See Appendix B material on the "Municipal Police Training Council" (MPTC) for a description of the training facilities.)

The Traffic Division is concerned with all aspects of highway safety and traffic flow efficiency. In coordination with the Department of Motor Vehicles, State Traffic Commission, the Department of Transportation, the Military, and Civil Defense, the Traffic Division develops accident prevention techniques, engages in public education, researches state highway use, and assists municipal police departments in planning traffic control during emergencies.

The traffic accident records section is responsible for processing and analyzing crash investigation reports and motor vehicle enforcement forms, as well as supplying copies of these reports to attorneys, insurance companies, and official agencies.

### Administrative Services

The Administrative Services Division, under the command of a Captain, is based at State Police Headquarters in Hartford. The Division has approximately 100 persons working in a variety of areas including: Data Processing, Quartermaster Division, Legal Officers, Fiscal Affairs, Crime Prevention Bureau, Research and Planning, and Communications Message Center.



The Data Processing Division is responsible for maintaining the internal data needs for the Department. An "on-line management information system" is now in the process of being designed for the Department.

The Quartermaster Division is responsible for the maintenance and issuance of department supplies and equipment.

The Legal Officer is a civilian attorney on assignment from the Attorney General's office. In addition, the Court Liaison Officer keeps the Department informed of judicial clarifications, changes, and new regulations. He interprets the court cases that may have a significant impact on police procedures in order to determine their implications for Department enforcement policy or procedures. Any complaints made by court officials concerning police cases, or police complaints involving prosecutions are also handled by the liaison officer.

The Fiscal Affairs Unit is commanded by a civilian business manager, responsible for budgeting, purchasing, accounting, and headquarter custodial services.

The Research and Planning Division is managed by a civilian who is responsible for all research, planning, and federal grant application work.

### III. Budget

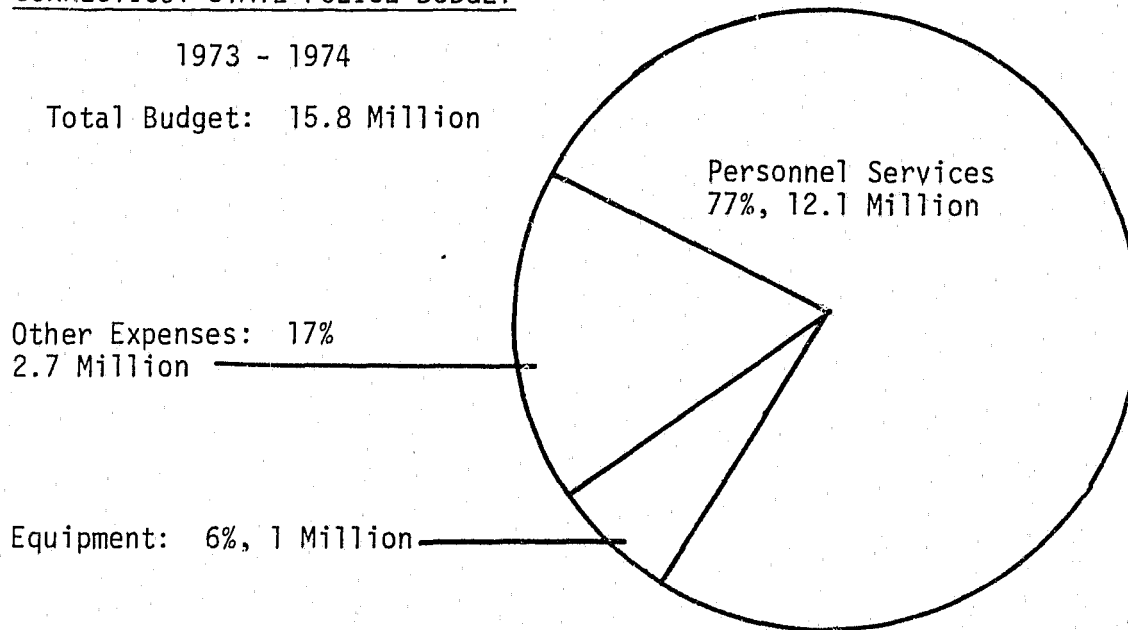
The Connecticut State Police Department receives the great bulk (90%) of its operating funds from the state "Highway Fund." (See C.G.S. §14-156 and 156a.) The other 10% of the budget is provided primarily through General funds appropriated by the General Assembly. (Note: The Connecticut State Police Department also receives "action grant" monies from the CPCA.)

The following charts provide a picture of recent State Police budgets and where the funds have been utilized.

#### CONNECTICUT STATE POLICE BUDGET

1973 - 1974

Total Budget: 15.8 Million



#### CONNECTICUT STATE POLICE - BUDGETS

90% Highway Fund  
10% General Fund

\$\$ In Millions	1970-1971	1971-1972	1972-1973	1973-1974
Personnel Services	10.2	10.4	11.6	12.1
Other Expenses	2.2	2.5	2.4	2.7
Equipment	<u>0.6</u>	<u>1.3</u>	<u>1.1</u>	<u>1.0</u>
TOTALS	13.0	14.2	15.1	15.8

#### IV. Personnel/Salary Range

Currently the State Police Department is authorized to employ 889 police personnel and 315 civilian personnel (i.e., a police/civilian ratio of about 2.8:1). As of April 30, 1974, 848 police personnel positions were filled and 218 civilian personnel positions were filled.

Salaries for police personnel are:

	<u>Salary Range</u>	<u>Annual Increment</u>	<u>Years to Maximum</u>
Commissioner	\$30,195 - 36,183	998	6
Lieut. Colonel	24,469 - 29,779	885	6
Major	18,904 - 22,990	681	6
Captain	15,420 - 18,966	591	6
Lieutenant	13,964 - 17,234	545	6
Sergeant	12,219 - 14,835	436	6
Corporal	11,003 - 13,481	413	6
Detective	11,003 - 13,481	413	6
Policewoman	9,914 - 12,254	390	6
Trooper	10,304 - 12,254	390	5
Resident Trooper	10,304 - 12,254	390	5
Trooper Trainee	9,914		

(Specification sheets on any of the above positions may be obtained from the State Personnel Department, State Office Building, 165 Capitol Avenue, Hartford, Connecticut 06115).

#### V. Special Programs

##### Major Crime Squads

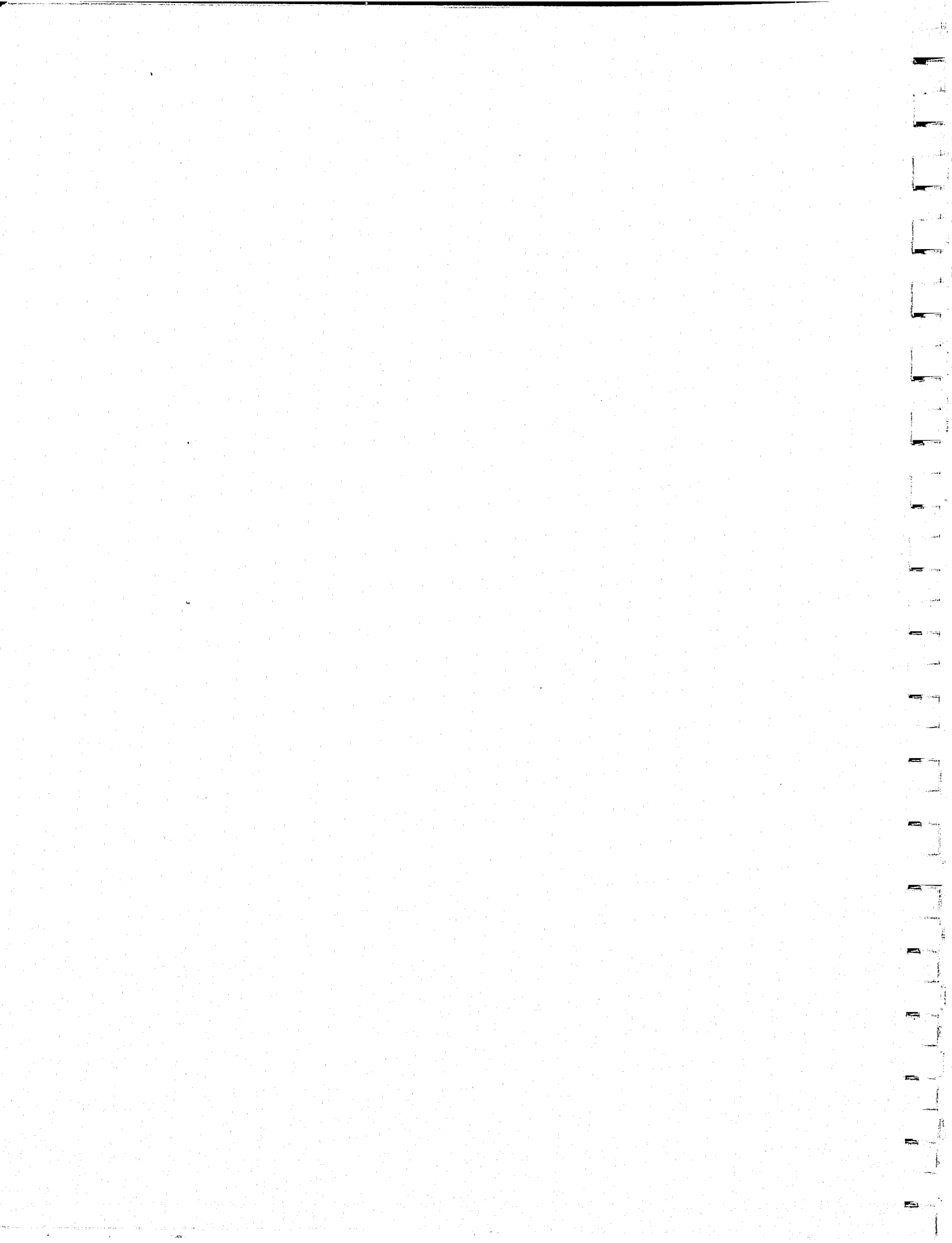
Two "Major Crime Squads" have been organized within the Detective Division to provide the Connecticut State Police Department with the capability of delivering swift, coordinated, and effective investigation of a major crime. The services of the Major Crime Squads are available to any State's Attorney, smaller police departments of the State, or any agency upon request.

The primary functions and responsibilities of the Major Crime Squads are to prevent and detect major crime, as well as to "coordinate, conduct, supervise and control" investigations and prosecutions of major crimes. (Major crime is considered to include murder, kidnapping and major burglaries.)

By providing State's Attorneys with investigative services, the Major Crime Squads make it possible for a State's Attorney to actively participate in the actual investigation of crimes which will ultimately become his responsibility to prosecute. With this increased participation by State's Attorneys, legal consultation on the proper methods for proceeding with important investigations will be more readily available to the State Police.

## SOCITF

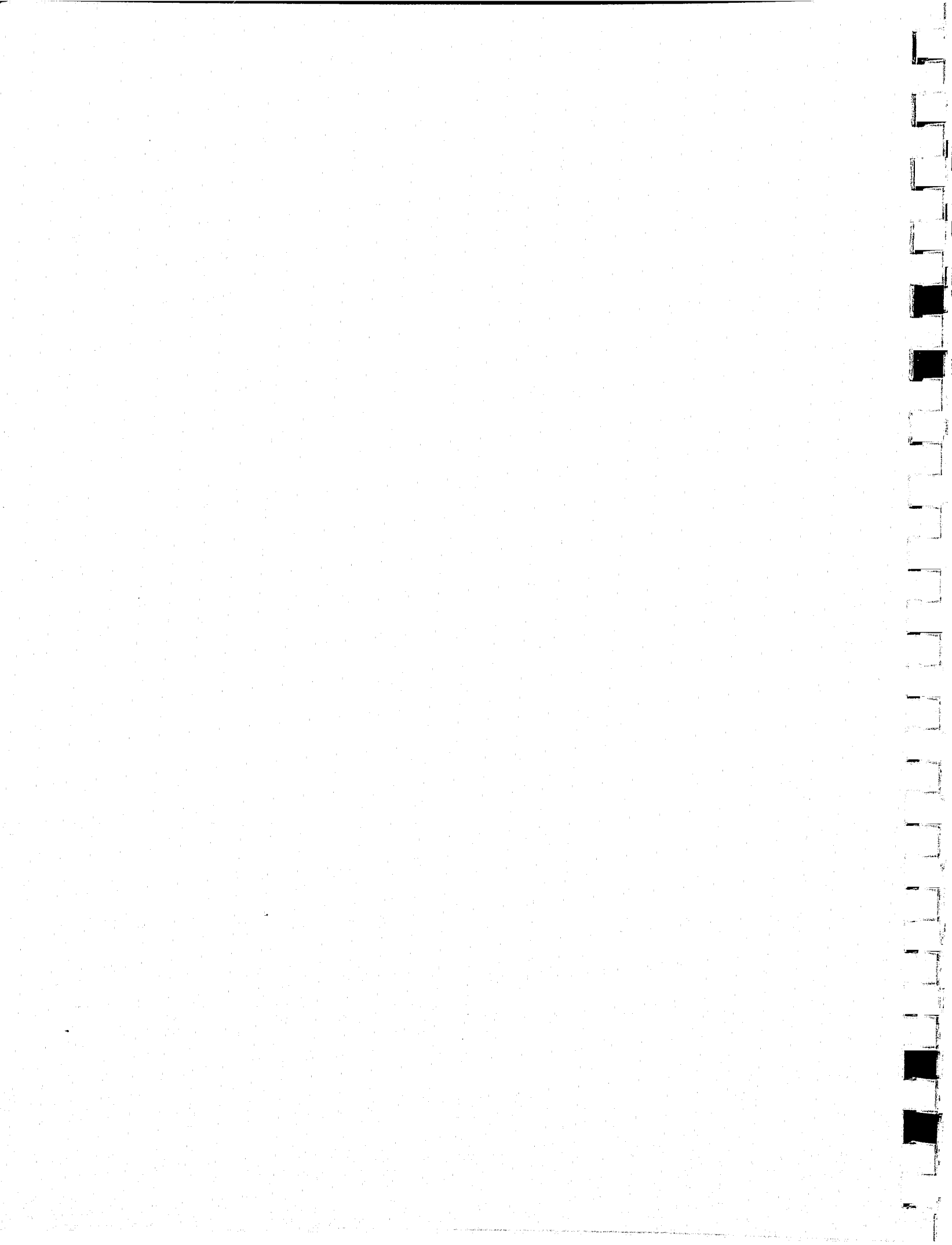
Investigations and studies by both the Connecticut Planning Committee on Criminal Administration and the Connecticut State Police Department have revealed that major organized crime activity exists in Connecticut. In response to this situation, a Statewide Organized Crime Investigative Task Force (SOCITF) has been set up within the State Police Department. Pursuant to Public Act 73-592, which is the enabling legislation for SOCITF, the task force is responsible for investigating organized criminal activity in the State, as well as gathering and compiling intelligence information on such activity. It is to be noted that SOCITF employs innovative approaches to criminal investigations, and the emphasis of the project is on using, rather than mere collecting, intelligence information. (See the organizational breakdown of "Field Operations" in Section II [Administrative Structure] of this appendix.)





A P P E N D I X B

MUNICIPAL POLICE DEPARTMENTS



STATE OF CONNECTICUT  
MUNICIPAL POLICE DEPARTMENTS

I. Statutory Authority and Jurisdiction

The various units of local government which exist in the State of Connecticut include 169 towns (many of which are consolidated with cities and operate co-extensively), 3 unconsolidated cities and 11 boroughs. Police services are provided to the citizens of these 183 municipalities in one of the following ways:

1. by full-time organized police departments;
2. by full-time paid police officers under the direction of a state trooper;
3. by a resident state trooper;
4. by a local state police barracks; or
5. by part-time constables and/or regular patrols by the state police.

Municipalities receive their statutory authority to provide such police services in Connecticut General Statutes Section 7-194 (Revision of 1958). This statute empowers municipalities, among other things, to:

- provide for the policing of their respective town, city, or borough (Sec. 7-194 (24));
- prescribe the duties of the police force (Sec. 7-194 (24));
- preserve the public peace and good order (Sec. 7-194 (25));
- make and enforce police regulations (Sec. 7-194 (26));
- prevent trespass on public and private land (Sec. 7-194 (27));
- secure the safety of persons passing through or in the town (Sec. 7-194 (28));
- define, prohibit, and abate all nuisances and causes thereof and all things detrimental to safety and morals (Sec. 7-194 (29)); and
- prevent vice (Sec. 7-194 (30)).

While generally exercised within the boundaries of the community, municipal

police powers to enforce state laws and local ordinances are not limited in jurisdictional scope to their respective municipality. By virtue of C.G.S. Sec. 7-281 an officer may execute an arrest warrant anywhere in the state for an offense committed within his municipality, and, pursuant to C.G.S. Sec. 6-49, an officer may also make an arrest outside his municipality, without a warrant, when in "fresh pursuit" of a fleeing offender.

(Note: Municipal police departments maintain original jurisdiction in approximately 100 Connecticut municipalities; the State Police Department exercises original jurisdiction in the remaining 83 communities).

## II. Administrative Structures of Municipal Police Departments--Duties and Responsibilities

Because of the different caseloads, financial resources, citizen demands, etc., faced by municipal police departments operating in different settings, this appendix material will provide information on the administrative structure of a representative "large" municipal police department (New Haven), a representative "medium" sized police department (Hamden), a representative "medium-small" department (Groton), and a representative "small" department (Old Saybrook).

In most Connecticut municipalities, the chief executive officer or legislative body is charged with the responsibilities of general management and supervision of the police department. It is to be noted that in 51 Connecticut municipalities "Police Commissions," rather than the chief executive officer or legislative body, are vested with the duties of overseeing the general management of department operations. All organized municipal police departments in Connecticut have a "Chief" as the head administrator of the department. (Note: There are a number of what might be termed quasi-municipal police departments whose operations are directed by a resident state trooper).

### "LARGE DEPARTMENTS"

Connecticut's large municipal police departments (serving municipalities of 100,000 population and over) follow an administrative structure developed on a "functional" basis. These departments have an Office of the Chief which is typically augmented by a number of special services units (e.g., legal services, minority relations, and citizen complaint staff -- see chart), as well as an office of the Deputy and/or Assistant Chief.

Below this upper level administration fall the major "functional divisions" (e.g., uniformed services, personnel services, public information, planning, and investigative services -- see chart). These divisions are then further broken down into "operational sections" (e.g., patrol services, support services, etc. -- see chart). Finally, operational sections are sub-divided into "specialized units" (e.g., street crime, in-service training, criminal records, etc. -- see New Haven Police Department chart).

## "MEDIUM DEPARTMENTS"

Connecticut's medium-sized police departments (serving populations of 45,000-100,000) have an administrative structure similar to that of the larger departments except that the "functional divisions" are not broken down to the same extent. As can be seen in the chart of the Hamden Police Department, the typical medium-sized department will have an Administrative Services Division and a Field Services (or Operations) Division. These divisions are then sub-divided into operational sections (e.g., court liaison, training and education, etc.). The various sections are then reduced to special units (e.g., youth service investigators, court liaison personnel, etc.). In the medium-sized department, divisional managers might have a variety of responsibilities which in larger departments would be further subdivided (see Hamden Police Department chart).

## "MEDIUM-SMALL DEPARTMENTS"

Connecticut police departments serving populations of 20,000-45,000 reduce the number and variety of management areas. Generally, there will be an Operations and Detective Division with few specialized "sections" or "units." Primary emphasis is placed on field services (e.g., patrol and services to public) and investigations (see Groton Police Department Chart).

## "SMALL DEPARTMENTS"

Connecticut's small police departments (population under 20,000) have little management staff and divisional breakdown. Administration is typically controlled almost entirely by the Chief, and "Operations" are run by shift sergeants. These smaller departments rely heavily upon supernumerary officers to bolster their patrol forces. (see Old Saybrook Police Department Chart).

## "DUTIES AND RESPONSIBILITIES"

Municipal police departments in Connecticut employ many types of personnel including full-time sworn officers, part-time officers, civilian professionals, paraprofessionals, supernumerary officers, constables and auxiliary police officers. A general description of the duties of a number of these persons follows.

### THE CHIEF OF POLICE

Although municipal police departments are generally directed by a Chief of Police, his responsibilities vary widely according to the size and character of the community. In smaller municipalities, the Chief is usually responsible for preparation of the budget, planning, management, and public relations. In larger cities, however, much of the authority for fiscal management and internal administration is delegated to ranking officers, support staff, or special units specifically assigned the responsibility for these functions. When such a delineation of responsibility is possible, the Chief functions primarily to oversee the general operations and administration of the department in his role as head administrator.

## RANKING OFFICERS

Again, depending upon the size of the department, the duties and responsibilities of ranking officers (e.g., captains, lieutenants, and sergeants) vary. Smaller departments will generally use ranking officers primarily for supervision of personnel. In larger departments, direct supervision of personnel will generally be the responsibility of sergeants and lieutenants. Officers with the rank of captain and above in these larger departments maintain responsibility for overall department management. (In effect, they augment the administrative capabilities of the Office of the Chief.)

## SWORN POLICE OFFICERS

In most municipal police departments, at least three quarters of the personnel will be sworn police officers. The definition and general duties of a municipal police officer are set out in C.G.S. Sec. 7-294 a as, "a member of a regularly organized police department of a municipality, excluding supervisory personnel, who is responsible for the prevention or detection of crime and the enforcement of the general laws of the state and shall include uniformed constables who perform the aforesaid duties full-time and constables who are elected..." (See the "Special Programs" section of this appendix for information on the recruit training which prepares a patrolman to handle these responsibilities.)

## THE SUPERNUMERARY

In addition to full-time sworn personnel, many departments employ supernumerary officers who have limited duties and usually are part-time employees paid on a per diem or hourly basis. They receive some training, but few complete the full program of recruit training. The use of supernumeraries varies among towns. Shore towns will almost double their force with supernumeraries during the summer to meet the problems of increased population, tourists, and maritime responsibilities. Some departments allow supernumeraries to replace officers who are on leave for training, vacation, or sickness. They are usually assigned to work at school dances, community social affairs, or at construction sites where traffic is disrupted.

## THE CONSTABLE

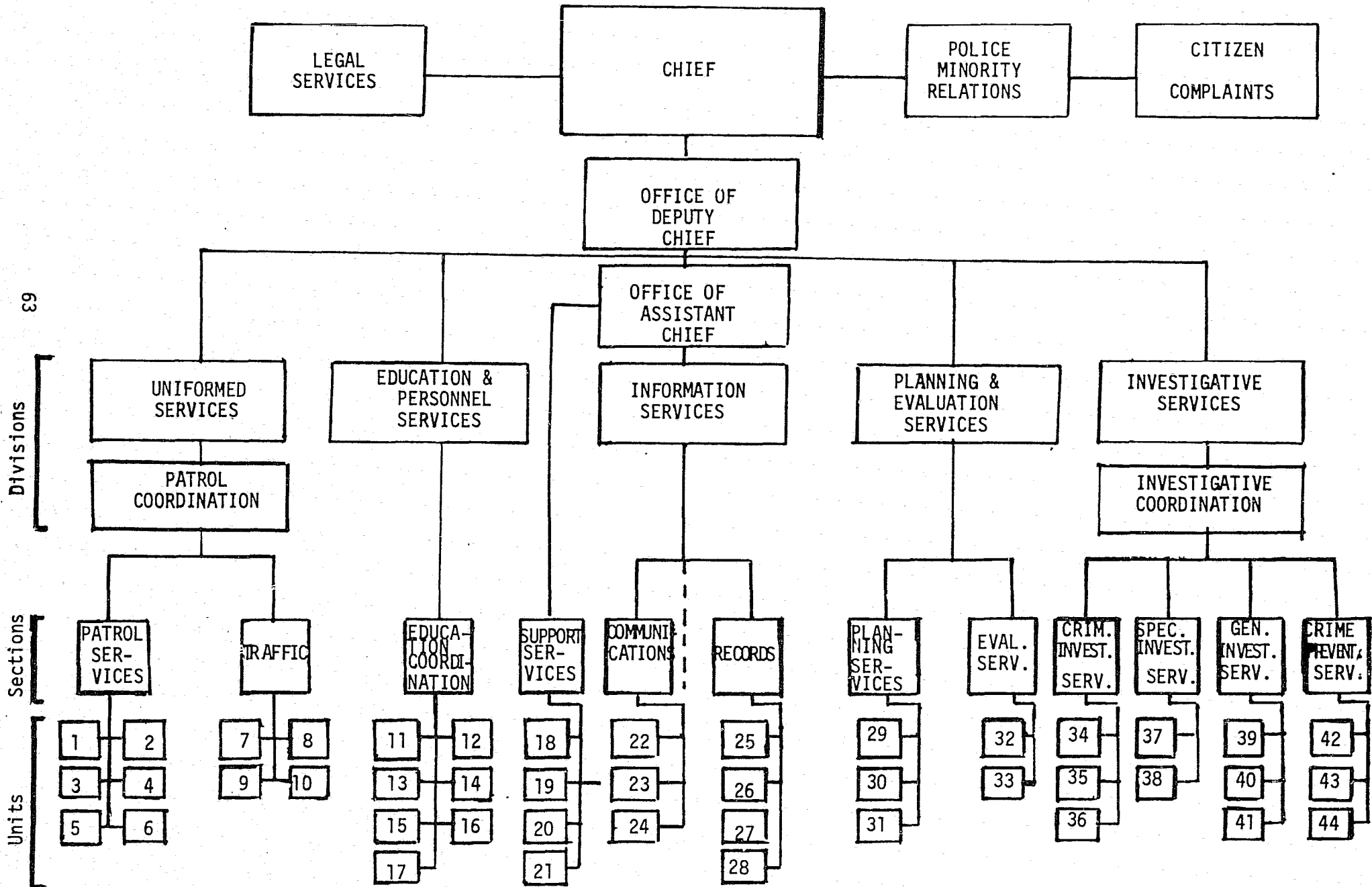
Certain municipalities, generally smaller ones, use constables who are either elected or appointed by the selectmen or town manager. Their duties are enumerated in Chapter 95 of the C.G.S., and, when employed full-time, they work to assist either resident state troopers or police department staff.

## THE AUXILIARY OFFICER

Some departments maintain an auxiliary force of officers who are not compensated for their services. Similar to volunteer firemen, they meet weekly for training and supplement patrol forces either by accompanying officers in one-man patrol cars or by manning a patrol car themselves.

NEW HAVEN DEPARTMENT OF POLICE SERVICES

POPULATION: Over 100,000



\*Units (See following page)

NEW HAVEN DEPARTMENT OF POLICE SERVICES

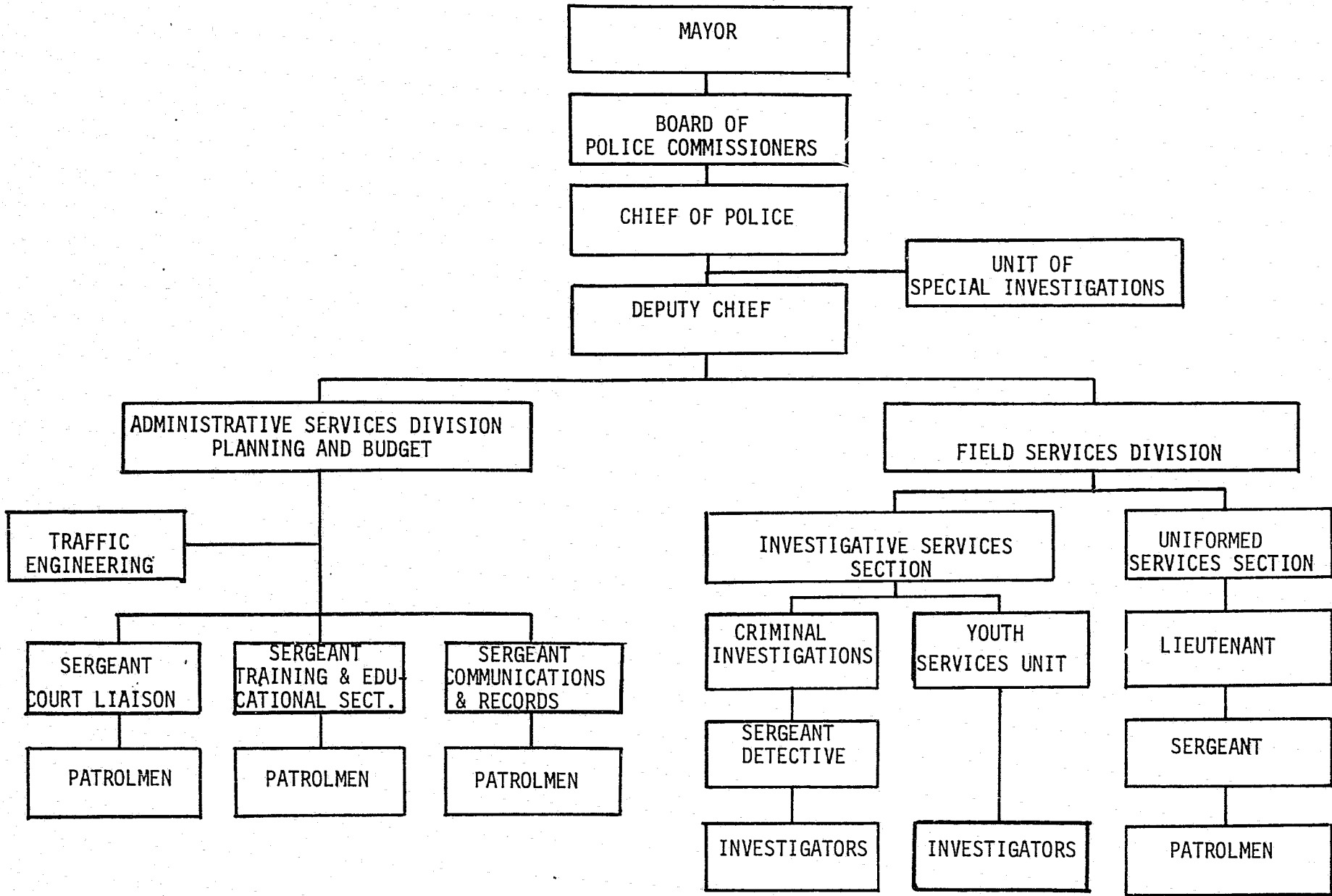
UNITS

1. Street Crime
2. Shift Supervision
3. Emergency Response
4. Section Supervision
5. Police Reserves
6. Deterrent Patrol
7. Accident Analysis
8. Meter Enforcement
9. License
10. School Crossing
11. Recruit Training
12. Personnel
13. In-Service Training
14. Recruitment
15. Special Education
16. Reserve Training
17. Firearms Training
18. Motor Vehicle Maintenance
19. Building Maintenance
20. Equipment Control
21. Purchasing & Accounting
22. Dispatcher
23. Service Request
24. Detention
25. Data Information
26. Systems Analysis
27. Criminal Records
28. Civil Records
29. Operations Planning
30. Budget
31. Public Information
32. Staff Inspections
33. Field Inspections
34. Intelligence
35. Internal Affairs
36. Organized Crime
37. Gambling and Narcotics
38. Regional Crime
39. Investigative
40. Youth Services
41. Identification
42. Auto Theft
43. Special Events
44. Property Crimes



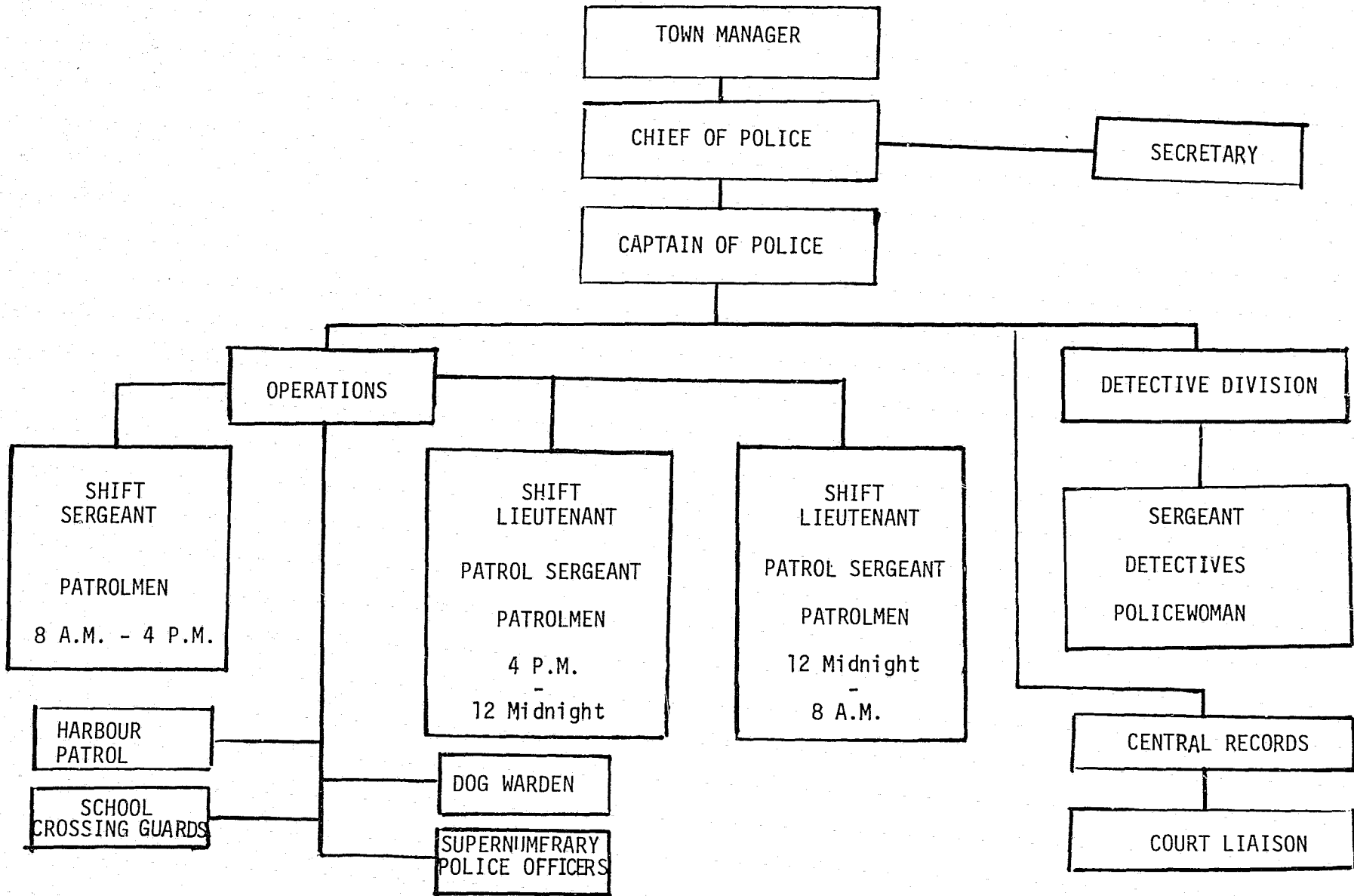
HAMDEN POLICE DEPARTMENT

Population: Approximately 50,000



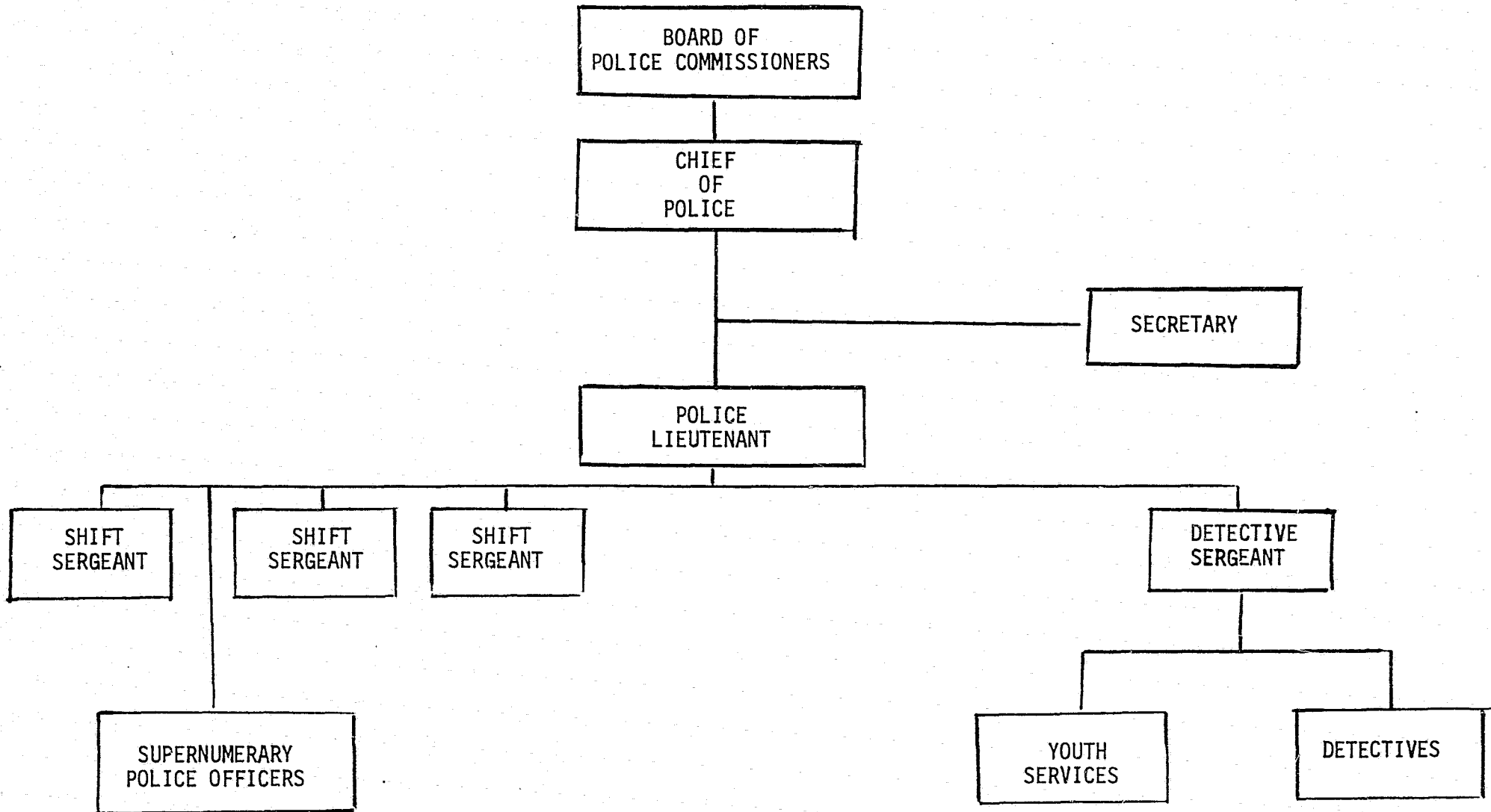
65

99



OLD SAYBROOK DEPARTMENT OF POLICE SERVICES

Population: Approximately 9,000



### III. Budgets

Local property taxes, levied by the towns, finance the vast majority of local police operations. As stated in Connecticut General Statutes Sec. 7-277, "the expenses, salaries and all the costs of maintenance and equipment for such police departments shall be paid by such town in the same manner as other expenses of the town government." It should be noted, however, that with the creation of the Law Enforcement Assistance Administration (LEAA), active municipal police departments are able to receive funding grants from such agencies as the Connecticut Planning Committee on Criminal Administration and LEAA for innovative and experimental criminal justice projects.

As was the case with the "administrative structure" of municipal police departments, the following information is intended to be representative of police department budgets from one large (New Haven), one medium (Hamden), one medium small (Groton), and one small (Old Saybrook) department.

#### NEW HAVEN DEPARTMENT OF POLICE SERVICES

##### 1973-74 Budget

<u>EXPENSE</u>	<u>DOLLAR AMOUNT</u>	<u>% OF BUDGET</u>
Personnel	\$5,867,243	92.7%
Equipment	82,145	1.3%
Consumables and Supplies	282,535	4.5%
Building and Capital	77,149	1.2%
Other	<u>17,000</u>	<u>0.3%</u>
Total	\$6,326,072	100%

#### HAMDEN POLICE DEPARTMENT

##### 1973-74 Budget

<u>EXPENSE</u>	<u>DOLLAR AMOUNT</u>	<u>% OF BUDGET</u>
Personnel	\$1,237,059	87.7%
Equipment (& Maintenance)	46,468	3.3%
Consumables & Supplies	52,250	3.6%
Building & Capital	63,356	4.4%
Other	<u>16,250</u>	<u>1.0</u>
Total	\$1,415,383	100%

GROTON TOWN POLICE DEPARTMENT

1973-74

<u>EXPENSE</u>	<u>DOLLAR AMOUNT</u>	<u>% of BUDGET</u>
Personnel	\$591,999	89.7%
Equipment	25,975	3.9%
Consumables	29,098	4.4%
Other	<u>13,090</u>	<u>2.0%</u>
Total	\$660,162	100.0%

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OLD SAYBROOK DEPARTMENT OF POLICE SERVICES

1973-74

<u>EXPENSE</u>	<u>DOLLAR AMOUNT</u>	<u>% OF BUDGET</u>
Personnel	\$238,000	78.8%
Equipment	27,350	9.2%
Consumables	10,000	3.3%
Other	<u>25,150</u>	<u>8.7%</u>
Total	\$302,000	100%

#### IV. Personnel/Salary Ranges

Between 1961 and 1973 the number of departments with full-time police increased from 85 to 101; personnel increased from 3906 to 5813, up 49% in 12 years. In 1973 municipalities over 25,000 in population employed staff and sworn personnel as indicated in the following table:

#### Police Personnel - 1973 (Towns over 25,000)

<u>MUNICIPALITY</u> <u>100,000+</u>	<u>TOTAL</u> <u>PERSONNEL</u>	<u>SWORN</u> <u>PERSONNEL</u>	<u>POPULATION (1973)</u> <u>EST.</u>
BRIDGEPORT	470	454	155,500
HARTFORD	553	505	155,300
NEW HAVEN	370	339	133,900
WATERBURY	283	267	111,800
STAMFORD	276	239	108,100
<u>50,000 - 99,999</u>			
NORWALK	152	143	82,000
NEW BRITAIN	184	166	79,600
WEST HARTFORD	139	113	67,300
GREENWICH	165	144	61,000
FAIRFIELD	100	96	58,400
MERIDEN	97	88	56,400
BRISTOL	88	83	55,800
EAST HARTFORD	100	91	55,400
DANBURY	100	97	55,000
WEST HAVEN	96	84	53,400
MILFORD	110	98	52,100
HAMDEN	98	85	50,100
<u>25,000 - 49,000</u>			
STRATFORD	108	101	49,700
MANCHESTER	93	80	48,600
ENFIELD	67	58	46,400
NORWICH	70	64	44,900
GROTON	49	48	38,000
MIDDLETOWN	83	75	36,800
WALLINGFORD	58	52	35,900
TRUMBULL	59	52	33,900
SOUTHINGTON	44	42	33,500
TORRINGTON	62	60	32,300
NEW LONDON	88	83	30,900
VERNON	45	36	28,900
WESTPORT	64	60	28,500
SHELTON	35	35	28,200
NEWINGTON	39	37	27,700
WETHERSFIELD	45	42	27,200

The minimum standards for municipal police recruits are fairly consistent throughout the state; that is, requirements as to educational levels, criminal records and testing procedures. (The notable exceptions are minimum and maximum age, height, and residency requirements.)

The following description of basic job requirements provides general information about those requirements. Specific job qualifications for a police recruit in any particular municipality are available at the individual departments (or the municipal personnel office).

### EDUCATION

At present, almost every Connecticut municipal police department requires a high school diploma or equivalency certificate for acceptance as a recruit. As the President's Commission on Law Enforcement and Administration of Justice suggests, however, the high school diploma should not be an automatic passport to police work, but should be coupled with a demonstrated capacity to perform college level work. According to a 1971 survey done by the CPCCA, the number of college trained officers with either a two-year or four-year college degree was small. A noticeable change in the educational levels of police recruits is taking place today as reflected by the Municipal Police Training Council (MPTC) statistics. In the 104th and 105th graduating classes from MPTC, 42 of 72 recruits had some college experience.

<u>EDUCATION LEVEL</u>	<u>MPTC CLASSES</u>	
	<u>104TH CLASS</u>	<u>(SPRING OF '74)</u>
	<u>105TH CLASS (JUNE '74)</u>	
TOTAL IN CLASS	36	36
1 YEAR COLLEGE	13	7
AA	6	8
BA or BS	2	5
MA	1	0
COLLEGE RATIO:	<u>22/36</u>	<u>20/36</u>

### TESTING

The National Advisory Commission on Criminal Justice Standards and Goals has suggested in its POLICE 13.1 recommendation that a universal test be devised to measure the candidate's ability to perform the complex duties of being a police officer. Recognizing that such a test is a thing of the future, it is recommended that in the interim police departments rely upon both background testing and screening and intelligence and personality testing.

(Note: In light of court decisions which have ruled that many entry-level exams disproportionately exclude minorities, local agencies are being required to have exams validated to show their "job-relatedness.")

### CRIMINAL RECORD

While some police departments in Connecticut will not accept candidates with any prior criminal record, most local departments use this background factor to exclude only candidates with a prior felony conviction. There are some departments which will accept a candidate with a prior felony conviction depending upon the circumstances surrounding the offense. (Public Act 73-347, concerning the employment rights of ex-offenders, specifically excludes law enforcement agencies from its requirements.)

### HEIGHT AND WEIGHT

Many cities and towns have height requirements (typically 5'7" or 5'8") and weight requirements (determined by height). There is, however, a trend to make these requirements less restrictive or do away with them completely. This trend has been spurred on by recent court rulings around the country which have upheld the contention that such requirements unconstitutionally discriminate against women and certain minorities.

### AGE

In the past, the minimum age requirement for Connecticut police officers was 21 years old. However, due to the granting of majority status to 18 year olds, as well as the hindrances created for high school graduates and some servicemen with military police experience, age requirements have been gradually lowering. Maximum ages for police recruits range from 28 to 45 years old.

### RESIDENCY

Some large police departments presently require police candidates to reside within a specific number of miles of the municipality for a specified period of time prior to entering into police service for that municipality. Many communities, however, have, in the face of recruiting difficulties, abandoned such requirements. Many smaller towns have no residency requirements, but, curiously enough, the trend for these smaller communities is to require residency within the town or a contiguous town. A survey conducted by the Connecticut Public Expenditure Council shows the following trend with respect to residency:



	<u>1971</u>	<u>1973</u>
Residency Required Prior To Appointment	23	22
No Restriction	75	58
<hr/>		
Residency Required After Appointment	41	26
No Restriction	57	54
<hr/>		
Accept Out of State Resident	53	44
Will Not Accept	45	36
<hr/>		
Departments Surveyed	98	80

#### SELECTION

The current manpower gap experienced by urban Connecticut police departments is not the result of lack of applicants for available jobs, but rather the product of insufficient numbers of successful applicants. Over a five-year period (1963-1968), from 59 to 71 percent of all applicants to police departments were rejected, with the higher rates of rejection in the largest departments. In the largest departments, reasons for failure were as follows: written exam, 36%; oral exam, 30%; medical exam and physical standards, 18% each; "no-show," 13%; personality exam, 12%; and physical fitness, 4%. In medium size (50,000 to 100,000) communities, the predominant reasons were "no show," 33%; physical standards, 14%; and written exam, 11%. In the smallest communities, failures were for medical exam, 32%; physical standards and written exam, 19% each; oral exam, 15%; and "no show," 12%. Thus, it appears that physical standards, such as height and weight, are slightly less dominant than written, oral and medical exams in screening out potential applicants for police work.

The following table shows the salary ranges for police personnel in cities with populations of 50,000 or more. As a general rule, the smaller the town's population, the less it pays for comparable jobs. It should be noted that salaries for police personnel have increased sharply over the past few years. Almost uniformly, for example, the salary for a patrolman has increased \$1,000 from 1971 to 1973. This represents anywhere from a 10 to 15 percent increase.

Salary Ranges - 1973

	Cities over 100,000 in Population	Cities with 75,000 to 100,000 Populaton	Cities with 50,000 to 75,000 Population
Chief	17,040 - 26,715	14,118 - 24,515	13,000 - 22,565
Deputy Chief	17,719 - 22,776	12,714 - 20,450	12,657 - 19,689
Captain	13,646 - 19,071	11,492 - 17,491	12,669 - 17,342
Lieutenant	12,528 - 15,971	12,226 - 14,957	11,312 - 15,068
Sergeant	11,076 - 13,827	11,735 - 14,271	10,100 - 13,440
Detective			
Sergeant	11,901	12,060	10,100 - 13,440
Detective	10,543 - 13,829	10,086 - 13,202	8,648 - 12,653
Patrolman	9,581 - 12,128	7,465 - 11,463	8,448 - 11,918
Patrolwoman	9,581 - 11,903	6,518 - 9,410	5,745 - 11,918
Supernumerary	---	\$25 /day	\$25-30/day \$2.47 - \$4.15/hour

## V. Special Programs

### MUNICIPAL POLICE TRAINING COUNCIL (MPTC)

In 1965 the Connecticut General Assembly, by passing Public Act 65-575, made it mandatory that all new municipal police officers in Connecticut receive some type of "recruit training." In addition to requiring such training, the Act also set up the Municipal Police Training Council (MPTC) which functions as a coordinating unit to assure that all persons appointed as police officers in organized local departments receive a minimum amount of approved training. Originally, 160 hours of training were mandated; by July 15th, 1974, the minimum hours of training will have been increased to 400.

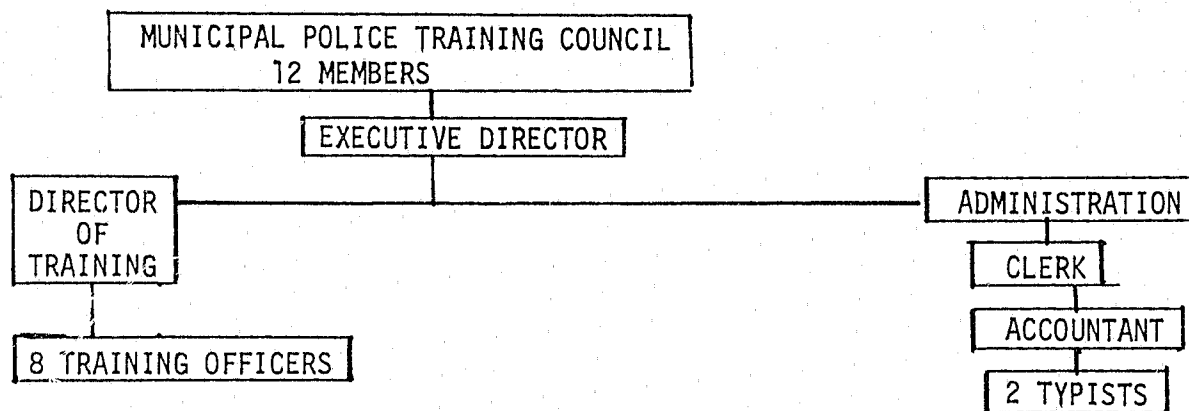
The Council is authorized: (1) to approve or revoke the approval of any basic recruit training school conducted by a municipality and to issue certificates of approval to such schools and to revoke such certificates of approval (the only municipalities with their own recruit training programs are Hartford, New Haven, Bridgeport and New Britain -- the majority of the recruits are trained by MPTC at the Connecticut Police Academy in Meriden); (2) to set the minimum courses of study and attendance required and the equipment to be required of approved municipal police training schools; (3) to set minimum requirements for instructors, to qualify instructors, and to issue certificates to instructors of municipal police training schools; (4) to set the minimum basic training requirements of police officers appointed to probationary terms before becoming eligible for permanent appointment; (5) to recommend categories or classifications of advanced in-service training programs; and (6) to visit and inspect each school at least once a year.

(Note: The Connecticut Police Academy, which trains both State Police candidates and municipal recruits, is located in Meriden on an 85 acre site, close to the geographic center of the state. Within a mile of the academy is the intersection of major interstate highways. Facilities at the police academy include offices, living quarters for 120 men and 6 women, dining facilities, instructors' rooms, general and special classrooms, an indoor firing range, a conference room, and a 400 seat auditorium. Future additions planned include outdoor ranges, athletic field, gymnasium, training tank, demonstration area, driving track, and skid pan.)

The Council itself consists of 10 regular members and two ex-officio members. The regular members of the Council include: a chief administrative officer of a town or city in Connecticut; a member of the faculty of the University of Connecticut; eight members of the educational committee of the Connecticut Chiefs of Police Association; and the two ex-officio members, the Commissioner of the State Police and the F.B.I. agent-in-charge in Connecticut.

MPTC currently has a permanent staff of 14, which includes an Executive Director, a Director of Training, eight training officers, and four secretarial and clerical personnel.

ORGANIZATION CHART



OPERATING BUDGET

The following table summarizes the annual expenditure of state funds by MPTC.

<u>FISCAL YEAR</u>	<u>EXPENDED</u>
1967-68	\$ 35,471
1968-69	73,823
1969-70	84,743
1970-71	93,934
1971-72	100,268
1972-73	135,839
1973-74	<u>180,768</u>
TOTAL	\$704,846

In the 1973-74 fiscal year, approximately 85% of the budget was allocated to personnel services. Local departments pay the State of Connecticut \$100 for each recruit attending MPTC in order to defray some of the costs of room, board and laundry.

Over and above the state funds, the Connecticut Planning Committee on Criminal Administration (CPCCA) provided LEAA funds to MPTC and related activities as follows:

<u>FISCAL YEAR</u>	<u>PROJECT</u>	<u>AWARD</u>
1969-70	Film Library	\$10,000
1970-71	(Total) Film Library \$12,487 Police Manual 32,050 Universal Gym 2,900 Babson Command Institute 8,246	55,683
1971-72	(Total) Library 15,537 Babson Command Institute 46,841	62,378
1972-73	(Total) Film Library 10,000 Library 7,212 Training 33,608 Development Babson Command Institute 29,980	80,800
1973-74	(Total) Film Library 10,000 In-Service Training 50,856 Babson Command Institute 51,500	112,356
1974-75	(Total) Film Library 4,500 In-Service Training 46,720 Babson Command Institute 33,044 Recruit Training 68,336 Firing Range 50,000	202,600
	<u>Grand Total</u>	<u>\$523,817</u>

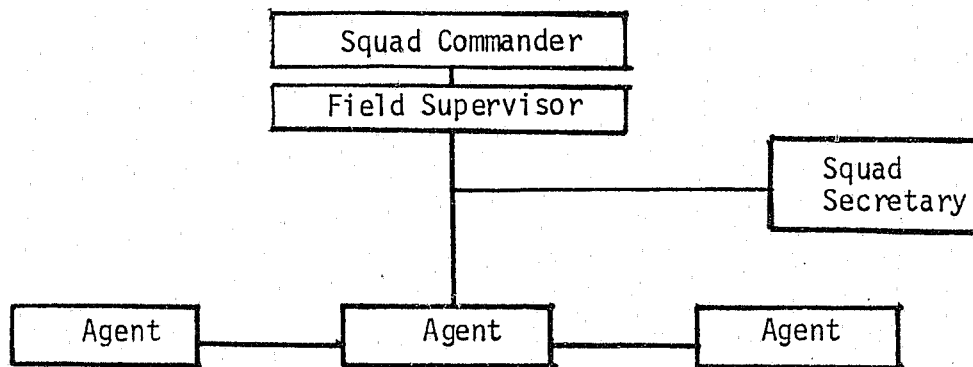
## STATEWIDE ENFORCEMENT COORDINATING COUNCIL (SECC)

While several of the large cities in Connecticut have specialized units whose sole activity is detection of illegal drug trafficking, the largest single drug enforcement program in the state is the Statewide Enforcement Coordinating Council (SECC). Pursuant to Public Act 73-592, SECC acts as the policy-making and chief administrative body for five (5) undercover regional narcotics squads. (The CPCCA has awarded more than \$1 million in support funds to the state's coordinated attack on illegal drug activity.)

A description of SECC and the regional narcotic squads should begin with the squads themselves since it was their need that prompted the creation of SECC. The principal function of the squads is the apprehension of drug dealers and the seizure of illicit drugs by means of undercover purchases of drugs and resultant investigations. Each squad has between 8 and 15 agents depending on the commitment of the departments in the region and seasonal variations.

Each squad has a squad commander in charge of the overall administration of the squad. His duties include assisting in the recruiting of personnel, their training and assimilation, the supervision of personnel, serving as an information resource for his men, and serving as liaison with other enforcement agencies such as the court, other police agencies, the state attorney, etc. The squad commander often shares his duties with a field supervisor who is involved with the supervision of the men in the process of purchasing drugs and pursuing investigations. While the squad commander may take a great interest in certain important cases, his concern with the overall operation of the squad does not permit him to have the same depth of contact as the field supervisor.

### SQUAD ORGANIZATIONAL CHART



At its inception, SECC was charged with constructing a management system for these regional narcotics squads and thereby improving the enforcement efforts of the squads. The specific objectives under these general goals are listed schematically below.

- 1.0 Construct a management system to improve the flow of resources to the Squads
- 1.1 Standardize bookkeeping, records, grant administration, and general operating procedures

- 1.2 Establish liaison with other drug enforcement agencies and develop existing liaison with local police
  - 1.3 Establish a central intelligence system within SECC to gather information from the squads, analyze it, and selectively return it to the squads
- 2.0 Remove significant quantities of drugs from the market.
    - 2.1 Identify drug distribution channels
    - 2.2 Arrest and assist in the prosecution of middle-level narcotics dealers

To accomplish these goals the SECC Board was created. It consists of 15 police chiefs and law enforcement officials who meet bi-monthly to formulate policy for the five regional narcotics squads. Each squad region sends two chiefs to the SECC Board to represent the region and the regional squad. In addition, the state police commissioner, two representatives of the CPCCA Executive Committee, and two chiefs who sit as "at large" members serve on the Board. The subjects discussed by the Board include such issues as the disposal of evidence, procedure in the case of large-scale drug seizures, applications for additional federal funds, etc.

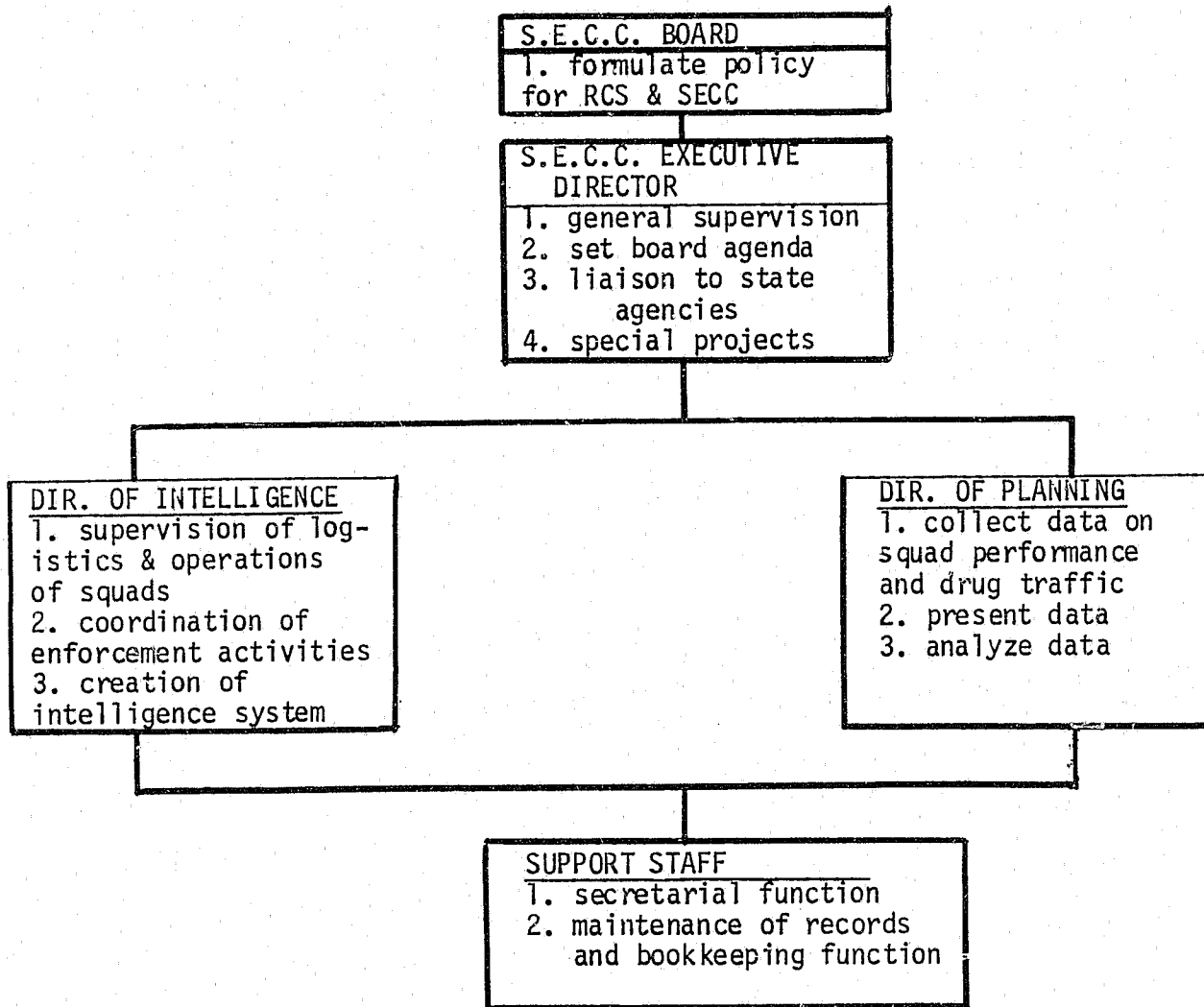
The SECC Board has a five-man staff which will henceforth be referred to as the SECC staff to avoid confusion with the SECC Board. The function of the SECC staff is to provide management information to the Board, draw up the Board's agenda, and implement the Board's decisions. The SECC staff consists of an executive director, a director of intelligence, a director of planning, and secretary/bookkeepers.

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**1 OF 3**

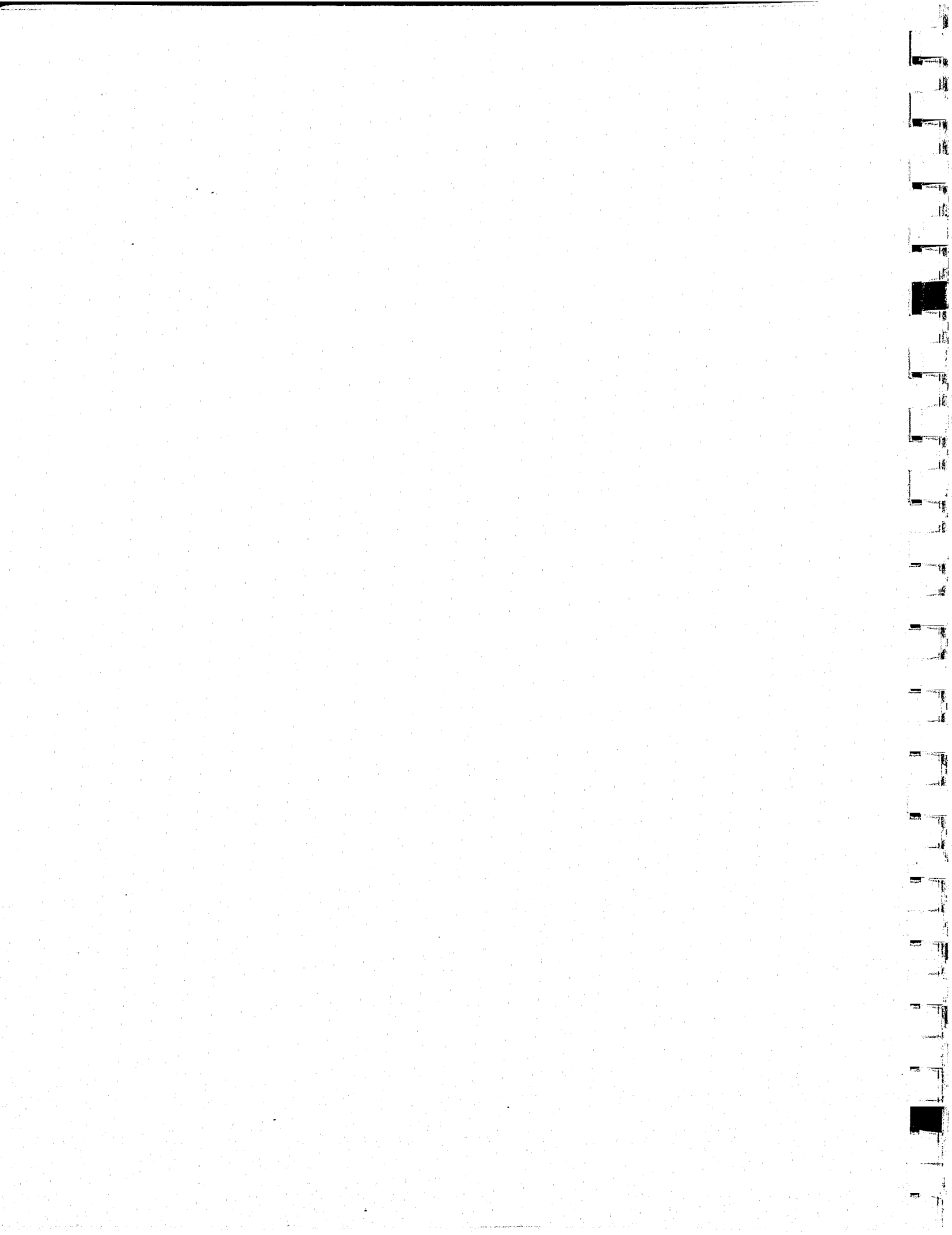


STRUCTURE OF S.E.C.C.



A P P E N D I X C

CONNECTICUT JUDICIAL DEPARTMENT



STATE OF CONNECTICUT  
JUDICIAL DEPARTMENT

I. Constitutional and Statutory Authority and Jurisdiction

Article Second of the Constitution of Connecticut provides that:

The powers of government shall be divided into three distinct departments and each of them confined to a separate magistracy; to wit, those which are legislative, to one; those which are executive, to another; and those which are judicial, to another. (Emphasis added.)

Article Fifth, Section I, of the Constitution of Connecticut provides that:

The judicial power of the state shall be vested in a supreme court, a superior court, and such lower courts as the General Assembly shall, from time to time, ordain and establish. The powers and jurisdiction of these courts shall be defined by law.

These two articles of the State Constitution provide the constitutional authority for the powers exercised by the Connecticut Judicial Department. It is important to note that the two constitutionally created courts in Connecticut are the Supreme Court and the Superior Court. An appreciation of this fact is important for understanding the soon to be mentioned problems which currently surround the statutory authority of the legislatively created courts of the state.

The statutory jurisdiction of the Connecticut Supreme Court is found in Section 51-199 of the Connecticut General Statutes (Revision of 1958). Section 51-199 states that:

Said court (Supreme Court) shall have final and conclusive jurisdiction of all matters brought before it according to law, and may carry into execution all its judgments and decrees and institute rules of practice for its regulation.

Generally speaking, the Supreme Court is the state court of last resort, and it has final jurisdiction in determining the principles of law which arise in the trials of causes. The Supreme Court does not determine issues of fact which are involved in the trial of a cause; rather, it is a court which corrects errors in law.

Once one looks for the statutory jurisdiction of other state courts, however, certain problems arise. These problems stem from the following circumstances.

In January of 1974, the Connecticut court structure included a Supreme Court, a Superior Court (in eight counties), a Court of Common Pleas (in eight counties), a Circuit Court (in eighteen circuits), a Juvenile Court (in three districts), and a Probate Court (in 125 districts). On May 24, 1974, however, Public Act 74-183, "An Act Concerning a Reorganization of the Judicial Department," was signed into law. That Act, which is scheduled to become effective on January 1, 1975, includes provisions for merging the Circuit Court and the Court of Common Pleas. The new Court of Common Pleas will have both a civil and criminal division (Section 5 of P. A. 74-183); the civil division absorbs the civil jurisdiction of the Circuit Court as defined in C.G.S. §52-2a (see Section 6 of P. A. 74-183) and the criminal division will absorb the criminal

jurisdiction of the Circuit Court as defined in C.G.S. §54-1a (see Section 7 of P.A. 74-183).

While such a structural change may seem relatively minor, events which post-date the enactment of Public Act 74-183 seriously complicate the transition. On July 23, 1974, the Connecticut Supreme Court handed down its decision in the case of Szarwak v. Warden, Connecticut Correctional Institution, Somers (34 Conn. L. J. No. 4, July 23, 1974). The case involved a writ of habeas corpus filed by an individual convicted of a class D felony. The sentencing judge sentenced the defendant to a prison term of eighteen months to three years. (Pursuant to Section 54-1a of the General Statutes, the Circuit Court had jurisdiction in criminal cases involving penalties of up to five years imprisonment and/or up to a \$5,000 fine.) One claim of error made by the plaintiff in the writ was that the Circuit Court lacked jurisdiction to impose a sentence of more than one year and/or a \$1,000 fine. (Note: The plaintiff in the habeas corpus action was the criminal defendant convicted of the class D felony.) The Superior Court judge hearing the case agreed with the plaintiff's claim and the case went to the Connecticut Supreme Court on appeal by the state.

The Supreme Court affirmed the decision of the Superior Court with respect to the plaintiff's claim that the Circuit Court lacked criminal jurisdiction. The Court ruled that "insofar as §54-1a of the General Statutes extends the criminal jurisdiction of the Circuit Court to the imposition of penalties in excess of a fine of \$1,000 or confinement for more than one year or both" (emphasis added); the statute was unconstitutional. (Szarwak v. Warden, C.C.I., Somers, supra, 13). It was the Court's judgment that the General Assembly, in extending the Circuit Court's criminal jurisdiction to matters involving penalties of more than one year and/or a \$1,000 fine, had trespassed too far upon the constitutional jurisdiction and independence of the Superior Court.

As was noted earlier, Public Act 74-183, which is scheduled to take effect on January 1, 1975, provides for the merger of the Circuit Court and the Court of Common Pleas. In addition, again as was noted earlier, Section 7 of P. A. 74-183 gives the new Court of Common Pleas jurisdiction over the criminal cases defined in C.G.S. §54-1a (i.e., criminal matters involving imposition of penalties up to five years imprisonment and/or up to \$5,000 in fines). The potential constitutional dilemma surrounding implementation of certain portions of P. A. 74-183 thus becomes manifest.

One additional caveat should be considered. Public Act 74-183, Section 289, calls for the preparation of legislation for the "unification of all the functions, powers and jurisdiction possessed by the Court of Common Pleas and the Juvenile Court in the Superior Court..."; that is, study and preparation of legislation for a one-tier court structure. This legislation is scheduled to be submitted to the General Assembly on or before January 1, 1976. If and when such a legislative proposal will actually be submitted to and considered by the General Assembly is at this time unclear.

The preceding information makes clear the precautions which must be taken in reviewing the statutory authority and jurisdictions of the various Connecticut courts. Keeping this information in mind, the statutory authority and jurisdiction of the courts in Connecticut, as of January 1, 1975, are as follows:

(Please note: The statute citations which follow give the substance of each court's statutory authority. It should be noted, however, that in addition to making many substantive changes in the Connecticut court structure, Public Act 74-183 also made many technical changes in a large number of statutes. Consequently, anyone interested in the cited statute sections should check the provisions of Public Act 74-183 for technical changes.)

(1) Connecticut Supreme Court

Section 51-199 of the General Statutes states that the Supreme Court shall have final and conclusive jurisdiction of all matters brought before it according to law.

(2) Superior Court (Civil Action)

Section 52-10 of the General Statutes states that the Superior Court shall hear civil actions, legal or equitable, wherein relief sought exceeds \$7,500.

(3) Superior Court (Criminal Cases)

Section 54-17 of the General Statutes gives the Superior Court sole jurisdiction of any offense not within the jurisdiction of the circuit court. (Note: As of January 1, 1975, the Circuit Court and the Court of Common Pleas will be merged into a new Court of Common Pleas.)

(4) Superior Court (Appellate Division)

Section 9 of Public Act 74-183 provides in part that "Appeals from any final judgment or action of the Court of Common Pleas... shall be taken to an appellate session of the Superior Court... and shall be by way of review of errors of law."

(5) Superior Court (Sentence Review Division)

Three judges of the Superior Court are appointed by the Chief Justice to act as a "review division" of that court. Any person sentenced to a term of one year or more at the Connecticut Correctional Institute (C.C.I.) at Somers, or the maximum security division of the C.C.I. at Niantic, or the C.C.I. at Cheshire by a court of competent jurisdiction may file an application with the review division (C.G.S. §51-195).

(6) Court of Common Pleas (Civil Division)

As stated in Section 6 of Public Act 74-183, the Court of Common Pleas shall have jurisdiction in civil actions for legal and equitable relief, except those actions triable only by the Superior Court, in which the demand does not exceed \$15,000.

(7) Court of Common Pleas (Criminal Division)

As stated in Section 7 of Public Act 74-183, the Court of Common Pleas shall have jurisdiction of all crimes which are punishable by a

fine of not more than \$5,000 and/or not more than five year imprisonment. (Note: The Szarwak decision will impact the Court of Common Pleas criminal jurisdiction insofar as that jurisdiction is expanded beyond imposition of penalties up to \$1,000 in fines and/or up to one year imprisonment.)

(8) Juvenile Court

The jurisdiction of the Juvenile Court is set out in Section 17-59 of the General Statutes. The court exercises exclusive original jurisdiction over all proceedings concerning uncared for, neglected, dependent and delinquent children within the state (except for matters concerning guardianship and adoption and all other matters in which the property rights of a child are affected).

(Although mention is made of the Juvenile Court in this section, Appendix D provides a more detailed description of this legislatively created court.)

(9) Probate Court

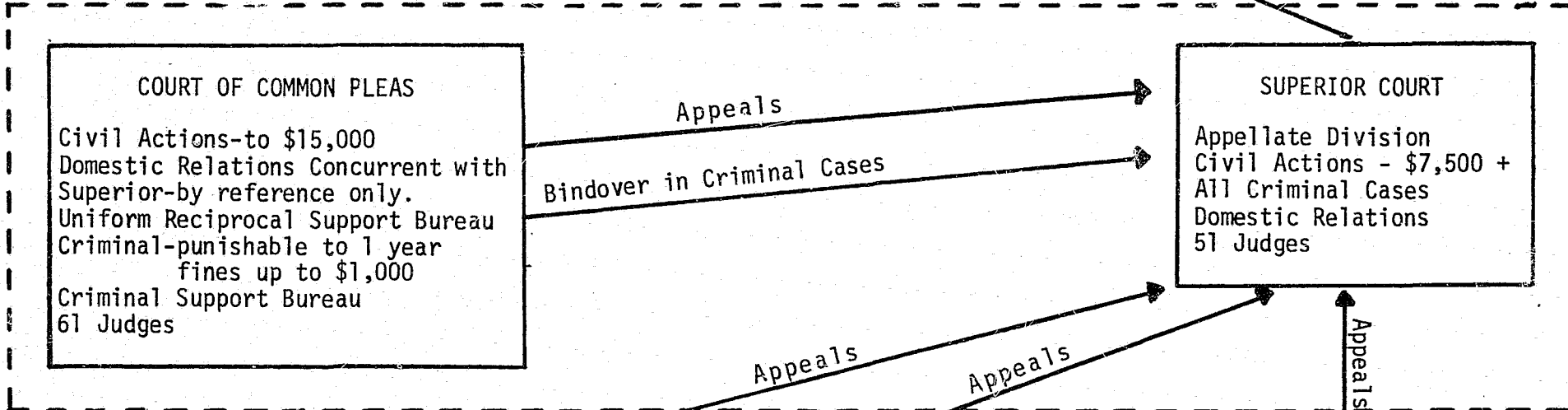
The courts of probate in their respective districts have the power to admit wills to probate and grant administration of interstate estates (C.G.S. §45-4), to appoint guardians (C.G.S. §45-45), and to approve of adoption agreements (C.G.S. §45-63).

CONNECTICUT COURT STRUCTURE

January 1, 1975

SUPREME COURT  
6 Justices

Appeals



COURT OF COMMON PLEAS  
Civil Actions-to \$15,000  
Domestic Relations Concurrent with Superior-by reference only.  
Uniform Reciprocal Support Bureau  
Criminal-punishable to 1 year fines up to \$1,000  
Criminal Support Bureau  
61 Judges

SUPERIOR COURT  
Appellate Division  
Civil Actions - \$7,500 +  
All Criminal Cases  
Domestic Relations  
51 Judges

Appeals

Bindover in Criminal Cases

Appeals

Appeals

Appeals

Local Government Bodies

State Agencies

JUVENILE COURT  
Children under sixteen  
Delinquency  
Neglect  
Dependency  
6 Judges

PROBATE COURT  
Adoptions  
Estates  
Competency  
125 Judges



## II. Administrative Structure - Duties and Responsibilities

The Connecticut Judicial Department is made up of all the constitutional (Supreme and Superior) and statutory (Court of Common Pleas [as designed by P. A. 74-183], Juvenile Court, Probate Court) courts in the state. The Chief Justice of the Supreme Court is the head of the entire department (C.G.S. §51-1). (It should be noted that Public Act 74-183 makes many technical changes in a large number of Connecticut statutes. Consequently, anyone interested in this and any following citations should check the provisions of P.A. 74-183 for such technical changes.)

The Chief Court Administrator, who is also a Supreme Court Justice, is responsible for the efficient operation of the Department (C.G.S. §51-2).

To assist the Chief Court Administrator in the non-judicial operations of the Department, he is given the authority to appoint an Executive Secretary and an Assistant Executive Secretary (C.G.S. §51-8). In addition, the Chief Court Administrator appoints a Chief Judge of the Superior Court, a Chief Judge of the Court of Common Pleas, and a Chief Judge of the Juvenile Court (Section 11, P. A. 74-183).

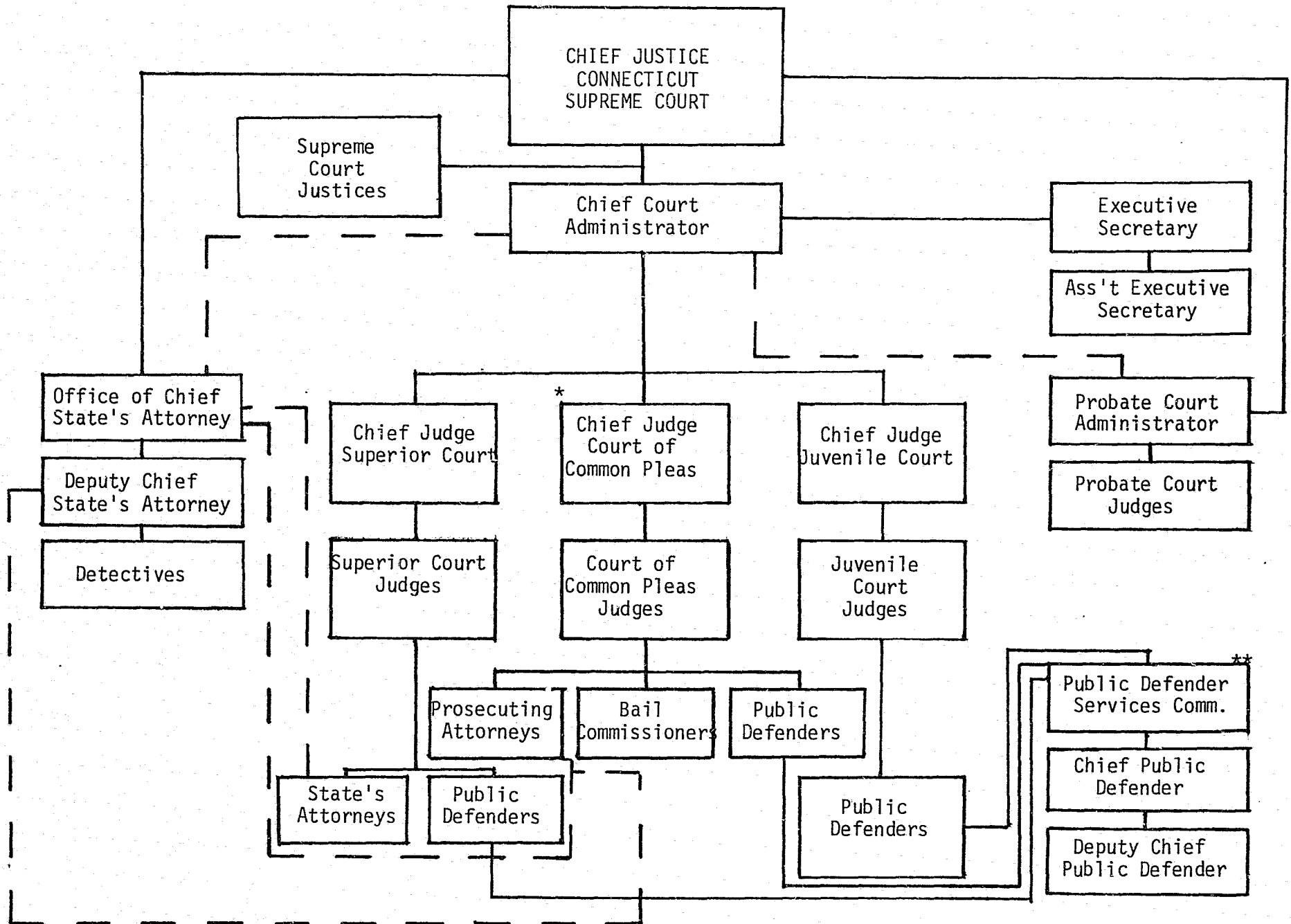
In addition to their regular judicial duties and committee-type work, the judges of the Superior Court appoint state's attorneys for each county (C.G.S. §54-175).

The judges of the new Court of Common Pleas, again in addition to their regular judicial duties, appoint such number of prosecuting attorneys and assistant prosecuting attorneys as, in the opinion of the chief state's attorney, are required for handling the criminal business of the court (Section 51 of P. A. 74-183). In addition, the judges appoint a chief bail commissioner, two assistant chief bail commissioners, and as many bail commissioners as are deemed necessary to handle the criminal business before the court (Section 141, P. A. 74-183).

The Chief Justice of the State Supreme Court appoints a Probate Court Administrator to oversee the operations of the 125 probate court districts (P. A. 73-365, Section 1).

The Chief Justice appoints both the Chief State's Attorney and Deputy Chief State's Attorney (Section 49 of P. A. 74-183). The Chief State's Attorney is the administrative head of the Judicial Department's "Division of Criminal Justice."

The Judicial Department also has a "Judicial Council" which carries on a continuing study of the organization, rules and method of procedure, and practices of the Connecticut judicial system. The Council is composed of thirteen (13) members including the Chief Justice (or his appointee), the Chief Court Administrator, the Chief Judges of the Superior and Common Pleas Courts, the Probate Court Administrator, the Reporter of Judicial Decisions, the Deans of the Yale and University of Connecticut Law Schools, the President of the Connecticut Bar Association, and four members of the Connecticut Bar who are appointed by the Governor for a period not to exceed four years. (See Section 17, P. A. 74-183.)



\* As of January 1, 1975, the Circuit Courts and Court of Common Pleas are merged (P. A. 74-183).

\*\* As of October 1, 1974, the Commission became operative. Appointments of a Chief Public Defender and Deputy Chief Public Defender are to be made on April 1, 1975. The Commission will begin appointing Superior Court and Court of Common Pleas public defenders on October 1, 1975 (Public Act 74-317).

## Duties and Responsibilities

### (a) Chief Justice - Supreme Court

As noted earlier, the Chief Justice is the head of the Judicial Department. He is nominated by the Governor and confirmed by the General Assembly to serve a term of eight (8) years. In addition to his responsibility for overall administration of the Department, the Chief Justice has such duties as appointing the administrative head of the Division of Criminal Justice (i.e., the Chief State's Attorney) and his assistant (i.e., the Deputy Chief State's Attorney), appointing the Probate Court Administrator, and acting as the chairman of the Commission on Adult Probation. Aside from his responsibilities as the head of the Department, the Chief Justice also has responsibility for the ongoing administration and operation of the Supreme Court.

### (b) Chief Court Administrator

Nominated by the Governor and confirmed by the General Assembly to serve a four (4) year period (C.G.S. §54-1), the Chief Court Administrator, who is also a Supreme Court Justice, acts as the administrative director of the Judicial Department. He is under the jurisdiction of the Chief Justice and is responsible for the efficient operation of the Department's constituent courts. The Chief Court Administrator is aided in his job of expediting litigation and other Department business by having the authority to appoint the Chief Judges of the Superior, Common Pleas and Juvenile Courts (Section 11 of P. A. 74-183), as well as an Executive Secretary and Assistant Executive Secretary for the Department (C.G.S. §51-8).

### (c) Executive Secretary - Assistant Executive Secretary

The Executive Secretary and his assistant are under the supervision of the Chief Court Administrator. Primarily responsible for the administration of the "non-judicial" business of the Department, the Executive Secretary has such duties as:

- (1) auditing all bills to be paid by the Department;
- (2) maintaining accounting and budgetary records;
- (3) preparing and submitting the Department's annual budget;
- (4) assisting in the preparation of assignments for judges of the various courts;
- (5) serving as payroll officer of the Department, etc.

### (d) Supreme Court Justices

The Supreme Court is the constitutional court of final appeal in Connecticut. The Chief Justice and five (5) Associate Justices

are nominated by the Governor and confirmed by the General Assembly to hold office for an eight (8) year term (Article Fifth, Section 2; Constitution of Connecticut), and they hear appeals from the Superior Court and, upon certification, from the Appellate Division of the Superior Court. Aside from their regular judicial duties, the justices sit on a variety of committees within the Department such as the Executive Committee and the Rules Committee. The Court is responsible for establishing the rules of practice and procedure for all Connecticut Courts.

(e) Chief Judges - Superior Court, Court of Common Pleas, and Juvenile Court

Each Judge is responsible for the efficient operation of the court or group of courts of which he is the Chief Judge. The Chief Judges are appointed by, and serve at the pleasure of, the Chief Court Administrator. Aside from administering the overall operations of their respective courts, the Chief Judges also assist the executive secretary in assigning judges of the various courts to hold court sessions throughout the state.

(f) Judges - Superior Court, Court of Common Pleas, Juvenile Court

The judges of the Superior Court are nominated by the Governor and confirmed by the General Assembly to serve for a term of eight (8) years (Article Fifth, Section 2; Constitution of Connecticut). The Superior Court Judges are primarily responsible for the proper administration and disposition of legal matters before their courts.

The judges of the Court of Common Pleas and Juvenile Court are nominated by the Governor and confirmed by the General Assembly to hold office for a four (4) year term (Article Fifth, Section 3; Constitution of Connecticut). The judges of the Court of Common Pleas and Juvenile Court are responsible for the proper operations of their respective courts, and they are required to dispose of all legal matters which fall within their respective jurisdictions.

The number of trial judges in the Connecticut trial courts for the years 1973-1975 are set out in the following table:

<u>Year</u>	<u>Superior Court</u>	<u>Court of Common Pleas</u>	<u>Circuit Court</u>	<u>Juvenile Court</u>
1973	40	16	44	6
1974	40	16	50	6
1975*	51	61	-0-	6

\* Pursuant to Public Act 74-183, the Court of Common Pleas and the Circuit Court will be merged as of January 1, 1975. The figures for 1975 are, therefore, of particular importance.

(g) Chief State's Attorney - Deputy Chief State's Attorney

The Chief State's Attorney is the administrative head of the Department's Division of Criminal Justice. The Division is responsible for the investigation and prosecution of all crimes and offenses against the laws of the state and ordinances of municipalities. (Note: In Connecticut, the Attorney General has "general supervision over all legal matters in which the state is an interested party, except those legal matters over which prosecuting officers have direction"[emphasis added].) The Chief State's Attorney is responsible for directing, supervising, coordinating and controlling the operations, activities and programs of the Division. (See Section 50 of P. A. 74-183.) The Deputy Chief State's Attorney exercises the powers of the Chief State's Attorney in his absence or upon his designation. The Deputy Chief State's Attorney also has responsibility for supervising investigations and prosecutions in the Court of Common Pleas. (See Section 49 of P. A. 74-183.) Both the Chief and Deputy Chief serve four year terms.

(h) Detectives

Pursuant to Section 8 of P. A. 73-122, the Chief State's Attorney is given the authority to appoint three Chief Detectives (and additional detectives as needed), who are responsible for making investigations concerning criminal offenses which a state's attorney has reason to believe may have been committed, or which have been committed and assistance in the investigation is deemed appropriate.

(i) State's Attorneys, Prosecutors

Unlike most states where prosecutors are either elected or appointed by the executive branch of government, Connecticut's state's attorneys are appointed by the judges of the Superior Court (C.G.S. §51-175) and Connecticut's prosecuting attorneys are, as of January 1, 1975, appointed by the judges of the Court of Common Pleas (Section 51 of P. A. 74-183).

State's attorneys must have been admitted to the practice of law in Connecticut for three years before appointment. Each state's attorney and each full-time assistant state's attorney must devote his entire time to his duties as a state's attorney, and he is not permitted to engage in the private practice of law. State's attorneys and assistant state's attorneys normally serve only in the Superior Court.

In 1974, Connecticut employed nine state's attorneys, plus the Chief and Deputy Chief, and 20 full-time assistant state's attorneys. (In addition, there were 12 part-time assistant state's attorneys [see Section 49, P. A. 74-183 for restrictions on the private practice of law by part-time assistant state's attorneys].)

Prosecuting attorneys for the Court of Common Pleas must have been admitted to the practice of law in Connecticut for three years prior to appointment. Full-time prosecuting attorneys and assistant prosecuting attorneys must devote their entire time to their duties as prosecutors, and they are not permitted to engage in the private practice of law. Prosecuting attorneys are responsible for handling the criminal business within the jurisdiction of the Court of Common Pleas.

In 1974, Connecticut employed 12 full-time prosecuting attorneys and eight full-time assistant prosecuting attorneys. In addition, there were eight part-time prosecuting attorneys and 32 part-time assistant prosecuting attorneys. (Note: Prior to January 1, 1975, all prosecuting and assistant prosecuting attorneys handle the criminal business of the Circuit Court.)

State's attorneys, including the chief and deputy chief, and prosecuting attorneys each serve four year terms (Sections 49 and 52, P. A. 74-183).

(j) Public Defenders

The Public Defender services in the State of Connecticut are currently undergoing significant organizational and administrative changes. In the past, public defenders, including a Chief Public Defender, for the Superior Court were appointed by the judges of the Superior Court (C.G.S. §54-80). Public defenders for the Circuit Court, again including a Chief Public Defender, were appointed by the judges of the Circuit Court (C.G.S. §54-81a). (Note: Pursuant to P. A. 74-183 the Circuit Court and old Court of Common Pleas were merged, effective January 1, 1975.)

In 1974, the Superior Court had nine full-time public defenders, plus a Chief Public Defender, and nine full-time assistant public defenders. In addition, the Court employed nine part-time assistant public defenders. The Circuit Court employed 18 public defenders and 11 assistant public defenders on a full-time basis. In addition, 11 part-time assistant public defenders were employed.

However, on May 31, 1974, Public Act 74-317, "An Act Concerning a Public Defender Services Commission," was signed into law. Under this new Act, the Public Defender Services Commission (made up of seven members including two judges, four persons appointed by head legislators, and a chairman appointed by the Governor) is given the authority to appoint a Chief Public Defender, a Deputy Chief Public Defender (Section 2, P. A. 74-317), and public defenders for the Superior Court, the Court of Common Pleas, and the Juvenile Court (Section 4, P. A. 74-317). The Commission itself became operative on October 1, 1974. On April 1, 1975, the Commission will be authorized to appoint a Chief Public Defender and Deputy Chief Public Defender. The Act also provides that on October 1, 1975, the Commission may begin to appoint public defenders for the Superior Court, the Court of Common Pleas, and the Juvenile Court.

Full-time public defenders and assistant public defenders must devote their entire time to the duties of their office, and they may not engage in the private practice of law (see C.G.S. §§54-80, 54-81a and Sec. 4 (d), P. A. 74-317). Under the new Act, Superior Court public defenders and assistant public defenders and Court of Common Pleas public defenders must have been admitted to the practice of law in Connecticut for five (5) years before appointment. Court of Common Pleas assistant public defenders and Juvenile Court public defenders must have been admitted to the practice of law in Connecticut for three years prior to appointment. (Note: By virtue of Section 4 (a) (4) of P. A. 74-317, the judges of the Superior Court and Court of Common Pleas can appoint a "special assistant public defender" on a contractual basis for a temporary period of time when such an appointment is deemed appropriate.)

The Chief and Deputy Chief Public Defenders are responsible for the supervision and operations of Public Defender services. Their duties include submitting reports on the operations of public defender services, selecting investigators, developing new programs and administering activities to achieve the purposes of P. A. 74-317, keeping and maintaining proper financial records, etc.

In any criminal action, habeas corpus proceeding, extradition proceeding, or any juvenile court matter, if it is determined that the defendant is "indigent," the court before which the matter is pending designates a public defender to represent that defendant (Sec. 7, P. A. 74-317). Such public defender services are provided in conformity with the decision handed down by the U.S. Supreme Court in Argersinger v. Hamlin, 407 US 25 (1972). Public defenders, including the Chief and Deputy Chief, each serve four year terms (Section 2 and 4 (c), P. A. 74-317).

(k) Bail Commission

The Bail Commission was first created in 1967 by enactment of the General Assembly. Under the original legislation, the bail commissioners made the initial bail determination in criminal cases involving bailable offenses (except in cases of arrest pursuant to a bench warrant). (See C.G.S. §54-43.) In 1969, the General Assembly modified the role of the Commission; initial bail determinations were again to be made by the police and the bail commissioner was to provide an intermediary review (i.e., after the police determination and before consideration of the matter by the court at presentment).

The Commission consists of a Chief Bail Commissioner, two Assistant Chief Bail Commissioners, and 18 Bail Commissioners. Effective January 1, 1975, the judges of the new Court of Common Pleas will make all appointments to these positions, and each person serves at the pleasure of the judges (Section 141 (b), P. A. 74-317). (Note: In the past, judges of the Circuit Court made these appointments [C.G.S. §54-636].)

The Chief Bail Commissioner is responsible for the overall supervision of bail commission activities throughout the state, and he reports directly to the chief judge of the Court of Common Pleas. The two Assistant Chiefs are responsible for inspecting the activities of bail commissioners, as well as filling in for vacationing or ill commissioners.

The bail commissioners are primarily responsible for facilitating the prompt release of any person being held by the police for a bailable offense (unless custody is necessary to provide reasonable assurance of that person's appearance in court). In making their determinations as to release, the bail commissioners use a set of criteria developed in cooperation with the Vera Foundation of New York. The types of release available to the bail commissioners (as well as the police and courts) are:

- (1) Written Promise to Appear (ROR: Release on Recognizance);
- (2) Bond without Surety;
- (3) Bond with Surety (see C.G.S. §54-63C).

(Note: Bail Commissioners have no jurisdiction in the Superior Court. They operate strictly within the Court of Common Pleas.)

### III. Budget

The primary source of operating funds for the State Judicial Department is the General Fund controlled by the General Assembly; however, the Department also receives federal funds from such agencies as the Law Enforcement Assistance Administration (LEAA) and the Connecticut Planning Committee on Criminal Administration (CPCCA). The Criminal Justice Division of the Judicial Department receives a separate appropriation from the General Assembly, although the Judicial Department prepares the budget for the Division of Criminal Justice as well as for the rest of the Department. Below is a chart breaking down the "actual" Department budgets for fiscal years 1972-73 and 1973-74 and the "requested" budget for fiscal year 1974-75.



DISTRIBUTION BY FUNCTION\*

	<u>Actual</u> <u>72-73</u>	<u>Actual</u> <u>73-74</u>	<u>Requested</u> <u>74-75</u>
<u>Administration</u>			
Personal services	\$401,183	\$491,390	\$580,024
Other expenses	80,576	97,953	145,450
<u>Supreme Court</u>			
Personal services	452,518	496,288	534,336
Other expenses	74,857	61,140	89,500
<u>Superior Court</u>			
Personal services	5,085,143	5,644,511	6,320,596
Other expenses	1,738,663	1,920,589	2,183,800
<u>Court of Common Pleas</u>			
Personal services	1,370,542	1,449,173	1,531,054
Other expenses	628,158	634,842	757,800
<u>Juvenile Court</u>			
Personal services	2,087,155	2,205,835	2,637,429
Other expenses	732,605	834,689	957,900
<u>Circuit Court</u>			
Personal services	5,648,999	6,097,841	6,968,276
Other expenses	1,649,508	1,729,418	1,991,700
<u>Comm. on Official Legal Publications</u>			
Personal services	145,370	150,400	161,059
Other expenses	<u>77,548</u>	<u>105,477</u>	<u>100,000</u>
<u>TOTAL CURRENT EXPENSES</u>	\$20,172,825	\$21,919,546	\$24,964,924

(\* These figures are taken from page 342 of the Governor's 1974-75 Budget.)

The following Chart gives the "actual" budget of the Division of Criminal Justice for fiscal year 1972-73, the "estimated" budget for fiscal year 1973-74, and the "requested" budget for fiscal year 1974-75.

DIVISION OF CRIMINAL JUSTICE\*

<u>EXPENDITURES</u>	<u>ACTUAL 72-73</u>	<u>ESTIMATED 73-74</u>	<u>REQUESTED 74-75</u>
Personal Services	\$2,135,646	\$2,450,000	\$2,910,299
Other Expenses	525,267	614,616	688,100
Equipment (Capital Outlay)		20,000	80,000
ELEMENT TOTAL - General Fund	\$2,660,913	\$3,084,616	\$3,678,399
Additional Funds Available Federal Contributions		172,318	13,439
TOTAL FUNDS AVAILABLE	\$2,660,913	\$3,256,934	\$3,691,838

(\*These figures are taken from page 344 of the Governor's 1974-75 Budget.)

IV. Personnel/Salary Ranges

The number of "permanent full time positions" and "other positions equated to full time" in the Connecticut Judicial Department for the fiscal years 1971-72 thru 1974-75 is as follows:

	<u>ACTUAL 1971-72</u>	<u>ACTUAL 1972-73</u>	<u>ACTUAL 1973-74</u>	<u>REQUESTED 1974-75</u>
Permanent Full-Time Positions	1,218	1,264	1,194	1,373
Other Positions Equated to Full-Time	260	187	137	275

The salary ranges for employees of the Department are listed below:

	<u>POSITION</u>	<u>SALARY</u>
(P.A. 74-183 Sec. 28)	Chief Justice	\$40,000
"	Chief Court Administrator	38,000
"	Associate Supreme Court Justice	36,000

	<u>POSITION</u>	<u>SALARY</u>
	Executive Secretary	\$24,469-29,779
	Ass't. Executive Secretary	20,731-25,501
(P.A. 74-183, Sec. 28)	Chief Judge (Superior Court)	35,000
"	Superior Court Judges	34,500
"	Chief Judge (Court of Common Pleas)	32,500
"	Court of Common Pleas Judges	28,500
"	Chief Judge (Juvenile Court)	32,500
"	Juvenile Court Judges	28,500
(P.A. 74-183, Sec. 49)	Chief State's Attorney	33,000
"	Deputy Chief State's Attorney	32,000
"	State's Attorney	31,000
"	Ass't. State's Attorney (Salary Group 30)	
(P.A. 74-183, Sec. 51)	Prosecuting Attorney (Salary Group 30)	
"	Ass't. Prosecuting Attorney (Salary Group 28)	
(P.A. 74-317, Sec. 2)	Chief Public Defender	33,000
"	Deputy Chief Public Defender	32,000
(P.A. 74-317, Sec. 4(e))	Public Defender (Superior Court)	31,000
"	Ass't. Public Defender (Superior Court)(Salary Group 30)	
"	Public Defender (Court of Common Pleas)(Salary Group 30)	
"	Ass't. Public Defender (Court of Common Pleas) (Salary Group 28)	

## V. Special Programs

### (a) Improved Caseflow Management

This project, entitled "Improved Caseflow Management in Limited Jurisdiction Trial Court," was awarded \$100,627 in discretionary grant funds by LEAA (\$91,464 federal/\$10,163 state cash match) on June 25, 1974. The project is broken into two phases. First, consultant services will be utilized by a committee of judges and other court related officials to examine and analyze the problems of congestion and delay in the flow of cases in the limited jurisdiction trial court (as of January 1, 1975, this is the Court of Common Pleas).

The second phase of the project will concentrate on the implementation of specific efforts to "rationalize and expedite" case movement. Implementation programs will be monitored and evaluated for effectiveness, and the desired results, obviously, are reduction in the congestion of court calendars and reduction of delay in the disposition of court business.

### (b) Automated Jury Selection

In order to eliminate the potential for illegal discrimination in the selection of jurors and to speed up the administrative process for making juror selections, the Judicial Department is currently designing an automated system for such selection. This program is expected to utilize electronic data processing equipment and modern computer techniques for improving the efficiency and comprehensiveness of juror selection procedures.

### (c) Court Interpreter Services

Non-English speaking persons who come in contact with the court processes are severely handicapped in seeking due process if they are unable to understand and comprehend court language and proceedings. Consequently, the Judicial Department now provides interpreter services to the three largest cities in Connecticut in order to insure that non-English speaking people adequately understand the court proceedings.

## VI. Caseloads

The following tables provide a picture of the varying criminal caseloads for the Superior and Circuit Courts. In addition, a table on the cases and motions (both civil and criminal) heard by the Connecticut Supreme Court for the fiscal years 1960-61 through 1973-74 is set out.

CONNECTICUT SUPREME COURT

<u>Court Year</u>	<u>Cases Heard</u>	<u>Motions</u>
1960-61	132	68
1961-62	133	60
1962-63	121	76
1963-64	149	70
1964-65	132	79
1965-66	134	91
1966-67	148	143
1967-68	142	125
1968-69	133	140
1969-70	123	167
1970-71	131	116
1971-72	166	193
1972-73	244	169
1973-74	223	180

CONNECTICUT SUPERIOR COURT (Criminal Cases)

<u>Year Beginning</u>	<u>Pending at Beginning of Court Year</u>	<u>New Cases Added</u>			<u>Total Added</u>	<u>Total Dispositions</u>	<u>(Dispositions) Number Represented by Public Defender</u>
		<u>Bind Overs</u>	<u>Bench Warrants</u>	<u>Total</u>			
7/1/66	430	-	-	2,145	2,066	1,153	
7/1/67	509	2,861	221	3,082	2,767	1,316	
7/1/68	824	3,773	494	4,267	3,683	1,775	
7/1/69	1,408	4,020	998	5,018	4,487	2,138	
7/1/70	1,939	4,095	1,294	5,389	5,312	2,454	
7/1/71	2,202*	3,068	1,112	4,180**	4,790	2,420	
7/1/72	1,592	1,953	1,212	3,165	3,004	1,603	
7/1/73	1,742	3,010	1,227	3,237	7,777	1,451	
7/1/74	2,202	-	-	-	-	-	

\* Figures reflect actual case count.

\*\* Cases added decreased due to change in jurisdiction of Circuit Court, effective September 1, 1971, leaving the Superior Court, for the most part, with the very serious felony cases, i.e., those punishable by more than five years' imprisonment and/or a fine of more than \$5,000. (See C.G.S. §54-1a; note also, however, Szarwak v. Warden, C.C.I., Somers, 36 Conn. L. J. No. 4, July 23, 1974.)

Of the criminal cases disposed of by the Superior Court for fiscal year 1973-74, the procedural outcomes are reflected in the following table.

SUPERIOR COURT  
 PROCEDURAL OUTCOME OF CRIMINAL CASES  
 For Period July, 1973 through June, 1974  
 By County

LOCATION	TOTAL DISPOSITIONS	<u>CONVICTIONS</u>				<u>WITHOUT CONVICTIONS</u>					
		PLEAS OF GUILTY, NOLO		TRIALS		NOLLES (COMMITTALS) ETC.		DISMISSALS		ACQUITTALS	
		#	%	#	%	#	%	#	%	#	%
Fairfield	515	445	86	22	4	32	6	1	.2	15	3
Hartford	878	622	71	28	3	205	23	5	.6	18	2
New Haven	472	216	46	16	3	227	48	5	.1	8	2
Litchfield	77	52	68	2	3	23	30	0	0	0	0
Middlesex	116	85	73	13	11	14	12	2	.2	2	2
New London	304	229	75	7	2	65	21	1	.3	2	6
Tolland	114	88	77	2	2	22	19	2	.2	0	0
Windham	86	62	72	2	2	19	22	0	0	3	3
Waterbury	<u>215</u>	<u>131</u>	<u>61</u>	<u>6</u>	<u>3</u>	<u>70</u>	<u>33</u>	<u>8</u>	<u>4</u>	<u>0</u>	<u>0</u>
STATEWIDE	2,777	1,930	69	98 <sup>1</sup>	4	677	24	24	.8	48 <sup>2</sup>	2

1. Includes both court (28) and jury (70) trials.
2. Includes both court (18) and jury (30) trials

Of the 2,028 total convictions in the Superior Court for the fiscal year 1973-74, the following dispositions were made:

<u>Disposition</u> <sup>1</sup>	<u>Number</u>	<u>Percentage</u>
State Prison	691	34.1%
Reformatory*	196	9.7%
Community Correctional Center**	378	18.6%
Suspended Sentence***	731	36.0%
Fines Only	28	1.4%
Other Sentence	-0-	-0-
Mental Health Treatment	4	.2%
TOTAL	2,028	100.00%

\* Includes both those with probation (53) and those without probation (143).

\*\* Includes both those with probation (230) and those without probation (148).

\*\*\* Includes both those with probation (630) and those without probation (101).

1. For the fiscal year 1973-74 (i.e., pre-Szarwak v. Warden, C.C.I., Somers, 36 Conn. L. J. No. 4, July 23, 1974), the Superior Court's criminal jurisdiction was usually exercised in cases involving penalties of more than five (5) years imprisonment and/or more than \$5,000 in fines.

CONNECTICUT CIRCUIT COURT (CRIMINAL CASES)

<u>YEAR BEGINNING</u>	<u>CASES PENDING AT BEGINNING</u>		<u>CASES ADDED</u>		<u>TOTAL CASES DISPOSED OF</u>		<u>CASES AT END</u>	
	<u>Crim.</u>	<u>M.V.</u>	<u>Crim.</u>	<u>M. V.</u>	<u>Crim.</u>	<u>M. V.</u>	<u>Crim.</u>	<u>M.V.</u>
7/1/71	10,348	12,264	80,651	132,576	78,683	132,985	12,316	11,855
7/1/72	12,316	11,855	83,132	156,409	82,572	154,343	15,885	12,424
7/1/73	15,885	12,424	89,662	169,222	87,245	165,520	18,302	16,126
7/1/74	18,302	16,126	-	-	-	-	-	-

Of the total number of criminal (non-motor vehicle) cases disposed of by the Circuit Court for fiscal years 1971-72 through 1973-74, the number of criminal trials during that period is provided in the following table.

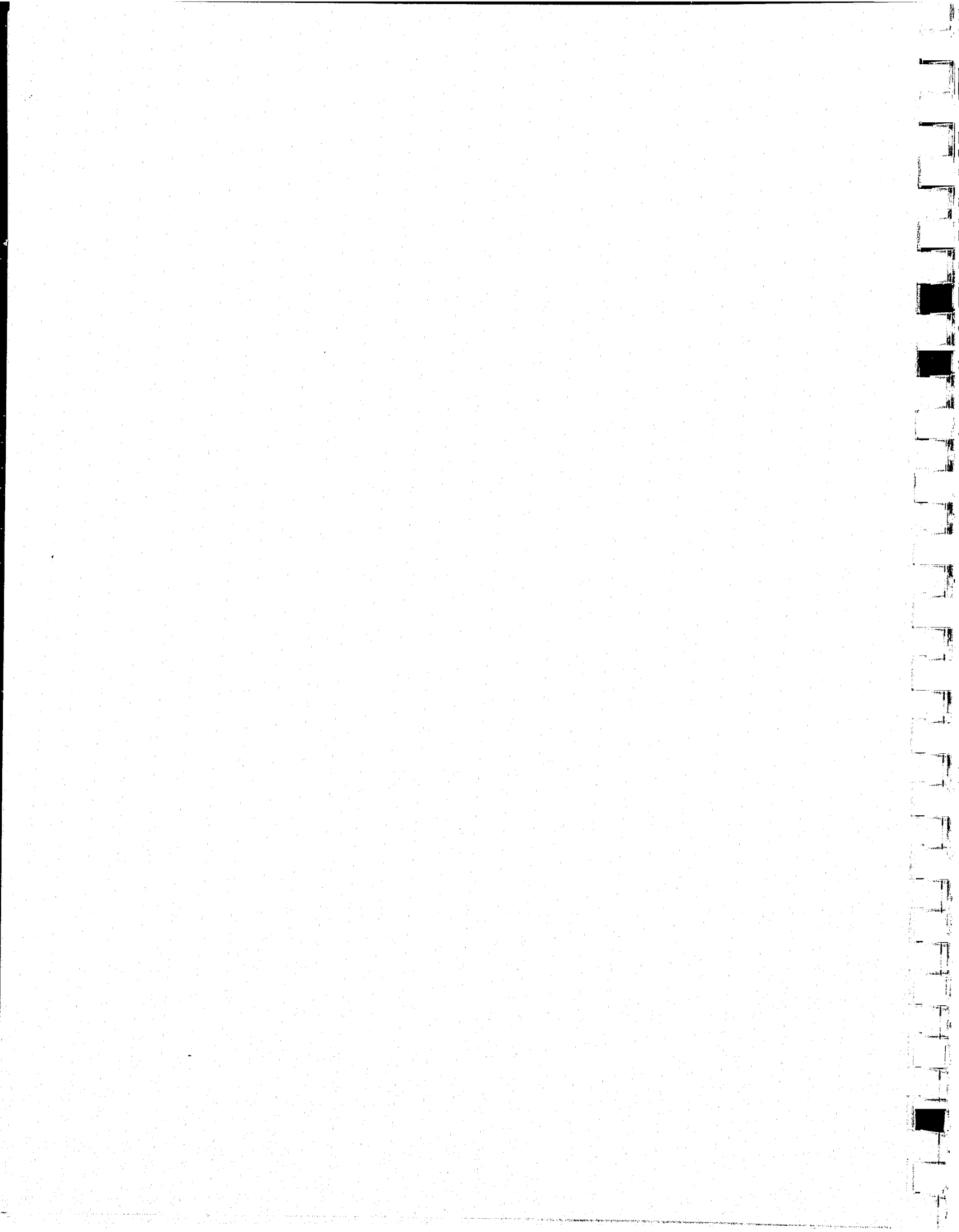
CIRCUIT COURT (NON-MOTOR VEHICLE CRIMINAL TRIALS)

July 1, 1971-July 1, 1974

YEAR BEGINNING	TOTAL CRIMINAL CASES DISPOSED OF	CASES TRIED		CONVICTED		REPRESENTED BY BY PUBLIC DEFENDER		BOUND OVER TO SUPERIOR COURT	DISCHARGED
		JURY	NON-JURY	JURY	NON-JURY	JURY	NON-JURY		
7/1/71	78,633	299	1,498	163	1,098	43	313	N/A	N/A
7/1/72	82,572	257	1,412	168	1,069	57	347	425	41
7/1/73	87,245	288	1,361	178	958	61	392	375	36
7/1/74	N/A*	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A

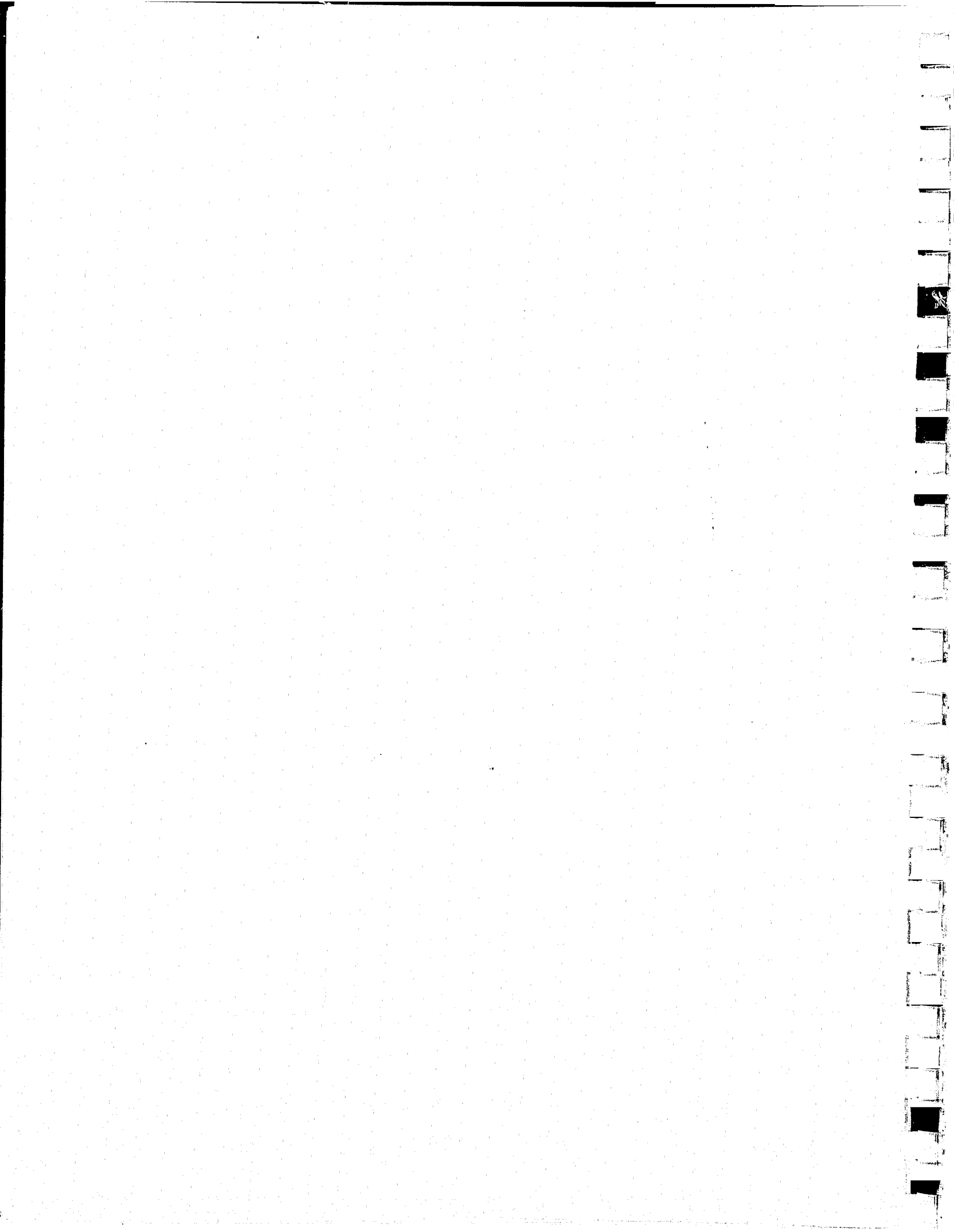
\*Information "not available."





A P P E N D I X D

THE JUVENILE COURT



STATE OF CONNECTICUT  
JUVENILE COURT

I. Statutory Authority and Jurisdiction of the Juvenile Court

The statutory authority for the Juvenile Court is found in Connecticut General Statutes (Revision of 1958), Section 17-53 through 17-74. The "Rules for the Juvenile Court," which were adopted on March 20, 1974, by the justices of the Connecticut Supreme Court and went into effect on July 1, 1974, may be found in the April 30, 1974, issue of the Connecticut Law Journal (35 Conn. L.J., No. 44), or in the "1974 Cumulative Supplement" to the Connecticut Practice Book (Part 5A).

The Juvenile Court exercises exclusive and original jurisdiction over all proceedings concerning uncared for, neglected, dependent and delinquent children within the State (C.G.S. § 17-59). (Note: Matters of guardianship, adoption, and matters affecting property rights of children are exceptions to the Juvenile Court's jurisdiction; these matters fall under the authority of the Probate Court (see Chapter 777, "Guardians and Wards," and Chapter 778, "Adoption," of Title 45, Connecticut General Statutes, Revision of 1958). For Juvenile Court purposes, a "child" is any person sixteen years old or under (C.G.S. § 17-53).

PHILOSOPHY OF THE JUVENILE COURT

The basic philosophy of the Juvenile Court is that individualized justice for the child may best be achieved by adhering to the concept of due process:

- (1) The child and the parents must be notified, in writing, of the specific allegations of delinquent conduct.
- (2) Notification must be given to all parties concerned in order to provide sufficient time to examine the allegations and prepare an adequate defense.
- (3) Every child and parent has the right to have an attorney, and if he cannot afford one, the Court will appoint counsel from a panel of lawyers.
- (4) The child has a right to be confronted by those complaining against him.
- (5) There must be an admission of responsibility or an adjudication of delinquency before any invasion of the child's personal privacy is undertaken by Juvenile Court authorities.
- (6) No child may be committed without representation by an attorney.
- (7) The child has a right to appeal a decision of the Juvenile Court.

Probation may only be introduced after an adjudication of delinquency. The disposition of each case is based on thorough investigation conducted

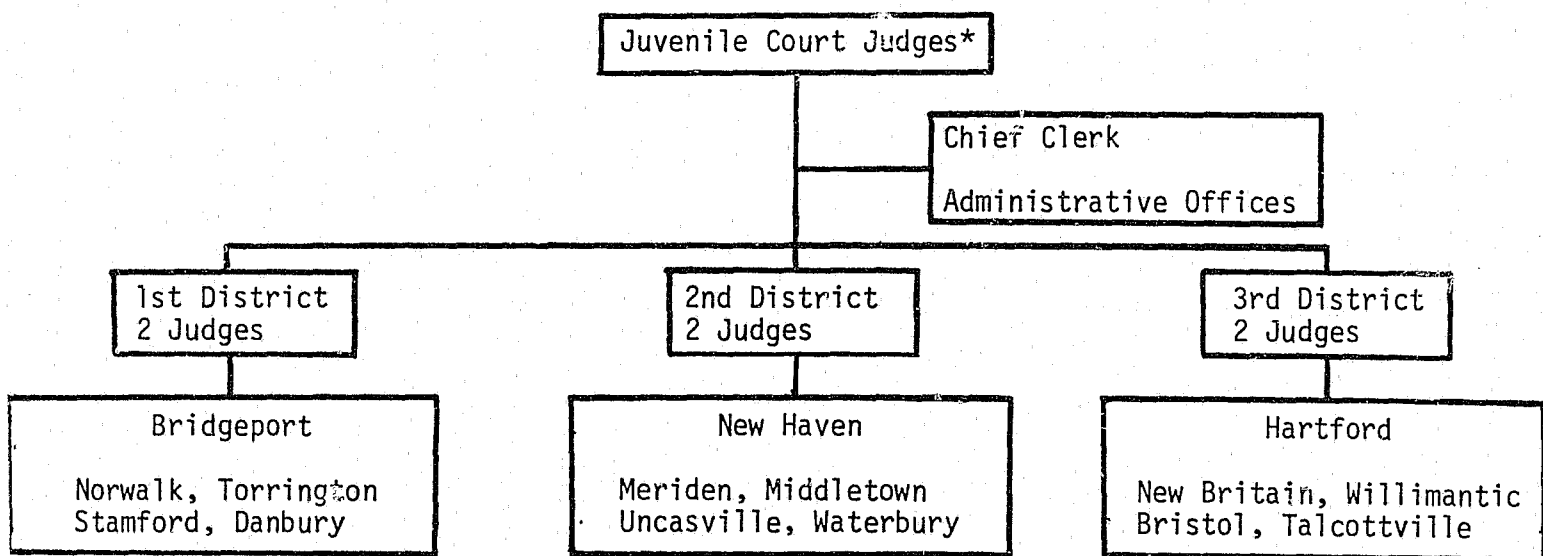
by the Probation Officer. Any plan of treatment must consider the whole child - his home, family, neighborhood, school, church, his assets and liabilities - and the availability of resources in the immediate community. Probation must have the assistance and the support of many allied public and private agencies in every community if work with children is to be successful. No child can be helped in isolation. Each child is unique.

## II. Administrative Structure of the Juvenile Court -- Duties and Responsibilities

A statewide Juvenile Court System was first established in Connecticut on January 1, 1942, by an act of the State Legislature. Based on school populations and prior delinquency statistics, the state was and is divided into three Juvenile Court Districts (C.G.S. § 17-50). Those districts are:

- |                 |  |
|-----------------|--|
| First District  | Comprising Fairfield, and Litchfield Counties            |
| Second District | Comprising New Haven, Middlesex, and New London Counties |
| Third District  | Comprising Hartford, Tolland, and Windham Counties       |

Each district maintains a headquarters office (Bridgeport - First, New Haven - Second, Hartford - Third) and four area offices (Norwalk, Stamford, Danbury and Torrington - First; Meriden, Middletown, Uncasville and Waterbury - Second; Bristol, New Britain, Talcottville, and Willimantic - Third) which are strategically placed in populated areas. Each area office is then responsible for a number of towns and cities in the immediate vicinity of that office.



\* One of the six Juvenile Court Judges is appointed as Chief Judge; each Judge serves a four year term.

As indicated in the preceding chart, the Juvenile Court has a total of six judges; two for each of the three districts. A Juvenile Court Judge is appointed according to the statutory provisions of C.G.S. §17-55 for a term of four years. In addition, the Chief Court Administrator for the Judicial Department appoints one of the six judges as the Chief Judge of the Juvenile Court. As discussed under "duties and responsibilities," the judges themselves jointly appoint both a Chief Clerk for the Court and a Director of Probation Services (C.G.S. § 17-57). (See Chart 2 of this Appendix.)

## DUTIES AND RESPONSIBILITIES

### Chief Judge

Along with his regular duties as a judge in one of the three districts, the Chief Judge of the Juvenile Court is responsible to the Chief Justice of the State Supreme Court for the overall operation of the court.

### Judges

Each judge must reside in the district within which he serves. C.G.S. § 17-55 states, "Each judge shall hold sessions of said court within the district for which he is appointed, at such town or towns therein as the business of said court requires." In the case of absence of a judge, or an unusually heavy burden in one district, the chief judge may assign a judge of one district to sit in certain towns in an adjoining district. The judges fix the time and place of hearings within their districts.

The judges of the court jointly appoint a clerk of the court and other necessary office personnel. Furthermore, the judges in their respective districts jointly appoint a director of probation for their district, and such probation officers, clerical assistants, and other personnel as they deem necessary, subject to the provisions of C.G.S. § 17-58 which require that all juvenile probation personnel be appointed from lists of persons certified by the State Personnel Department as being qualified for such appointment. These lists are derived from the results of competitive civil service examinations. The salaries of all court personnel are fixed by the judges, with the approval of the Supreme Court of Connecticut.

### Director of Juvenile Probation Services (Statewide)

A Director of Juvenile Probation Services is appointed by the Board of Judges (i.e., the six judges) and is responsible to the Chief Judge of the Juvenile Court. The Director of Juvenile Probation Services is the chief probation officer for the state and has supervisory responsibility over the three district directors of probation, detention, and other probation programs administered in each district. Furthermore, he assesses the effectiveness of the present probation system, its problems and inadequacies. Probation and detention manuals, procedures, and practices are within his overall responsibility.

### Chief Clerk (Statewide)

The Chief Clerk is appointed by the Board of Judges and has responsibility

for general administration; i.e., budget, statistical reports, Court records, etc.

#### Director of Probation (District)

The Director of Probation in a district is responsible to judges of that district for the administration of all probation office functions. His duties, therefore, are extremely broad and include:

- (1) formulating and implementing policies;
- (2) planning and directing court programs of an experimental nature;
- (3) preparing studies as the judges require, and
- (4) supervising all probation personnel, casework, detention facilities, etc.

#### Case Supervisor (District)

The Casework Supervisor is responsible to the Director of Probation for the administration of one or more area offices, and related personnel. He reviews intake calls, reviews and approves non-judicial dismissals, social histories, and delinquency petitions, and is responsible for general administration functions such as use of state motor vehicles, employee attendance and service ratings, etc.

#### Senior Probation Officer (District)

The functions of the Senior Probation Officer are those of a normal Probation Officer, except that he has more seniority.

#### Probation Officer (District)

The Probation Officer is responsible to the Casework Supervisor for a variety of duties. He receives referrals, determines delinquency charges, makes social investigations, supervises individuals on probation, prepares all records on cases, files delinquency, neglect, and dependency petitions, makes referrals to social agencies, and is generally responsible for a child as he proceeds in the Juvenile Court from intake until the ultimate disposition.

#### Probation Officer Trainee (District)

The Probation Officer Trainee performs the same functions as a Probation Officer, but is under stricter supervision by the Caseworker Supervisor.

#### Probation Aide (District)

The Probation Aide is responsible to one or more Probation Officers and/or the Casework Supervisor for a variety of administrative duties. He serves legal papers, transports children, procures police records, interviews clients for recording of statistical data, supervises some probationers, and assists the Probation Officer in other duties as required.

### Court Officer (District)

The Court Officer performs the same functions as the Probation Aide, with the exception of probationary supervision. He is responsible to the Casework Supervisor.

### Supervisor of Detention (District)

The Supervisor of Detention is responsible to the Director of Probation for intake of children, transportation of children, educational and recreational programs, monitoring of operations, and maintenance of the physical plant, and administrative matters such as employee training and rating.

### Superintendent of Detention (District)

The Superintendent of Detention is responsible to the Supervisor of Detention for maintenance of detention facilities and inventory of supplies, observation reports on children, and other administrative matters.

### Boy-Girl Supervisor (District)

The Boy-Girl Supervisor is responsible for admitting children to the detention facility, issuance of clothing, linen, etc., counselling disturbed children, recreational activities, child hygiene, observation reports, meals, and the general day-to-day operation of the facility.

### Court Clerk (District)

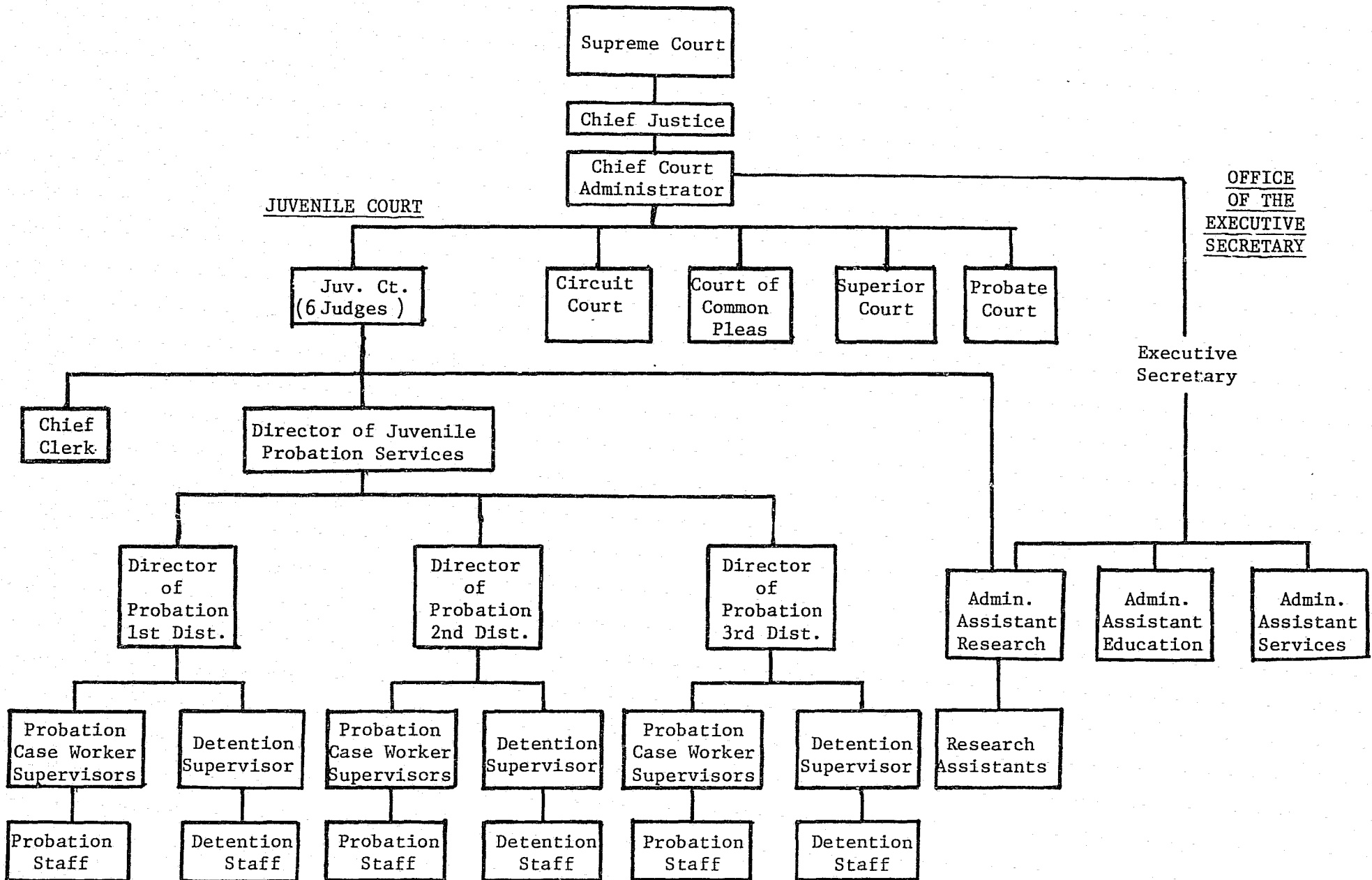
The Court Clerk is appointed by and responsible to the two judges in his district. He is responsible for the general administration of the district, i.e., budget, district statistical reports, Court records, etc.

The charts which follow provide a more graphic picture of:

- (1) The general structure of the courts system in Connecticut with emphasis on the Juvenile Court (Chart 2); and
- (2) The Juvenile Court structure in each of the three districts (Charts 3a, 3b, and 3c).



CONNECTICUT JUDICIAL DEPARTMENT  
JUVENILE COURT ORGANIZATION



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STATE OF CONNECTICUT  
 JUVENILE COURT, FIRST DISTRICT

CHART 3a

FAIRFIELD  
 AND  
 LITCHFIELD  
 COUNTIES

Judges

Margaret C. Driscoll  
 Robert D. Glass

Director of  
 Probation

Danbury

3 Probation Officers  
 1 Assistant District Cl  
 1 Clerical Assistant  
 1 Probation Aide

Torrington

2 Probation Officers  
 1 Assistant District Cl  
 1 Clerical Assistant

1 Casework Supervisor

1 Court  
 Officer

Norwalk

3 Probation Officers  
 1 Assistant District Cl  
 1 Clerical Assistant

Stamford

4 Probation Officers  
 1 Assistant District Cl  
 2 Clerical Assistants

1 Casework Supervisor

1 Court  
 Officer

Bridgeport

8 Probation Officers  
 1 Clerk of Court  
 6 Clerical Assistants  
 1 Probation Aide

1 Casework Supervisor

Bridgeport

1 Superintendent  
 10 Staff

1 Supervisor of  
 Detention

STATE OF CONNECTICUT  
JUVENILE COURT, SECOND DISTRICT

NEW HAVEN,  
MIDDLESEX  
AND  
NEW LONDON  
COUNTIES

Judges

John F. McLinden  
Michael P. Conway

Director of  
Probation

New Haven

11 Probation Officers  
1 Clerk of Court  
1 Probation Aide  
9 Clerical Assistants

Meriden

1 Probation Officers  
1 Assistant District Cl.

1 Casework Supervisor

Waterbury

5 Probation Officers  
1 Assistant District Cl.  
1 Clerical Assistant

1 Casework Supervisor

1 Court  
Officer

Uncasville

5 Probation Officers  
1 Assistant District Cl.  
2 Clerical Assistants

Middletown

2 Probation Officers  
1 Assistant District Cl.

1 Casework and  
Detention Supervisor

1 Court  
Officer

Uncasville

1 Superintendent  
Staff

New Haven

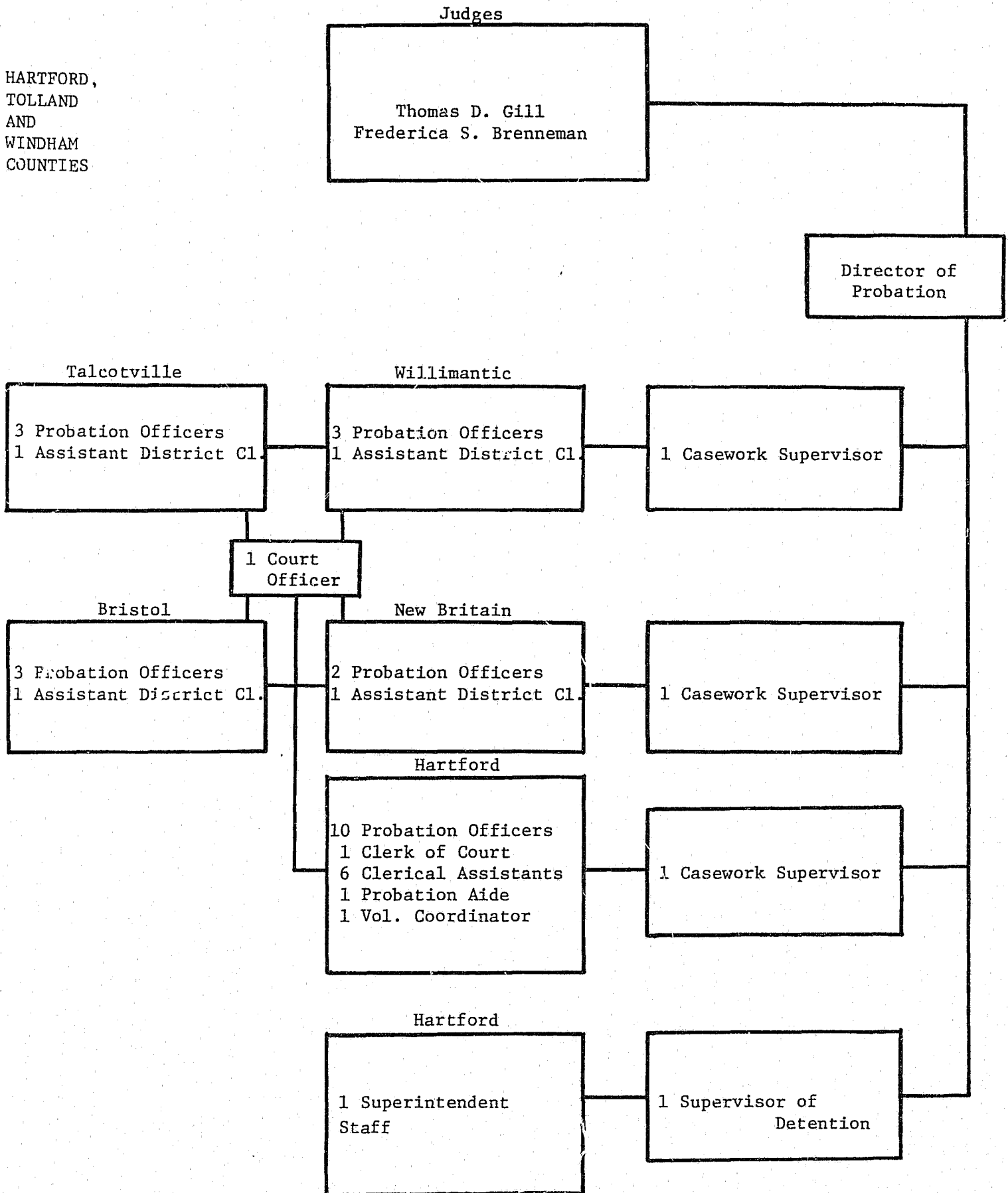
1 Superintendent  
Staff

1 Detention Supervisor

STATE OF CONNECTICUT  
 JUVENILE COURT, THIRD DISTRICT

CHART 3c

HARTFORD,  
 TOLLAND  
 AND  
 WINDHAM  
 COUNTIES



III. Budget

The Juvenile Court budget for the period ending June 30, 1973, totalled \$2,909,049. It is estimated that the 1973-74 expenditures will be \$4,168,332. Each of the three districts receive approximately one-third of the total budget for operation and administration of the Court and Court activities. The actual 1972-1973 budget breakdown, as well as estimates for the fiscal years 1973-1974 and 1974-1975 are as follows:

<u>EXPENDITURES</u>	<u>ACTUAL 1972-1973</u>	<u>EST. 1973-1974</u>	<u>EST. 1974-1975</u>
Personal Services	2,087,155	2,171,040	2,637,429
Equipment (Capital Outlay)	36,160	48,000	85,000
Federally Supported Programs	53,129	164,512	522,000
Other Expenses	<u>732,605</u>	<u>785,280</u>	<u>957,900</u>
TOTAL	\$2,909,049	\$3,168,832	\$4,202,329

#### IV. Personnel/Salary Range

The various staffing requirements for proper operation of the Juvenile Court include the following (with respect to positions and salaries):

<u>Position</u>	<u>Salary Group</u>	<u>Salary Range</u>
Chief Judge	N/A	\$32,500
Judges (5)	N/A	- .. 28,500
Director of Juvenile Probation Services (Statewide)	28	\$18,904 - 22,990
Director of Probation (District)	26	17,058 - 20,874
Casework Supervisor	23	14,667 - 18,075
Probation Officers		
Senior Probation Officers	21	13,569 - 16,323
Probation Officers	18	11,602 - 14,146
Probation Officers - Trainees	11	8,088 - 9,828
District Clerk	14	9,419 - 11,693
Assistant District Clerks	10-11	7,797 - 9,828
Superintendent of Detention I	10	7,797 - 9,465
Superintendent of Detention II (new)	14	9,419 - 11,693
Court Officer I	7	6,642 - 7,890
Court Officer II (new)	10	7,797 - 9,465
Probation Aide I	7	6,642 - 7,890
Probation Aide II (new)	10	7,797 - 9,465
Detention (Boy-Girl) Supervisor I	7	6,642 - 7,890
Detention (Boy-Girl) Supervisor II	9	7,509 - 9,105
Detention (Boy-Girl) Supervisor III	11	8,088 - 9,828
Clerical Assistants	1-9	5,253 - 9,105

Note: Some of these positions, salary groups and salary ranges are new; some become effective in January of 1975, the balance in February of 1975.

#### V. Special Programs in the Juvenile Court

##### VOCATIONAL PROBATION

In its effort to marshal more effective rehabilitative help for the children referred to the court, the judges of the Juvenile Court requested and received from the 1969 session of the Connecticut General Assembly statutory authorization to place an adjudicated delinquent fourteen years of age or older on vocational probation if it finds that (1) he is either mentally deficient or too educationally retarded to benefit from continued school attendance, (2) he may be employed in some useful occupation, and (3) employment would be more favorable to his welfare than commitment to an institution. This employment is supervised by the probation officers of the court.

The proposed expansion of the program plans to draw upon the experience of the past two years in an effort to make Vocational Probation a more complete and enduring solution to the problems of those children whose presence in the Court is a direct result of their inability to function in a traditional public school setting. While the existing program is primarily directed toward relieving the pressures on a child generated by public school by means of employment, the expanded program will couple the child's employment with the continuing learning experience discussed below. The child's future prospects for more skilled employment will then not be limited by his immediate need to overcome the crisis of a public school failure.

Under the proposed expansion, a supervisor of vocational probation will be appointed in each of the three Juvenile Court districts, and it will be his responsibility to initiate and maintain educational and skill-training opportunities for those children working on vocational probation. The supervisors are expected to work in cooperation with the State Departments of Education and Labor, prospective employers, and labor unions in order to promote educational and employment opportunities for those children falling within the boundaries of the program.

#### JUVENILE COURT VOLUNTEER PROGRAM

The Third District of the Juvenile Court initiated a Volunteer Program in July, 1973, in order to offer additional resources to the youngsters referred for delinquency. The objectives of the Volunteer Program are two-fold: first, to provide one-to-one volunteers who assume supportive "sponsorship" for selected children on probation (or under supervision) in the hope of helping the children to overcome their past failures and to direct and guide them toward improved behavior in their community; secondly, to provide opportunities for constructive group activities for the youngsters in detention.

After initial program planning, the first volunteers were recruited in September, 1973. To date, the following numbers of volunteers have been recruited and continue to be active:

<u>Month Assigned</u>	<u>Number of Volunteers</u>
October	5
November	8
December	2
January	8
February	8
March (to March 15)	<u>9</u>
Total	40

Of these 40 active volunteers, nine are assigned to detention and 31 are sponsors. Seventeen of the 31 sponsors are working with children who live in Hartford. The remaining 14 are working with children in East Hartford, New Britain, Bristol, Talcotville, and Willimantic.

Seventeen of the sponsors are female, fourteen are male. Eight of the detention volunteers are female, one is male. A total of 27 of the volunteers are college students.

There are no educational or employment experience requirements for acceptance into the program, but an orientation training session and follow up personal interview are required of all volunteers prior to assignment.

Probation officers make a written request to the Volunteer Coordinator for sponsors. Priority is given to those youngsters on official probation, but the type of delinquency involved is not the main criterion for selection. The overall need of the child, as summarized by the probation officer in his request, is the heaviest influence. The availability and geographical location of the volunteer are also considered. Youngsters who have been referred to the Court for truancy, as well as those referred for auto theft, are eligible to be assigned a sponsor.

In 1974, three Juvenile Court pilot probation projects were funded directly by LEAA through "discretionary funds," each project being based on a specific recommendation of Judge Ted Rubin who had surveyed the entire Connecticut juvenile justice system during the summer of 1973. A separate description of each project follows.

#### CASE ASSESSMENT UNIT

In general, juvenile probation services in Connecticut are organized in such a way that a probation office handles a case from the beginning of the youth's entry into the system until his exit. While there are obvious advantages of continuity in such a system, there are also major problems. Because juvenile probation officers have heavy caseloads, priority is usually given to preparing court case and social histories. Proper supervision of the child placed on non-judicial status or formal probation is often unavailable. Thus, it was decided that the staff operations in the First District of the Juvenile Court would be bifurcated into separate "intake" and "field supervision" units. The new specialized intake unit is expected to improve the management of juvenile cases from the point of referral to final disposition (be it judicial or non-judicial). More specifically, the anticipated results include:

- (1) a reduction in the number of children put in detention;
- (2) a reduction in the time lapse from date of referral to time of initial interview;
- (3) an increase in the number of referrals dismissed at intake;
- (4) a reduction in the time lapse from initial interview to judicial or non-judicial supervision;
- (5) increased contact between probation officers and clients;  
and
- (6) a reduction in the rate of recidivism for those placed on probation.



Other advantages to be derived from this "intake unit" include an increase in probation office hours from 8 hours a day to 14 hours a day, and the development of concrete criteria for intake.

(Approximately 1,000 children will be processed through the Case Assessment Unit during the first year of operations.)

#### EARLY INTERVENTION AND TREATMENT

Currently nearly half of all referrals to the Juvenile Court are dismissed with a warning by the Probation Officer. In the past, these youths received little case assessment, and no follow-up services. What little empirical data exists suggest that this group has a high rate of recidivism, and that, if there were investigations of these offenders and follow-up services, the needs for more pervasive and expensive services at a later date could be eliminated. Again, non-judicial supervision becomes the stepchild to other priorities such as court preparation and social history investigations. Thus, in the Second District of the Juvenile Court, the Early Intervention and Treatment project was established to deliver more intensive follow-up services in non-judicially handled cases. The objective of this project is first to identify those youths prone to recidivism and then to provide youth services and treatment through the Court's resources and/or through diversion to community resources. Three-hundred children will be handled by this project during the first year of operation, and their recidivism rate will be compared with the rate of a comparable group of 300 youngsters handled in the traditional manner (i.e., mere dismissal with a warning). The expected result is, of course, a lower rate of recidivism in those receiving intensive case assessment and follow-up services.

#### NEIGHBORHOOD PROBATION OFFICE

Under this program, a branch probation office is to be set up in a high delinquency neighborhood in Hartford, the largest city in the Third District of the Juvenile Court. The office is to be staffed by probation officers and para-professionals who are familiar with the neighborhood, and it is expected that probation staff will modify certain of their current work styles in order to work more with group methods, establish closer relationships with educational and social agencies, and assist their clients in a more imaginative and personal manner. In addition, this office will be kept open late in the evening when it is needed the most and should provide the police with an effective alternative to putting a youngster in a detention facility. This project will allow the Court to deal with the child and his family in their own neighborhood by drawing on existing resources in the area, thus improving the delivery of services. In addition, a wide range of family counseling and assistance projects will be delivered by the neighborhood unit. Among the anticipated results of this project are:

- (1) an increase in the number of youths delivered from the Juvenile Justice System;

- (2) a decrease in the number of juveniles referred for minor offenses;
- (3) a decrease in the recidivism rate of clients;
- (4) a reduction in juvenile crime in the neighborhood;
- (5) a reduction in the number of inappropriate detentions and referrals; and
- (6) a decrease in the amount of time involved in processing a case.

All three of these projects are pilot projects and experimental in nature. Any project which meets with success will be expanded to the other districts of the Juvenile Court and be made a permanent part of the Court operation.

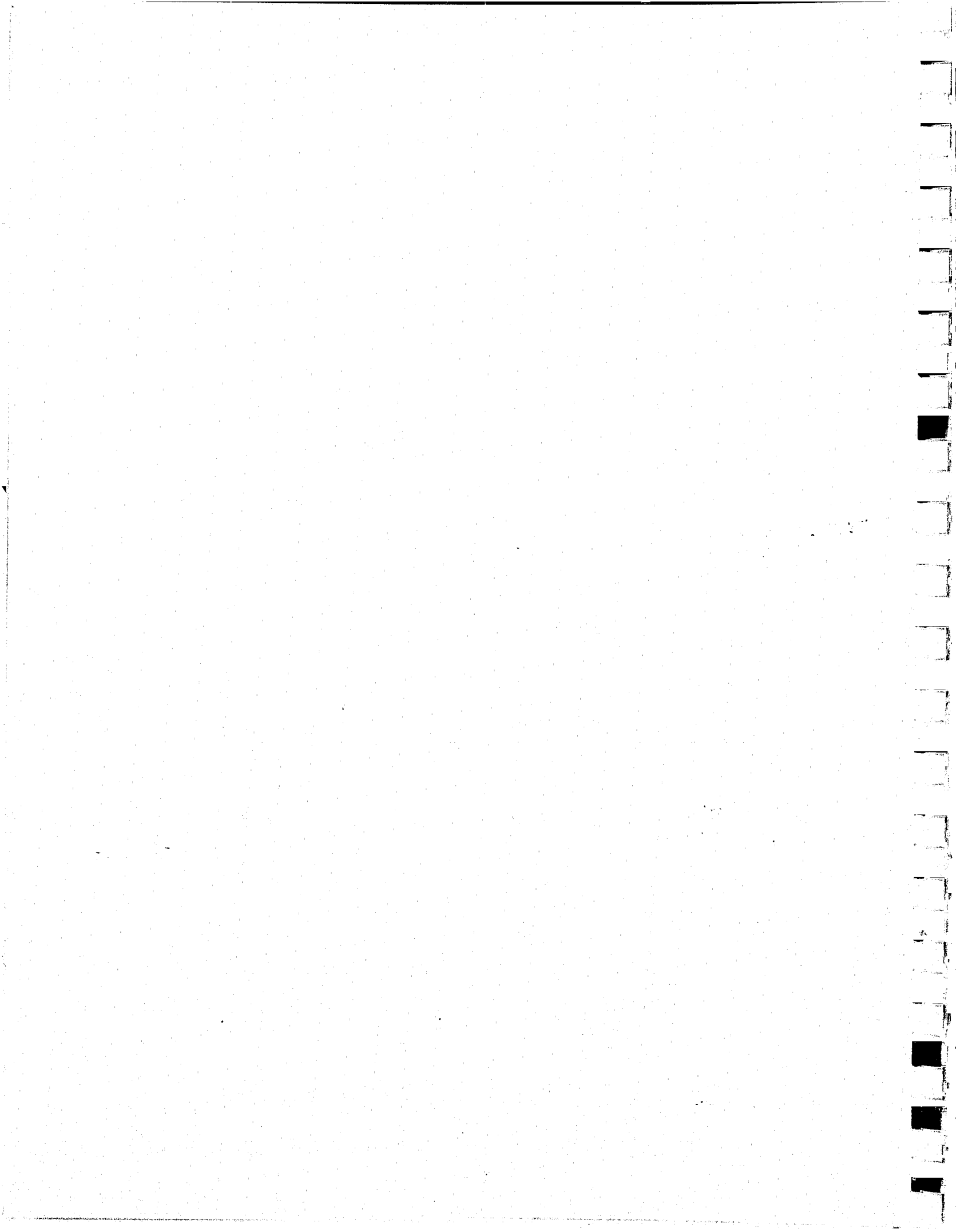
#### VI. Caseloads

The following chart shows the "caseload" for the Juvenile Court offices in the First District (i.e., Fairfield and Litchfield Counties) during 1973. It is intended that these figures be viewed as a representative picture of Juvenile Court activity.

<u>Office</u>	<u>Total Referrals Received</u>	<u>Average No. Referrals Per P. O.</u>	<u>Total Cases Disposed</u>	<u>Average No. Dispositions Per P. O.</u>	<u>Total Judicial Cases</u>	<u>Average No. Judicial Cases Per P. O.</u>	<u>Percentage Judicial Cases Per Office</u>
Bridgeport	1,082	135	994	124	292	36	30%
Norwalk	497	166	525	175	234	78	44%
Stamford	549	172	481	150	229	72	48%
Danbury	453	151	452	151	124	41	28%
Torrington	<u>239</u>	<u>119</u>	<u>209</u>	<u>105</u>	<u>54</u>	<u>27</u>	26%
Average Per P.O.		149		141		51*	
<u>Totals</u>	2,820		2,661		933		

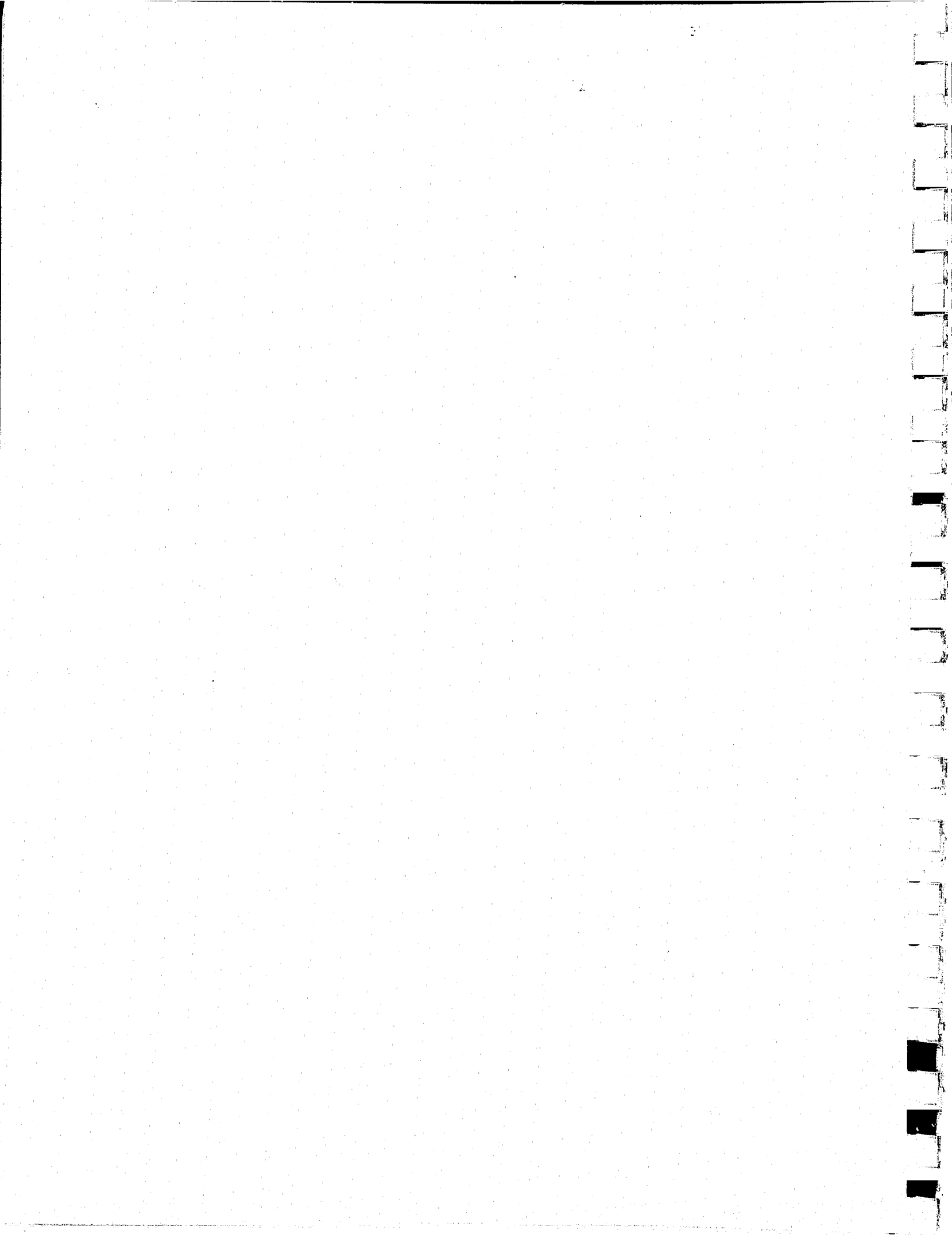
\* Reflects Social Histories Completed.

The actual number of referrals handled by the Juvenile Court in 1973 totalled 12,210. The estimated caseloads for the fiscal years 1973-1974 and 1974-1975 are 13,000 and 13,850 respectively.



A P P E N D I X E

DEPARTMENT OF ADULT PROBATION



STATE OF CONNECTICUT  
DEPARTMENT OF ADULT PROBATION

I. Statutory Authority and Jurisdiction

The Commission on Adult Probation, composed of six (6) members, was first established in 1955 with the enactment of Senate Bill Number 3331d. The current statutory authority of the Commission and the Department may be found in Sections 54-103 through 54-109a of the Connecticut General Statutes (Revision of 1953). Section 54-104, which describes the general jurisdiction of the Commission, states in part that it "shall provide and supervise probation services for all the courts of the state having jurisdiction of criminal cases, except the juvenile court."

The "probation services" provided by the Commission fall into two major categories:

- (1) Presentence, Post-sentence, and Youthful Offender Investigations, and
- (2) Supervision of persons placed on probation.

Prior to the sentencing of any criminal defendant convicted of a felony, a Presentence Investigation Report must be prepared by a probation officer and submitted to the sentencing court for its consideration (C.G.S. Section 54-109). (Note: Any court may, in its discretion, order a presentence investigation report for a defendant convicted of a crime less serious than a felony.)

Post-sentence investigations occur in such cases as those in which a defendant convicted of a misdemeanor is sent to jail or placed on probation and a report is necessary for designing a rehabilitative program for that individual.

Youthful Offender Investigations are conducted by probation officers in order to determine whether or not an individual fits the eligibility criteria for being classified a "youthful offender" if culpability is established (see C.G.S. Sections 54-766 through 54-760). While such investigations are primarily concerned with eligibility, in many instances these investigative reports end up being as detailed as a regular presentence report.

The second major function of the Commission, supervision of persons placed on probation by the courts is provided for persons placed on probation pursuant to C.G.S. Section 53a-29 (see Sections 53a-28 through 53a-33 for eligibility, conditions and termination of probation), as well as Youthful Offenders placed on probation under C.G.S. Section 54-76j. In addition, with the enactment of Public Act 73-641 ("An Act Providing Accelerated Rehabilitative Disposition of Criminal Cases"), criminal defendants who are placed in a pre-trial diversion program are released to the custody of the Commission on Adult Probation for the period and under the conditions ordered by the court.

## II. Administrative Structure--Duties and Responsibilities

The Department of Adult Probation has as its chief decision-making body the "Commission on Adult Probation." That commission is composed of six (6) members, no more than three of whom can be of the same political party (C.G.S. Section 54-103). One member of the Commission must be an active judge of the Court of Common Pleas, one member must be an active judge of the Superior Court, one member must be a practicing attorney, and the remaining three members must be laymen conversant in the field of criminal justice. In addition, the chief justice of the state Supreme Court is an ex-officio member and the chairman of the Commission. (The chief justice has no vote unless a tie vote needs to be broken.)

The chief administrator for the Department is the Director of Adult Probation. Responsible for the on-going operations of the Department, the Director's office is supplemented with a Deputy Director, a Business Manager, and an Operational Planner. In addition, the Department has a training officer, located in Bridgeport, who designs and implements employee training programs.

Beneath this general administration level are the district offices. For Adult Probation purposes, the state is divided into four (4) districts, and each district has a district office and district supervisor. Those four are:

Willimantic District Office  
Hartford District Office  
Bridgeport District Office  
New Haven District Office

Each of the district offices then has a number of local offices within its respective district over which it has general supervisory responsibility. In addition, the Hartford, Bridgeport, and New Haven districts each have a specialized probation Drug Unit to administer.

### "Duties and Responsibilities"

#### COMMISSION

The Commission is responsible for providing and supervising probation services for all the courts of the state having jurisdiction in criminal cases except the juvenile court. It is also responsible for designing and implementing the rules and regulations for the administration of those services. The Commission selects and appoints the Director of Adult Probation who serves at the pleasure of the Commission. (See C.G.S. Section 54-103 for the length of terms to be served by each member).

#### DIRECTOR OF ADULT PROBATION

The Director is the executive officer of the Department and he has the overall responsibilities of hiring probation officers, setting up the "district offices," assigning probation officers to work in particular districts and to serve the courts in that district, and supervising the work of the probation officers he appoints. The Director must also keep records, compile statistics, and publish such reports as may be required by the Commission or courts. (See C.G.S. Section 54-105.)

### DEPUTY DIRECTOR

In addition to generally augmenting the resources of the Director's office, the Deputy Director of Adult Probation represents the Director in a variety of forums when the Director is unavailable or previously committed. The Deputy Director also plays a major role in supervising and monitoring the activities of the various district offices.

### BUSINESS MANAGER

The Business Manager's responsibilities are pretty much defined by his job title. He prepares the budget, audits the different accounts and programs of the Department, and works to improve the fiscal capacities of the Department.

### OPERATIONAL PLANNER

The Operation Planner is the chief program designer for Adult Probation. Along with his role as a planner, this person is the grants manager for any federal funds the Department might receive for new projects (e.g., Connecticut Planning Committee on Criminal Administration and/or LEAA funds).

### TRAINING OFFICER

Working with the personnel at the Connecticut Criminal Justice Training Academy in Haddam, the Training Officer develops training programs for new employees, and he assists in the actual instruction of these employees.

### DISTRICT OFFICE SUPERVISORS

District Office Supervisors are responsible for the day-to-day operations of the probation offices and officers within their district. Aside from managing his own staff, the District Supervisor takes charge of resolving problems in the staffing, workload, and administration of individual offices.

### PROBATION OFFICER

Probation Officers have direct responsibility for investigating all cases referred to them for investigation by the Director or by any court in which the probation officer is authorized to serve. The probation officer provides each person under his supervision with a written statement of the conditions of probation and instructs him on the meaning and requirements of those conditions. Aside from keeping informed of a person's conduct and general condition, the probation officer must keep accurate records on each person under his supervision, and if a court so orders, he must collect and disperse certain of the person's money in accordance with that court's instructions. (see C.G.S. Section 54-108).

### SPECIALIZED DRUG UNITS

Probation officers working with one of the three Drug Units run by the Department (Hartford, Bridgeport, and New Haven) engage in such activities as group counseling, referring drug dependent persons to various treatment programs, and direct counseling. While the drug problem in Connecticut appears to be on the decline, the problem is far from over, and many drug dependent persons are still in need of an initial exposure to some type of treatment program.



Commission on Adult Probation  
(6 Members)

Director of Adult Probation  
1 Clerical

Business Manager  
1 Administrative Trainee  
2 Clerical

Deputy Director of Adult Probation  
1 Clerical

Operational Planner

Training Officer

Willimantic District Office District Supervisor
Willimantic Office Chief 1 Clerical 2 Probation Officers
Rockville Office Chief 2 Clerical 2 Probation Officers
New London Office Chief 2 Clerical 3 Probation Officers
Norwich Office Chief 2 Clerical 3 Probation Officers
Middletown Office Chief 1 1/2 Clerical 3 Probation Officers
Dayville Office 1 Probation Officer 1 Clerical
East Hartford Office Chief 1 Clerical 1 Probation Officer

Hartford District Office District Supervisor 1 Clerical
Hartford Office Chief 4 Clerical 8 Probation Officers
Hartford Office Chief 4 Clerical 10 Probation Officers
New Britain Office Chief 1 1/2 Clerical 3 Probation Officers
Waterbury Office Chief 3 Clerical 7 Probation Officers
Bristol Office Chief 1 1/2 Clerical 1 Probation Officer
Enfield Office Chief 1 1/2 Clerical 1 Probation Officer
West Hartford Office Probation Officer
Hartford Drug Unit Chief 2 Clerical 4 Probation Officers 1 Rehab. Counselor

Bridgeport District Office District Supervisor
Bridgeport Office Chief 6 Clerical 12 Probation Officers
Stamford Office Chief-3 Officers (1 Vacant) 1 1/2 Clerical (1/2 Vacant)
Norwalk Office Chief 2 Clerical 3 Probation Officers
Danbury Office Chief 1 Clerical 2 Probation Officers
Torrington Office 1 Officer - 1 1/2 Clerical (1/2 Clerical Vacant)
Winsted Office Probation Officer
Bridgeport Drug Unit Chief .. 3 Probation Officers

New Haven District Office District Supervisor 1 Clerical
New Haven Office Chief 8 Clerical 18 Probation Officers
Meriden Office Chief 2 Clerical 3 Probation Officers
Ansonia Office 1 Probation Officer 1 Clerical
Milford Office Probation Officer
New Haven Drug Unit Chief 4 Probation Officers 1 Rehabilitation Counselor

### III. Budget

The operating funds for the Department of Adult Probation are provided primarily from the "general fund" under the control of the Connecticut General Assembly. The actual '72-73 budget and the estimated and requested budgets for fiscal years '73-74 and '74-75 are as follows:

<u>EXPENDITURE</u>	<u>ACTUAL '72-73</u>	<u>ESTIMATED '73-74</u>	<u>REQUESTED '74-75</u>
SUPERVISION			
Personal Services	\$1,314,697	\$1,486,353	\$1,548,130
Equipment	-0-	-0-	-0-
Federally Supported Programs	121,784	306,300	284,226
Other Expenses	135,600	152,424	156,940
PRESENTENCE INVESTIGATIONS			
Personal Services	498,678	554,307	572,596
Equipment	-0-	-0-	-0-
Other Expenses	51,434	57,816	59,529
Total	\$2,122,193	\$2,557,200	\$2,621,521

#### IV. Personnel/Salary Range

The total number of Adult Probation positions (equated to full-time) for the fiscal year 1972-1973 was 225 (166 probation supervision positions and 59 investigation positions). The average number of Adult Probation staff in the field equaled 100 probation officers for the same fiscal year. (This number does not include the 14 probation officers working in the specialized Drug Units during that period.) At the end of the last fiscal year, that is 1973-74, Adult Probation had 124 regular probation officers in the field. In addition to these 124 officers, the Department had 15 probation officers assigned to the Drug Units in Hartford, New Haven, and Bridgeport.

The salary ranges for the various personnel positions within the Department of Adult Probation are as follows:

<u>Position</u>	<u>Salary Group</u>	<u>Salary Range</u>
Director of Probation	33	\$22,504-\$27,544
Deputy Director	30	\$19,894-\$24,526
Business Manager	19-21	\$12,219-\$16,323
Training Officer	25	\$16,216-\$19,894
District Office Supervisor	27	\$17,952-\$21,900
Deputy District Office Supervisor	25	\$16,216-\$19,894
Supervising Probation Officer	23	\$14,667-\$18,075
Probation Officer	16-21	\$10,440-\$16,323
Rehabilitation Counselor	11-13	\$ 8,088-\$11,157

## V. Special Programs

### VOLUNTEERS PROGRAM

The "Volunteers in Probation" program was initiated with a grant from the Connecticut Planning Committee on Criminal Administration. The volunteers work, for the most part, in two areas: one-to-one situations with individuals on probation and courtroom attendance. One-to-one work involves employment counseling, job finding, etc. Courtroom attendance by volunteers involves taking down the court referrals for the day and directing probationers to the local probation office. In courts which allow attendance by such volunteers, substantial time and money is saved, and the probation officer can remain in the field to carry out his supervisory and/or investigating responsibilities.

### DRUG UNITS

The Department of Adult Probation is involved in a number of rehabilitative programs for drug-dependent individuals. Aside from operating three specialized Drug Units, the Department conducts group counseling, refers people to community drug abuse facilities, and does individual counseling for drug-dependent individuals.

### PILOT SPECIALIZED PROBATION SERVICES PROJECT

The Department of Adult Probation received a \$33,000 from the Connecticut Planning Committee on Criminal Administration on July 1, 1974 for a specialized probation services project. This new program, which will be operating in the Hartford area, calls for increased services in the areas of job counseling and job placement.

### PSYCHIATRIC CONSULTANT SERVICES

Originally funded with LEAA discretionary funds, this state funded program provides probation officers with improved resources for dealing with particular probation problems. If a probationer is in need of specialized psychiatric services, the probation officer has available the services of a qualified psychiatrist.

## VI. Caseload

During the fiscal year 1974, the average number of Adult Probation staff in the field equaled one hundred (100) Probation Officers. This does not include the 14 Probation Officers who were assigned during that period to one of the specialized Drug Units. During the fiscal year, the Department conducted a total of approximately 11,814 investigations which may be broken down as follows:

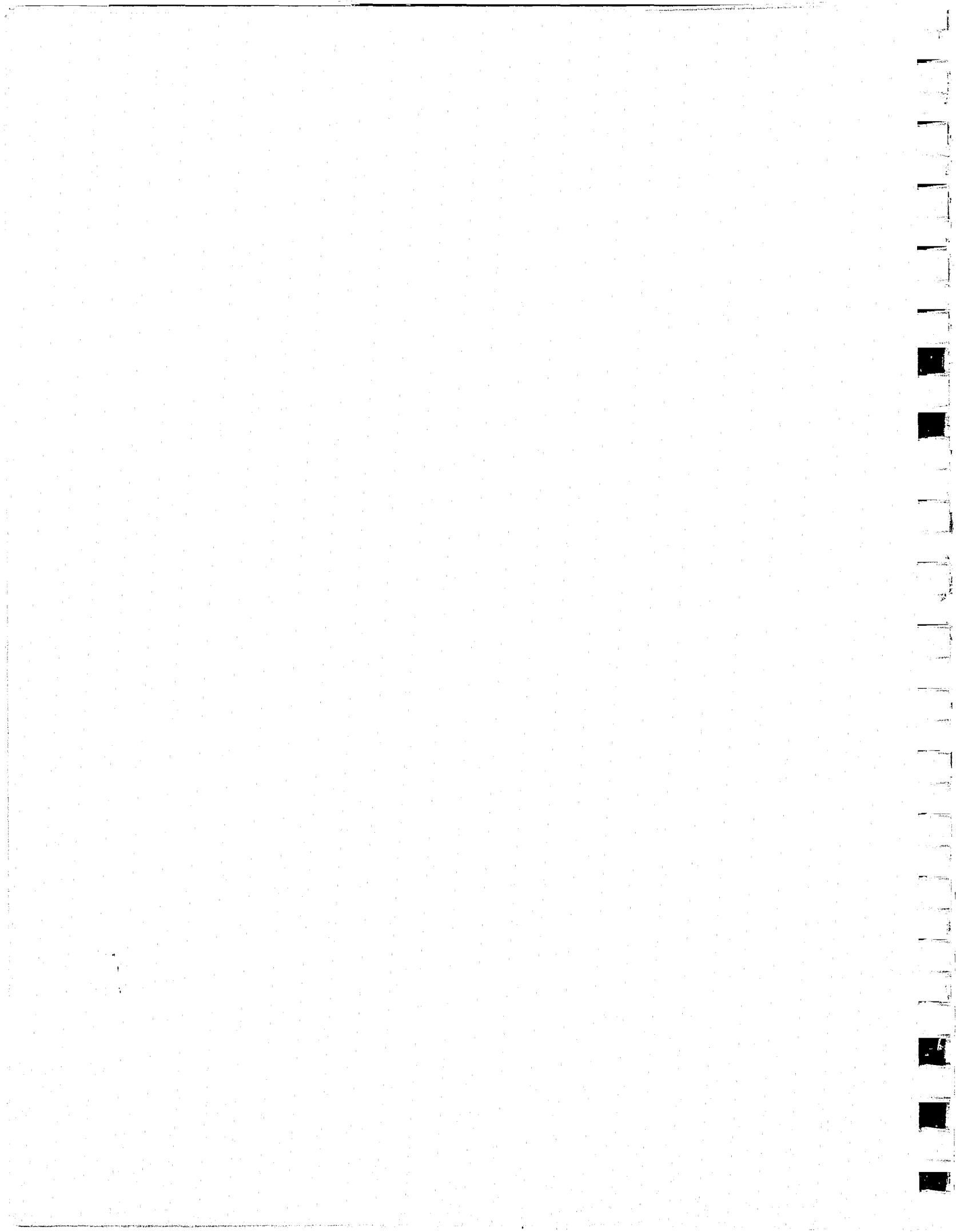
Presentence Investigations	6,232
Interstate Compact Investigations	1,300 (approx. 25/week)
Youth Offender Eligibility Investigations	<u>4,282</u>
Total	11,814

With respect to probationary supervision of criminal defendants, during the fiscal year 1973, approximately 7,950 individuals were placed on probation by the Circuit and Superior Courts of the State of Connecticut. (Note: This number does not include the individuals still on probation but placed on probation before fiscal year 1973.) In addition, the department had 1,375 youthful offenders placed in its custody. The total number of new cases in 1972-1973, then, was approximately 9,325.

In the past, the vast majority of the individuals placed on probation came from the Circuit Courts (as of June 1, 1973 the Department was supervising 11,626 persons; 2,540 Superior Court cases/9,086 Circuit Court cases) and were placed on probation for a relatively short period of time. Consequently, there was a rapid and continual turnover in the number and character of cases handled by Probation Officers. The same trend is expected to prevail with the creation of the new Court of Common Pleas.

A P P E N D I X F

DEPARTMENT OF CORRECTION



STATE OF CONNECTICUT  
DEPARTMENT OF CORRECTION

I. Statutory Authority and Jurisdiction

On October 1, 1960, county government in Connecticut was abolished and the nine jails previously operated by the counties came under the control of the newly established State Jail Administration.

In 1966 the American Foundation Institute of Corrections was asked to prepare a study of the correctional institutions and services of Connecticut. The report, released in November 1966, made five major recommendations. They included: (1) the creation of a Department of Correction; (2) the abolition of all jails in Connecticut with the exception of the New London and possibly the Bridgeport jail; (3) establishment of in-service training programs; (4) establishment in the Department of Correction of a field service division responsible for probation and parole supervision; and (5) the establishment of a state central board of parole. The 1967 legislature created a Department of Correction containing all the elements suggested by the American Foundation's report except for correctional administration of probation services.

The goals of the Connecticut Department of Correction are:

- \* To detain those individuals committed or entrusted to its care, and during this period to determine their skills, attitudes and values;
- \* To provide educational, vocational, custodial, and psychological programs, both in the institution and in the community, that will promote the productive law-abiding development of the individual compatible with accepted social norms;
- \* To promote social acceptance of the rehabilitated offender in the community;
- \* To protect society by retaining those offenders who have proved themselves unfit for release;
- \* To provide adequate training and incentives for the fullest development of competent staff personnel;
- \* To encourage the formation of laws which meet the needs of a progressive correctional process.

Pursuant to C.G.S. §54-120, commitment of all prisoners is made by the courts to the Commissioner of the Department of Correction. The Commissioner, again pursuant to C.G.S. §54-120, has the authority to assign prisoners to any institution within his jurisdiction. He may also transfer inmates, with the concurrence of the superintendent of the receiving institution, from one of the facilities within his jurisdiction to another institution which is within the state but outside the jurisdiction of his Department. (C.G.S. §§18-86 and 18-87). He may also assign an inmate to any facility he chooses, irrespective of the institution to which the inmate was originally committed or the length of his sentence, when it appears to the commissioner that the



best interests of the inmate or the other inmates will be served by such action. Finally, he may also contract with the federal government to obtain any prisoner held under U. S. law, as well as for the transportation of same.

Under the New England Interstate Corrections Compact (1967 P.A. 471), the commissioner may transfer any inmate from any of the institutions or facilities of the department to any other such institution or facility in other New England states. He also administers the Interstate Agreement on Detainers (under 1971 P. A. 116).

The overall legal framework of Connecticut's Correctional Institutions and Department of Correction is contained within Title 18 of the Connecticut General Statutes.

## II. Administrative Structure - Duties and Responsibilities

The Department is overseen by a seven member policy-making body, the Council of Correction, with the commissioner of correction and chairman of the board of parole as ex-officio members. The Council also reviews the need for legislation and makes appropriate recommendations to the Governor and the General Assembly (see chart which follows).

The chief executive of the Department of Correction is the commissioner of correction, appointed by the Governor upon consultation with the Council of Correction. He is usually an experienced correctional administrator, and his duties include the administration, coordination, and control of the operations of the Department. He is also responsible for the overall supervision and direction of all institutions, facilities and authority of the Department. He appoints and is assisted by three deputy commissioners, each responsible for one of the following three areas: institutions, community services and women's services.

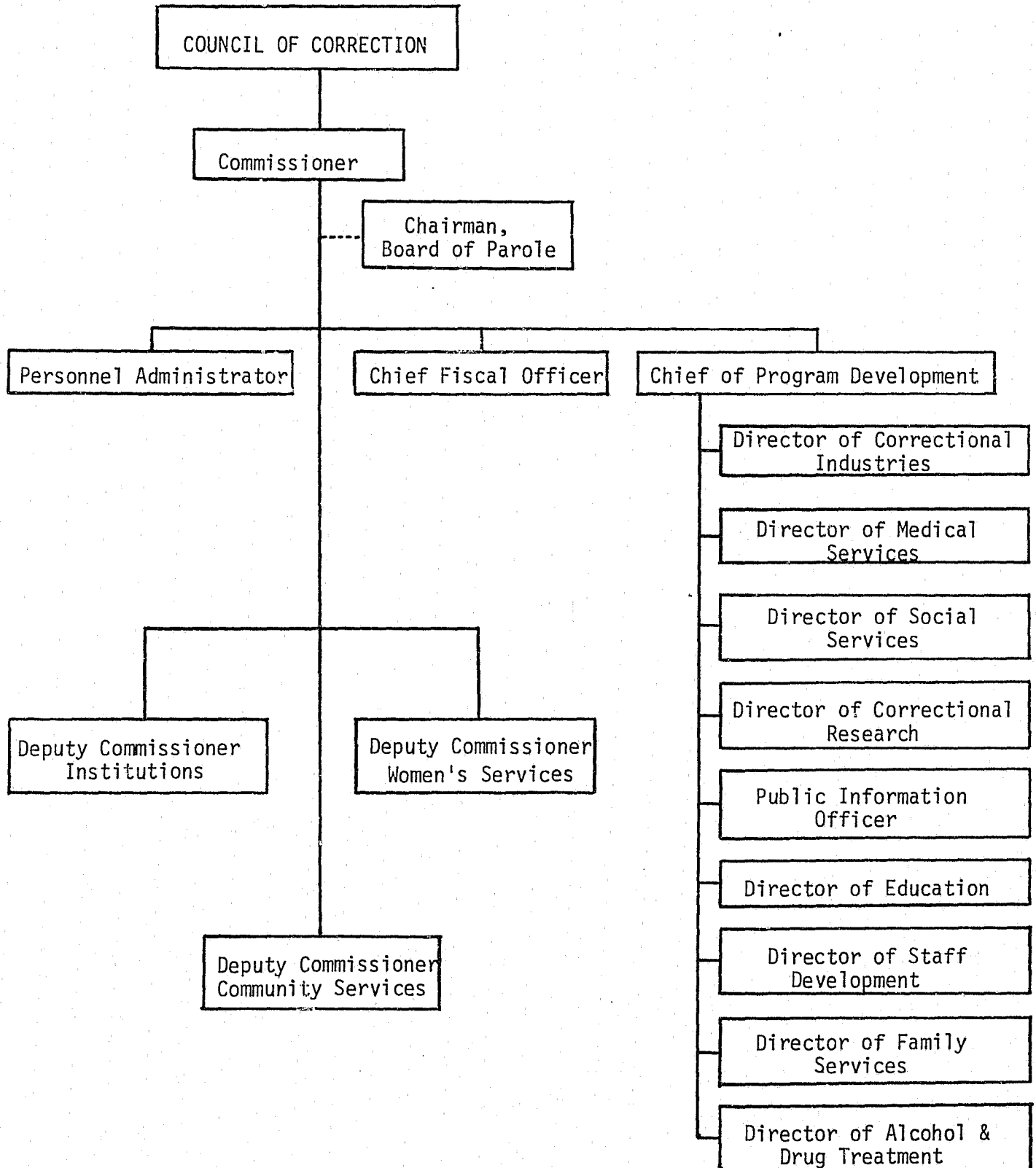
The deputy commissioner for institutions is responsible for the central administration of the Connecticut Correction Institutions at Somers, Enfield, Cheshire, and the youth camp at Portland.

The deputy commissioner for community services oversees administration of the correctional centers, parole field services for men, and the pre-release and work release programs.

The deputy commissioner for women's services, who is usually a woman, is also the superintendent of the Connecticut Correctional Institution, Niantic, which is currently the only correctional facility for women in the state. Since there are no field parole officers for women in Connecticut, her duties also include the direction of institutional parole services for women.

The commissioner is responsible for the establishment of disciplinary, diagnostic, classification, treatment, vocational, and academic education services and programs throughout the Department. And, he is responsible for organizing and operating inter-institutional programs for the development and training of institution and facility staffs.

CONNECTICUT DEPARTMENT OF CORRECTION ORGANIZATIONAL CHART



His duties also include the supervision of parolees and, after consultation with the Corrections Council, the establishment of rules for the administrative practices and custodial and rehabilitative methods of the institutions and facilities in accordance with recognized correctional standards.

The central office of the Correction Department, located at 340 Capitol Avenue in Hartford, is responsible for the administration of the Department. Its basic tasks include the coordination of adult correctional programs in the several institutions, evaluation of correctional programs, and providing information on departmental goals and progress.

The chief of program development administers major programs within the Department of Correction, and is directly responsible to the commissioner. There are also a number of other key staff functions organized under this department including public information, staff development (i.e., training and orientation for new personnel), correctional industries, medical services, education, social services, research work and education release and alcohol and drug treatment. All of these are headed by directors and usually consist of a few staff persons under that director. The central office provides the mechanism for coordinating and orchestrating these diverse departmental functions. Evaluation of these programs is performed on an on-going basis by the research department.

### Institutions

The Connecticut Department of Correction has the responsibility for incarcerating all sentenced felons, sentenced misdemeanants, and persons who cannot be released while awaiting trial. To fulfill this responsibility, the Department maintains the following facilities:

- (a) Connecticut Correctional Institution at Somers (maximum security for males; formerly the Connecticut State Prison);
- (b) Connecticut Correctional Institution at Enfield (minimum security; formerly the Osborn Branch of the State Prison);
- (c) Connecticut Correctional Institution at Cheshire (for males ages 16-21; formerly the Connecticut Reformatory);
- (d) Connecticut Correctional Institution at Niantic (for all women, 16 years of age and over, including those awaiting disposition of their cases);
- (e) Youth Camp at Portland (minimum security for males 16-21);
- (f) Six community correctional centers (formerly jails located throughout the state; the largest are Hartford, New Haven, and Bridgeport; for male prisoners awaiting disposition of their cases and those serving short terms of incarceration).

The following numbers of inmates have been or will be served by the Department of Correction on the basis of average daily population:

	<u>1969-70</u>	<u>1970-71</u>	<u>1971-72</u>	<u>1972-73</u>	<u>1973-74</u>
Male	3,040	3,153	3,148	2,876	2,636
Female	<u>130</u>	<u>166</u>	<u>168</u>	<u>153</u>	<u>133</u>
TOTAL	3,170	3,319	3,316	3,029	2,769

(See VII Caseload of this Appendix.)

The Department of Correction is currently embarking upon a massive \$59 million building program that will see the construction of two new Community Correctional Centers at New Haven and Hartford, and a new facility at the Correctional Institution at Cheshire. These three new institutions are expected to be completed by 1977.

The Department has also received authorization to implement plans to divide the large maximum security institution at Somers into three separate institutions. The project will be completed in four phases beginning in 1974. The objectives of this project are:

- (1) To develop alternative plans for physical modifications to the Somers institution;
- (2) To create through physical modification a living and working environment that would provide for increased staff safety and meaningful work assignments, inmates' safety, graded custody, and program alternatives;
- (3) To provide other states with a pilot example of the potential role of architecture in breaking up large maximum security institutions into smaller, more manageable units.

The expected cost of this project is \$7,250,000.

#### Inmate Diagnostics and Evaluation

The Department of Correction operates one comprehensive diagnostic center for those adult felons sent to C.C.I., Somers. This center, staffed by six full-time professionals, interviews, tests, and evaluates all admitted inmates for their first 60 days at the institution. These evaluations include the areas of: education, vocation, psychological, social and institutional adjustment, and security classification. This information is then utilized by the Classification Committee in determining the inmate's job, education and placement, security classification, housing, vocational placement, and need for psychological treatment.

The two Community Correctional Centers at New Haven and Bridgeport have Redirection Centers which provide diagnostic services for all pre-trial detainees admitted to the centers. While not as complete as the workups done at C.C.I., Somers, these evaluations do provide a good review of an individual's

educational, vocational, psychological, social, etc., status and background. A center of this type is also planned for Hartford in 1975.

The remaining institutions largely depend upon institutional counselors to diagnose and evaluate admitted inmates. These evaluations are not very thorough due to the heavy caseloads the counselors have and also to their lack of training and resources in diagnostic services.

### Classification

After admission to a correctional institution, inmates are classified for more effective management of offenders in the institution and for determination regarding treatment.

Classification Committee members include a counselor, a Correctional Captain or Lieutenant, the Deputy Warden and a teacher or work supervisor. The three major decisions made by the classification committee concern custody, assignment to general work or training areas, and furlough requests. Cases are generally reclassified once a year, although upon request of the inmate, he or she may see this committee more often.

The Connecticut Correctional Institution at Enfield is currently experimenting with a new classification and treatment concept. Rather than having one Classification Committee, whose members are rarely able to establish any meaningful relationships with individual inmates, this new concept calls for five to eight separate treatment teams. Each team is composed of four staff members, and each such team is responsible for handling and making recommendations for up to thirty inmates.

The classification committee for the Connecticut Correctional Institution at Cheshire places a heavy emphasis on counseling. Inmate summaries are prepared for the committee by a correctional counselor, and these summaries include recommendations from a Correctional Officer (Captain) and the head of work industries. (Note: A reception and diagnostic center is planned for the proposed Cheshire Correctional Complex. By 1976, the center is expected to serve all in-coming inmates of the various institutions which will make up that new complex.)

Although security classification (or custody grading) is done at all institutions, it is the only form of classification done at the community correctional centers. Each person admitted to a community correctional center is classified by the admitting and processing officer and is then assigned to a particular section of the center based on the following criteria:

- (1) Age of the inmate (youthful offenders between 16 and 21 are housed in a separate wing of the center),
- (2) Sentenced or unsentenced inmates,
  - (a) Sentenced prisoners who are not escape risks and have no holds or detainers from other authorities may be housed in a dormitory.

- (b) Sentenced prisoners who are escape risks and/or have holds or detainers on them are housed in the maximum security wing of the center.
- (c) Unsentenced prisoners who are misdemeanants or alcoholics are placed in a section of the center with minimum security.
- (d) Bindovers to superior court are placed in maximum security cells. Maximum and minimum security cells are locked at night. However, those inmates in minimum security cells have more freedom of movement during the day.

### Rehabilitation of Inmates

Because more than 98 percent of all inmates who are incarcerated eventually will be released to the community, and in order to fulfill the Department of Correction obligation to protect the community, every effort is made to alter the post-release behavior of the inmates. This involves a coordinated program with several treatment areas. Educationally, inmates generally score from 2-5 years below average on achievement level testing, and occupationally they generally are from the unskilled or semi-skilled levels with poor employment records. A large majority have either alcohol or narcotic problems. In addition, there are personality disorders which must be dealt with while the person is incarcerated. The rehabilitation programs which are currently being run by the Department of Correction are described below by functional category.

#### (1) Educational Programs

The educational program at Somers and Enfield are under the direction of a school principal and a department head in charge of vocational instruction. There are eight full-time academic teachers who provide instruction in high school subjects. Inmates who test below fifth grade level are required to attend school during the day. Most other classes are held in the evenings. Eligible students take high school equivalency examinations. Qualified Somers and Enfield inmates may attend courses at a nearby community college.

The education program at Cheshire is operated by a full-time principal, two full-time and four part-time teachers, and 14 teacher corps interns. The majority of classes are conducted in the evenings, and all inmates testing below fifth grade level must attend school. However, less than 20% of the inmate population currently attends school. Instruction is offered in basic English, mathematics, and social studies, with the primary emphasis being on remediation.

The Portland Youth Camp has a cooperative arrangement with the City of Portland's adult education program whereby inmates receive basic education and can also prepare for the high school equivalency examinations.

The education program at Niantic involves every inmate in either full or part-time study. Each new prisoner is given achievement tests and has a conference with the education director to determine the

proper level of participation in the education program (in accordance with her ability, motives and interests). This program is given priority over all other activities, and a woman is free to attend classes if she so desires. Classes are held at both the elementary and secondary levels, including reading classes and individual tutorial projects for illiterates. While instruction for illiterates in the prison is of limited practical value, due to the short period of time involved, the personal attention and time given to an individual is considered therapeutic. At the secondary level, classes are given in English, mathematics, science and social studies. There are also classes on business subjects, typing and shorthand, home economics, and social education.

Since fiscal 1969, adult basic education programs have been established in all community correctional centers. This was made possible in part by a grant from the U. S. Department of Health Education and Welfare which permitted the development and operation of a programmed instruction course for grades 0-8.

Post-secondary education offered to students includes a variety of programs for individuals, as well as group programs which range from academic degree programs to vocationally oriented programs. The core of post-secondary education is the result of an agreement between the Board of Trustees of the State Community Colleges and the Department of Correction which provides what courses be given each semester at all centers and institutions. In addition, similar agreements have been formulated with Quinnipiac College and the state technical colleges.

## (2) Vocational Training and Work Programs

Vocational training allows inmates at Somers and Enfield to receive on-the-job training in such specialized occupations as baking, automotive repair, dry cleaning, silk screen printing, furniture refinishing, accounting, drafting, and dental technology. This program is implemented by two programs registered with the State Apprenticeship Council, and inmates may earn credits toward journeyman licenses for which they may apply after they leave prison. Inmates are also able to continue in apprenticeship programs with private industry after their release on parole.

In January 1968, a data processing program was initiated at the C.C.I. in Niantic. Computing equipment worth \$500,000 was donated to the prison by private industry. Inmates from Somers and Enfield may also take the course in small business machine repair offered at Enfield.

The industries program at Somers and Enfield embraces approximately one half of all inmates. The institution operates 24 separate industries which include the following: clothing factory, furniture factory, print shop, laundry, concrete shop, typewriter repair, sign shop. Under an act passed by the 1956 legislature, state institutions and agencies may purchase prison products at prices comparable to the

lowest prevailing market value, providing specifications are met and prompt delivery is assured. Political subdivisions of the state -- cities and towns -- also may purchase goods from the prison.

At Cheshire young men receive vocational training in business education, carpentry, auto body repair, and food services. At Somers the training is geared to small engine repair, auto mechanics, and data processing. Niantic offers home economics, key punch, and business education. There is one vocational education counselor for each of the four institutions. These programs, sixteen in all, are supported by the State Department of Education, Division of Vocational Education.

In the fall of 1972, Literacy Volunteers, a national organization, in cooperation with the Department of Correction, initiated a program at the Connecticut Correctional Institution, Somers. The program is designed to train inmates in the techniques and methodology involved in the teaching of reading. After the initial training period, inmate volunteers begin to work directly with other inmates to develop reading skills on a one-to-one basis. This program is designed to eventually be self-perpetuating, since trained inmates will continually train others to teach reading.

Through a written agreement between the Department of Correction and community colleges in Connecticut, college level courses have been instituted at all centers and institutions. Unique in this statewide program is the co-educational program at the Connecticut Correctional Institution, Niantic, which is the state's only institution for women. The program, in its third semester, is attended by female inmates and correctional officers from Niantic as well as male inmates and correctional officers from the neighboring Correctional Center at Montville. The courses are offered by Mohegan Community College.

### (3) Counseling

Each correctional institution in the State has a correctional counselor assigned to its staff. The caseloads of these counselors are very high, averaging around 130. The time these counselors devote to regular formal counseling is extremely small, although they are involved daily with short crisis intervention talks with inmates about various problems which arise.

Each institution offers some group therapy sessions for drug dependent inmate volunteers. An inmate in this program usually attends one of these sessions once or twice a week for an hour.

C.C.I., Somers has a Mental Health Center staffed by several full-time psychologists and several part-time psychiatrists. Some regular counseling is conducted, although much of the staff's time is spent intervening in crisis situations with inmates who are acting out. C.C.I., Cheshire, Niantic, Bridgeport and New Haven have part-time psychiatrists assigned to the staffs, and they are used primarily



to help treat troublesome inmates. The remaining institutions do not have regularly assigned psychiatrists, although inmates can be transferred to the Whiting Forensic Institute in Middletown on an emergency basis.

In addition, the State Department of Mental Health operates a number of in-patient treatment centers throughout the state. § 19-492(b) gives the Commissioner of the Department of Correction "the authority to transfer persons in his custody to the commissioner of mental health for treatment and rehabilitation upon agreement of the commissioner of mental health." This statute gives the two departments the ability to utilize their facilities to develop effective treatment plans for persons incarcerated in Connecticut. All applicants are initially screened by the Department of Correction for conformity with its procedures and criteria for transfer. If the candidate successfully passes this screening phase, a request for transfer is sent from Corrections to Mental Health; the Mental Health Department then proceeds with its own evaluation process. Although a number of variables are taken into consideration, this program is designed primarily to deal with persons that have experienced a lengthy addiction to drugs and exhibit the need for Mental Health therapy. Upon acceptance by Mental Health, the applicant is then transferred to a designated Mental Health facility that assumes full responsibility for rehabilitation.

#### (4) Recreation

All Connecticut Correctional Institutions have recreational programs and relatively well equipped facilities. Television and movies are available at all centers. There are libraries at each institution, complete with microfilm tapes of law books and the criminal statutes.

#### Intra-Departmental Transfers

Because the entire range of drug treatment modalities is not available at each facility, it is common practice within the Department to transfer qualifying inmates to institutions offering programs deemed applicable to the individual's personalized needs. Referral and screening processes are established at each location and operate under the coordination of the Director of Addiction Services. With this policy it now becomes possible for a selected inmate, regardless of where he is serving his sentence, to make use of the full range of treatment services. Programs such as methadone maintenance and therapeutic communities, which operate in a limited number of facilities, now become available to a greater number of persons. Certain space and staff limitations do necessitate an active screening process; however, efforts are made to ensure that those persons most likely to benefit from a program receive first consideration.

#### Board of Parole

The Connecticut Board of Parole is an autonomous agency, although, by statute, its budgetary and personnel services are provided by the Department of Correction. The Board consists of eleven members, including a Chairman,

and all members must be qualified by training and experience for the parole decision process. The Chairman and all other members are appointed by the Governor, with the advice and consent of either house of the General Assembly, for terms of four years each. The terms of not more than four members expire in any one year. The Chairman is required to give full time to the performance of his duties while the other members of the Board serve on a part-time basis.

The Chairman is the executive and administrative head of the Board. He is authorized to assign members to panels composed of three members each; one of the panel members is designated chairman. These Panels are then assigned to an institution, and each becomes the paroling authority for that institution. (At least two members of a panel are required to be present at a hearing.)

The responsibilities of each of the Board's panels include conducting parole and parole revocation hearings; granting or denying parole; establishing any special provision of parole; declaring parolees to be in violation of parole; revoking paroles; reparing parole violators; and granting discharge from parole.

The Board is responsible for the parole decision process and the terms and conditions of parole. The Connecticut General Statutes assign the responsibility for parole services and supervision to the Commissioner of Correction. Parole supervision and services, under the terms, conditions, and provisions stipulated by the Board and its panels, are provided by the staff of the Division of Parole of the Department of Correction under the direct administration of the Deputy Commissioner for Community Services.

Because of increased concern and interest in the "parole decision process," the following information attempts to outline that process in Connecticut:

(a) Parole Panels

Three-member panels are assigned to the correctional institutions and are the paroling authority for the institutions to which they are assigned. When any panel member must be absent, the Chairman may assign a substitute from another panel. Not less than two members must be present at a parole hearing.

(b) Notice of Hearings

Parole hearings normally are held for all inmates on announced dates 30 to 80 days prior to the date of parole eligibility (the exception being at the Correctional Institution, Niantic, where parole hearings for inmates serving indefinite sentences are held during the month in which they become eligible for parole consideration). Each inmate is notified of the date of his hearing at least 30 days prior thereto. Notification of hearing dates may be by written notice from the Chairman; by notices in institutional inmate publications; or by counselors, institutional parole officers (if the institution staff includes such a position), or other institutional, Division of Parole, or Parole Board staff members.

The Board and its panels do not release parole hearing lists to news media. The Board considers this policy to be important to satisfactory community adjustment of inmates released on parole.

(c) Attendance at Parole Hearings

Inmates eligible for parole consideration are required to be present at parole hearings unless (1) illness prevents their attendance; (2) they are in punitive segregation; (3) they are confined at a state hospital or receiving treatment at a non-correctional institution hospital; (4) they have been transferred to an institution outside the State of Connecticut; or (5) they waive a hearing. The Board discourages the waiving of hearings, however, and prefers that all inmates available should be present when their hearings occur.

Attendance at parole hearings is restricted to the members of the Board, the recording secretary, the inmate, and in institutions where they are available, the inmate's institutional counselor. At the discretion of the Board's panels, persons with a substantial interest in the administration of criminal justice, and who do not have an interest in a particular case to be considered by the panel, may attend in an observational capacity only. Hearings are not open to the general public since the Board desires to insure the informality of the hearing and to provide each inmate and the Board an opportunity for free discussion of the inmate's case.

Although attorneys, relatives, and other interested persons are not permitted to appear at hearings, they may submit to the Board written information pertinent to any case. In addition, such persons are invited to confer with the Chairman or his assistant at the Board's office prior to the parole hearing in which they are interested. The Chairman then provides each member of the hearing panel with a written memorandum concerning the information received at all such conferences. Although the members of the Board prefer that such conferences be held with the Chairman or his assistant, such conferences may also be held with other members of the panel.

(d) Procedure At Parole Hearings

The inmate is given an opportunity to make a statement to the panel and to present letters and other documentary information to the panel. Members of the panel may ask questions of the inmate. (See Section (f) below.)

(e) Standards for Granting Parole

The Connecticut General Statutes provide the Board with the authority to release an inmate on parole if it appears that "there is a reasonable probability that such inmate will live and remain at liberty without violating the law and such release is not incompatible with the welfare of society." The statutes do not provide that upon reaching the date of eligibility the prisoner is granted parole at that time. The panels, therefore, use their discretion as to whether or not it is in the interest of the prisoner himself and of society that he be paroled.

Parole is not granted merely as a reward for good conduct or efficient performance of duties. There are many factors involved in the decision of the Board as to the "reasonable probability" that an inmate will not violate the law and that his release is compatible with the welfare of society. Most inmates, but not all, are afforded at least one parole prior to the expiration of their sentences.

Among the factors considered by the Board's panels in the parole decision process are:

- (1) the nature and circumstances of the inmate's offense and his current attitude toward it;
- (2) the inmate's prior criminal record and his parole adjustment if he has been paroled previously;
- (3) the inmate's attitude toward family members, the victim, and authority in general;
- (4) the inmate's institutional adjustment, including his participation and progress in the areas of the institutional program important to his self-improvement;
- (5) the inmate's employment history, his occupational skills, and his employment stability;
- (6) the inmate's physical, mental, and emotional health;
- (7) the inmate's insight into the causes of his past criminal conduct;
- (8) the inmate's efforts to find solutions to his personal problems such as addiction to narcotics, excessive use of alcohol, his need for academic and vocational education, etc., and his use of the available resources related to such problems in the institutional program; and
- (9) the adequacy of the inmate's parole plan. (The latter includes the environment to which the inmate plans to return, the character of those with whom he plans to be associated, and the adequacy of his residence and employment program.)

(f) The Panel's Decision

Following the panel's discussion with the inmate, he is temporarily excused, and, after careful deliberation and evaluation of all the information obtained from the inmate and the records pertaining to him, a decision is made by majority vote of the panel. The panel may decide to parole, deny parole, or continue the inmate's case for future investigation. If parole is granted, the panel will also set the date of release which may be the parole eligibility date or, in appropriate cases, some later date. The inmate is then recalled

and is informed of the decision. If the decision is to deny parole, or to continue the case pending further investigation, the inmate is informed of the reasons for the denial or the continuance and the date when he will next be eligible for a parole hearing. Whenever possible, the panel will also suggest to the inmate and/or the institutional treatment staff any action it believes may accelerate the inmate's rehabilitation and possible parole. The re-hearing date is established for each inmate individually as a result of the panel's judgment of the factors involved in his case.

(g) Conditions of Parole

The Connecticut General Statutes authorize the Board to establish the terms, rules, and conditions of parole. The Board requires a candidate for parole to agree to these conditions and to sign a Parole Agreement prior to release.

In addition to the standard conditions, the Board's panels may establish individual conditions which they deem necessary to the satisfactory adjustment of the parolee in the community.

A prisoner on parole has been granted the privilege of serving a portion of his sentence outside the correctional institution. While on parole, the parolee remains in the legal custody and control of the Board and may be retaken and returned to the custody of the Commissioner of Correction upon any violation of the law or upon any violation of his parole agreement.

The Conditions of Parole are listed below:

- (1) Upon my release I will report to my parole officer as directed and follow the parole officer's instructions.
- (2) I will report to my parole officer in person and in writing whenever and wherever the parole officer directs.
- (3) I agree that the parole officer has the right to visit my residence or place of employment at any reasonable time.
- (4) I will maintain such gainful employment or other activity as approved by my parole officer.
- (5) I will notify my parole officer within 48 hours of any changes in my place of residence, in my place of employment, or of any change in my marital status.
- (6) I will notify my parole officer within 48 hours if at any time I am arrested for any offense.
- (7) I will not at any time have firearms, ammunition, or any other weapon in my possession or under my control.
- (8) I will not leave the State of Connecticut without prior permission of my parole officer.

(9) I will obey all laws, and to the best of my ability fulfill all my legal obligations.

(10) I also agree to abide by the following INDIVIDUAL CONDITIONS;

(h) Revocation of Parole

Any parolee held in custody as an alleged parole violator based on a preliminary hearing conducted by a hearing officer of the Division of Parole (as required by Morrissey vs. Brewer, 92 S. Ct. 2593 (1972), 408 U.S. 471, 33L. Ed. 2D 484 and Gagnon vs. Scarpelli, 93 S. Ct. 1956 (1973), or having waived such a hearing; or having received a new sentence or sentences not exceeding one year; or having received a suspended sentence or sentences; or of any combinations thereof is entitled to a "revocation hearing" before a panel of the Board and shall be given written notice of the date, time, and place of the revocation hearing, of the charges against him, and the source of the evidence supporting such charges.

PAROLE REVOCATIONS RELATED TO PAROLES GRANTED  
DURING EACH OF SIX SUCCESSIVE FISCAL YEARS

<u>FISCAL YEAR</u>	<u>NUMBER PAROLES</u>	<u>NUMBER REVOKED*</u>	<u>PERCENT REVOKED</u>
68-69	930	235	25.27%
69-70	956	285	29.81%
70-71	1,043	328	31.44%
71-72	1,307	331	25.32%
72-73	1,191	275	23.09%
73-74	<u>1,038</u>	<u>219</u>	<u>21.10%</u>
TOTAL	6,465	1,673	21.10%

\*NOTE: "Number Revoked" represents the number of revocations enacted during each of the fiscal years indicated. The figure does not attempt to show how many of the individuals who were released during the same fiscal year failed on parole.

The Division of Parole of the Department of Correction provides community placement, supervision, and services for all men and women granted parole by the Board of Parole from the state's adult correctional institutions.

The Division is responsible for the effective reintegration of the parolee into society. Parole officers offer counseling and supervision to parolees during the parole period which may range from several months to seven or more years. The parole officer is also responsible for helping the parolee find a job.

Almost every inmate is at one time or another released on parole. A total of 1,038 men and women were released on parole during 1973-74. The active caseload for the Division of Parole at the end of fiscal year 1973-74 was approximately 1,800 men and women.

The number of drug related cases under the supervision of the Parole Division has increased steadily over the past few years. A recent comprehensive case-by-case survey of parolees showed that 40% of all persons on parole were either serving sentences for narcotics or narcotics-related offenses. Many drug programs, in-patient and out-patient, are now in existence and the Parole Division maintains close contact and cooperation with these agencies as well as with the Connecticut Department of Mental Health.

### Other Agencies

#### (a) The Commission on Forfeited Rights

The Commission on Forfeited Rights consists of three members, one appointed by the Governor, one by the Speaker of the House of Representatives, and one by the President Pro Tempore of the Senate. The commission has jurisdiction over the restoration of electoral privileges. Private hearings are held throughout the year in the offices of the commission. During the 1969 fiscal year, 57 applications were received by the Commission, 56 of which were granted.

#### (b) The Board of Pardons

The Board of Pardons consists of five members appointed by the Governor with the advice and consent of either house of the General Assembly. It has jurisdiction over the granting of release from incarceration, conditioned or absolute, in the case of any person convicted of any offense against the State or under the penalty of death. It also has the authority to grant pardons, conditioned or absolute, for any offense against the state at any time after the imposition of any sentence. The board holds four regular sessions per year, hearing about 30 cases each session. Approximately five to seven pardons are granted per session. Special sessions are held in the case of a request for commutation of a death penalty.

### III. Budget

The "general fund" operating monies for the Department of Correction for the 1973 fiscal year were expended in the following manner:

<u>FUNCTION</u>	<u>% OF BUDGET</u>
Administration	2.9
Community Services	2.3
Program Development	1.3
Education and Training	2.3
Diagnostic and Counseling	2.8
Addiction Services	0.9
Medical Services	7.5
Custody	<u>80.0</u>
TOTAL (\$19,093,727)	100%

In addition to general fund monies, the Department of Correction also received \$1,584,309 in federal (LEAA) funds. These funds were expended in the following manner:

<u>FUNCTION</u>	<u>% OF BUDGET</u>
Community Services	29.5
Program Development	28.1
Education	1.3
Diagnosis & Counseling	12.2
Addiction Services	12.6
Administration	<u>16.3</u>
TOTAL (\$1,584,329)	100.0%

A more detailed breakdown of the expenditures of the Department of Correction for fiscal years 1969 through 1972 follows:



Department of Corrections  
Distribution of Expenditures

FUNCTION	Actual 69-70	%	Est. 70-71	%	Recom. 71-72	%
Administrative	1,434,005	9.2	1,743,347	9.9	1,857,430	9.7
Food Services	1,888,251	12.2	1,936,709	11.0	2,106,061	11.0
General Services	2,091,755	13.5	2,013,272	11.4	2,189,876	11.5
Care & Custody	8,886,689	57.5	9,638,587	55.0	10,548,500	55.5
Educ. & Training	363,741	2.3	425,731	2.4	413,405	2.1
Pay to Inmates	133,753	.8	166,300	.9	180,441	.9
Field Services	317,304	2.0	372,037	2.1	368,798	1.9
Reception & Diagnostic Center	8,040	.1	80,830	.4	151,800	.7
Maintenance Center	-	-	223,945	1.2	246,001	1.2
Alcohol & Drug Treatment	29,140	.2	320,860	1.8	365,420	1.9
Board of Parole	-	-	-	-	71,436	.3
Supervision of Parolees	87,063	.5	90,330	.5	100,285	.5
Undistributed Other Funds	<u>203,593</u>	<u>1.3</u>	<u>514,721</u>	<u>2.9</u>	<u>470,721</u>	<u>2.6</u>
TOTALS	15,430,291	100.0	17,512,916	100.0	18,983,574	100.0

IV. Personnel - Salary Range

Connecticut has established the first comprehensive criminal justice training center in the nation. Located in Haddam, Connecticut, the Academy facilities include a "county jail" built in 1786. Seven state agencies use the Academy's facilities to develop and implement training for employees of their respective agencies. (Note: The seven state agencies are: Department of Correction; Department of Adult Probation; Department of Children and Youth Services; Juvenile Court; Judicial Department, Family Relations Division, Superior Court; Family Relations Division, Circuit Court.)

By far the largest program run at the Connecticut Criminal Justice Academy is that for new employees beginning their careers with the Department of Correction. In a program designed and pioneered by the Connecticut Department of Correction, employees get a first-hand taste of what it is like to be locked up. Each trainee learns the personal and psychological dimensions of the confinement

experience as he/she goes through a 48-hour lock-up simulation. When it ends, the trainee rigorously evaluates the experience and uses it in subsequent classes as a basis for understanding prisoner behavior and the importance of proper procedures in an institutional setting.

During the balance of their three weeks at the Academy, trainees participate in physical development classes, learn institutional security procedures, study the nature of drug addiction and departmental treatment programs for addicts, review the history of corrections, learn about probation, parole, work-release and other community programs, study the Connecticut criminal justice system and the legal implications of their work, receive familiarization training in the use of firearms and non-lethal weapons, and engage in a wide variety of other learning activities.

Complementing the Department's training programs are opportunities for study at the state's community colleges. One of these, Tunxis Community College, has developed, in conjunction with the Department, a special curriculum for correctional personnel, and courses are offered regularly at sites convenient to departmental employees.

At the graduate school level, the Department is assisting the University of Connecticut in developing a graduate Institute of Corrections. This unit will ultimately enable management personnel to take advanced degrees and, in addition, it will also provide the Department with expanded research and consultation services.

The salary ranges for correctional personnel are as follows:

<u>POSITION</u>	<u>SALARY RANGE</u>
Commissioner	\$26,622 - \$32,214
Deputy Commissioner	23,467 - 28,645
Warden	17,254 - 22,105
Assistant Warden	13,964 - 17,234
Correctional Officer - Capt.	12,219 - 14,835
Correctional Officer - Lt.	11,003 - 13,481
Correctional Counselors	10,440 - 14,385
Parole Officers	10,440 - 14,385
Correctional Officers	8,398 - 12,852

The "staff/inmate" ratios in the different correctional institutions and centers as well as the annual per capita cost for incarcerating an individual follow :

<u>FACILITY</u>	<u>STAFF INMATE RATIO</u>		<u>PER CAPITA COSTS</u>	
	<u>1971-72</u>	<u>1972-73</u>	<u>1971-72</u>	<u>1972-73</u>
CCI-Somers	1:2.05	1:2.24	5,736	5,068
CCI-Enfield			5,110	5,097
CCI-Niantic	1:1.10	1:1.27	9,622	9,850

Department of Corrections

Distribution of Expenditures

<u>FUNCTION</u>	<u>Actual</u> <u>69-70</u>	<u>%</u>	<u>Est.</u> <u>70-71</u>	<u>%</u>	<u>Recom.</u> <u>71-72</u>	<u>%</u>
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CCI-Niantic	1:1.10	1:1.27	9,622	9,850

FACILITY	STAFF INMATE RATIO		PER CAPITA COSTS	
	1971-72	1972-73	1971-72	1972-73
CCI - Osborn	1:2.39	1:2.36	-	-
Portland Youth Camp	1:1.70	1:2.00	7,236	6,040
CCC - Bridgeport	1:4.73	1:3.71	3,005	2,614
CCC - Hartford	1:4.90	1:3.73	3,004	2,749
CCC - New Haven	1:4.01	1:4.07	3,487	3,378
CCC - Montville	1:2.80	1:2.50	4,340	4,178
CCC - Brooklyn	1:2.50	1:2.25	4,924	5,338
CCC - Litchfield	1:2.40	1:1.77	6,008	5,292

#### V. Special Programs

Because of the many new and oftentimes unnoticed programs being run by the Department of Correction in Connecticut, a rather detailed listing of some of the more important programs follows:

##### (1) Drug Programs

##### (a) Connecticut Correctional Institution - Somers

Type of Program: Self-help residential unit located within the structure of the maximum security Connecticut Correctional Institution, Somers. This program, called EMPATHY I, was inaugurated in the spring of 1971, and the program has a capacity of 60 men.

Services: EMPATHY I offers a wide range of rehabilitative services supportive to the therapeutic community itself; individual counseling, encounter and self awareness groups, other group interaction, vocational counseling, recreational therapy, and social service referrals.

Participation: EMPATHY I is open to those inmates in Somers who are drug dependent and have demonstrated a genuine desire to confront their situation and work to change it. Residents are expected to remain in the program for twelve months.

Staff: Professional and para-professional counselors (including ex-addicts) are utilized. In addition, the residents of the house act to supplement the counselors with their own internal structure and peer pressure.

Reception and Diagnostic Center: This facility, located in the maximum security prison at Somers, is responsible for processing all new admissions to Somers. Incoming men are placed here for

one month during which time they receive medical, psychological, educational, and vocational diagnosis. Those inmates with histories of drug abuse are identified and made aware of the services within the Department that are available to them. The staff also makes treatment recommendations and coordinates appropriate program screening based upon its evaluation.

Professional Counseling: Each inmate is assigned to an institutional counselor. These counselors provide individual and group therapy and continue to recommend treatment modalities to all inmates.

Peer Groups: Approximately 30 individuals are involved in peer groups operated by the residents of EMPATHY I. These groups serve to expose interested men to the dynamics of group encounter as they exist in EMPATHY I. In addition they initiate the process for those persons awaiting entrance into EMPATHY I.

(b) Connecticut Correctional Institution - Enfield

Type of Program: Self-help residential unit located within the structure of the minimum security Connecticut Correctional Institution, Enfield. The program, called EMPATHY II, was opened in the spring of 1972, and has a capacity of 38 men.

Services: EMPATHY II offers rehabilitative services supportive to the therapeutic community itself, individual and group counseling, and a variety of group interactions, plus educational and vocational counseling. In addition, the full range of institutional services is available to the participants.

Participation: EMPATHY II, acting as an extension of EMPATHY I, accepts drug dependent inmates from Connecticut Correctional Institution, Enfield, as well as those men in EMPATHY I that have exhibited substantial growth and motivation.

Staff: Professional and para-professional counselors (including ex-addicts) are utilized. In addition, the residents of the house act to supplement the counselors with their own internal structure and peer pressure.

(c) Connecticut Correctional Institution - Enfield

Type of Program: Self-help residential unit located beyond the confines of the Connecticut Correctional Institution, Enfield. The program, called EMPATHY III, was opened in the summer of 1972, and has a capacity of 30 residents.

Services: EMPATHY III offers rehabilitative services augmenting the therapeutic community itself, individual and group counseling, and a variety of group interaction programs, as well as vocational and educational counseling, family services, and related institutional services. EMPATHY III also functions as the final step in the three phase EMPATHY program and places a strong

emphasis on furloughs and the problem of community re-integration.

Participation: EMPATHY III is open to those residents of EMPATHY I and EMPATHY II that have demonstrated substantial growth and motivation and are approaching institutional release.

Staff: Professional and para-professional counselors (including ex-addicts) are utilized as well as the residents of the house who offer counseling through their own internal structuring and peer pressure.

(d) Connecticut Correctional Institution - Enfield

Type of Program: Specific individual and group interaction sessions are conducted by the counseling staff for inmates with drug histories not involved in the concept house modality. These groups (English and Spanish speaking) have functioned since 1971 and have an average attendance of 30 men.

Services: These group sessions utilize a variety of group interaction therapeutic tools, and are supplemented with vocational and educational counseling services.

Participation: The group sessions are available to those men with drug related problems upon approval of their institutional counselor and the group leader.

Staff: Professional institutional counselors conduct the group therapy.

(e) Connecticut Correctional Institution - Cheshire

Type of Program: A drug counseling team of professional and para-professional counselors interviews all new admissions to the institution and provides individual and group counseling. The team approach began in March 1972.

Services: These group sessions, while using a variety of group interaction tools, are viewed as a screening and preparation mechanism for entrance to Daytop, Portland, or the Daytop program at Connecticut Correctional Institution, Cheshire, which began in September 1972.

Participants: These group sessions are available to those young men with drug related problems.

Staff: The drug counseling team conducts the group sessions and coordinates with community based drug programs.

(f) Connecticut Correctional Institution - Niantic

Type of Program: A drug counseling team of professional and para-professional counselors operates out-patient day programs within the structure of Connecticut's women's institution.

This program, opened in the summer of 1972, replaced the self-help Daytop program and was developed as a result of extensive planning by staff and inmates. The program has a capacity of 20 women at any given time.

Services: Two groups of ten women each participate in an out-patient status for three months. The women continue to reside in the community but are involved with the program five days per week on a full-time basis. The groups undergo extensive group therapy through encounter and awareness sessions and members also take part in individual counseling. In addition to direct counseling and therapy, the patients participate in daily seminars covering a variety of subject areas such as educational and vocational advancement, employment, community drug treatment centers, and recreational opportunities.

Participation: This program is open to those residents of Connecticut Correctional Institution, Niantic, with drug related problems who successfully pass screening and evaluation by the drug team. Those inmates in need of in-patient programs are referred to the Department of Mental Health.

(g) Connecticut Correctional Camp - Portland

Type of Program: Self-help residential unit occupying the entire facility at the former Portland Conservation Camp. This unique, self-contained program is designed to treat the youthful first offender. The program, called FUTURITY HOUSE, was opened in April, 1972, and has a capacity of 35 residents.

Services: As a residential therapeutic community, FUTURITY offers individual and group counseling, encounter, sensitivity, and self-awareness groups; also available are educational, vocational, recreational programs geared to the youthful residents.

Participation: FUTURITY is open to youthful drug dependent inmates (average age is 19 years) from throughout the Department of Correction. Prospective residents are screened and evaluated by the staff in order to ensure motivation and the desire to develop a non-drug-oriented life style.

Staff: Professional and para-professional counselors (including ex-addicts) work with the residents. In addition, the participants in the program offer counseling through their own internal structuring and peer pressure.

(h) Community Correctional Center - Hartford

Type of Program: The Methadone maintenance program located in the Connecticut Correctional Center, Hartford was established in June, 1971. The program is operated jointly by the Department of Correction and the Hartford Dispensary.



Services:

- (i) Methadone maintenance - Individual and group counseling and self-awareness groups provide assistance to participants in the methadone maintenance program. Inmates in the program receive methadone for six weeks prior to release, and upon discharge they are picked up by one of two street clinics where medication and counseling continue until detoxification is appropriate.
- (ii) A work release component of the methadone program is available to those inmates who meet the work-release criteria and have a year or less of their sentence remaining. Inmates who meet the criteria may be transferred from other state correctional facilities to participate in this program.

Participation: Program is open to inmates 21 years of age and older who have demonstrated three years of opiate dependence and show evidence of having failed in prior treatment modalities. In addition, applicants must be Hartford residents and pass physical and psychiatric evaluations administered by Dispensary staff.

(i) New Haven - Resources and Opportunities Center, Methadone Work-Release

Type of Program: This program provides methadone maintenance for opiate dependent persons while allowing them to participate in a community work-release program. The program, operated jointly by the Department of Correction and the New Haven Connecticut Mental Health Center, is located in the Resources and Opportunity Center in New Haven.

Services: The program places carefully screened inmates in the Connecticut Mental Health Methadone program while they reside at the R.O.C. Concurrent with in-patient medication build-up, there is intensive group therapy, counseling and job placement in the community. The participants then receive daily medication at a mental health center, work in the community, and return to R.O.C. nightly. Upon discharge the men continue in the methadone program until detoxification is appropriate.

Participation: This program is open to inmates 21 years old and over who have exhibited a lengthy opiate dependency and reside in the New Haven area. Applicants must pass initial screening by the Department of Correction and then successfully complete an evaluation by the Connecticut Mental Health Center staff.

Staff: Professional and para-professional counselors and medical and psychiatric services are provided jointly by the two departments.

(j) Community Correctional Center - Montville

Type of Program: Self-help residential unit located in Community Correctional Center, Montville. This program, with a capacity of six residents, was opened in the spring of 1972, and is operated by Altruism House, New London.

Services: Altruism House offers rehabilitative services including the therapeutic community itself, individual and group counseling, group encounters, and intensive peer pressure. In addition, Altruism House offers in-patient and out-patient facility follow-up to persons leaving the Montville Program.

Participation: Altruism is open to those drug dependent inmates in the Community Correctional Center, Montville, who have demonstrated a desire to confront their situation and work to change it.

Staff: Professional and para-professional counselors (including ex-addicts) are supplied by Altruism House with supplementary services provided by the Department of Correction.

(k) Community Correctional Center - Litchfield

Type of Program: Day care program operated jointly by Litchfield Correctional Center, East Litchfield Day Care Center, and Department of Vocational Rehabilitation. Services of the three agencies are coordinated in order to provide drug rehabilitation on an out-patient basis to selected inmates in Litchfield Community Correctional Center.

Services: Participants from Litchfield Correctional Center travel daily to East Litchfield Day Care Center where a multi-disciplinary approach offers the services of psychiatrists, psychologists, social workers, mental health technicians, and occupational therapists. Prior to discharge the Department of Vocational Rehabilitation works to develop a post-release program that includes treatment, counseling, and employment.

Participation: Program accepts persons with drug histories that can meet standards established by participating agencies.

Staff: Psychiatrists, psychologists, social workers, mental health technicians, occupational therapists, physical educators, and volunteers join with correctional and vocational staffs.

(2) Alcohol Treatment Programs

Program planning and administration of the delivery of services for the incarcerated alcoholic and problem drinker in the ten Correctional Institutions is coordinated within the Addiction Services Unit of the Department of Correction.

Under the Director of Addiction Services, two alcohol rehabilitation counselors coordinate program services in alcohol rehabilitation.

One counselor coordinates at the major institution level, the other counselor coordinates at the correctional center level.

All correctional institutions and centers are equipped to handle emergency detoxification needs of newly admitted alcoholics. These services also include vitamin therapy, counseling, and the opportunity to engage in outdoor work assignments.

Weekly Alcoholics Anonymous meetings are held in all correctional facilities in the state. The average attendance at weekly A.A. meetings is listed below by facility.

Selected inmates with alcohol problems are eligible to be placed on work release status in community correctional centers and are permitted to attend outside A.A. meetings and/or therapy sessions operated by local community agencies.

The Traveling Diagnostic Center of the Department offers additional screening, placement, and supportive services to those addicted inmates at centers and institutions approaching release into the community.

Support to inmates with alcoholic histories is supplied by local community groups and area councils on alcohol and drug dependence in post-release placement in halfway houses, continued counseling, and follow up services.

#### A. A. STATISTICS BY INSTITUTION

C.C.I., Somers	50
C.C.I., Enfield	65
C.C.I., Niantic	6
C.C.C., Hartford	25
C.C.C., New Haven	20
C.C.C., Bridgeport	20
C.C.C., Montville	14
C.C.C., Brooklyn	10
C.C.C., Litchfield	12

At the minimum security facility, C.C.I., Enfield, a more intensive and comprehensive approach to the alcoholic inmate has been implemented. The new project is basically an A.A.-oriented daily program administered by an alcohol rehabilitation counselor. He coordinates a variety of resources, individual and group therapy sessions, with an intensive follow-up procedure. An average of 50-55 inmates participate in outside A.A. meetings and attend the semi-annual three-day retreat outside the institution.

(3) Community Aftercare Programs (Drugs and Alcohol)

(a) Project Fire

Type of Program: Community-based non-residential treatment programs for male and female parolees who have participated in treatment programs while incarcerated. Three facilities, located in Hartford, New Haven, and Bridgeport, provide continuity of care and a web of service to support re-entry. This program began in the summer of 1972.

Services: These facilities offer group and individual counseling, employment and educational referrals, and crisis intervention. The program is designed to provide a continuation of the treatment begun in the institution.

Participation: This program accepts all persons leaving the institutions who have participated in drug treatment programs. Referrals will be made by institutional drug counselors and the Division of Parole.

Staff: Professional and para-professional counselors (including ex-addicts) combine their talents to provide an integrated program.

(4) Correctional Ombudsman

An independent correctional ombudsman position was established in Connecticut in 1972. The goal of this project is to help reduce the tension and frustration present in correctional institutions by providing a mechanism whereby an independent and impartial ombudsman is assigned to investigate and make appropriate recommendations concerning inmate complaints, institutional procedures and policies. The ombudsman is employed by a private agency, the Hartford Institute of Criminal and Social Justice, Inc., and serves two of Connecticut's institutions; C.C.I. - Somers and C.C.C. - Hartford. As soon as an assistant to the ombudsman is hired, it is hoped that more institutions will be included. A detailed agreement between the Connecticut Department of Correction and the Hartford Institute of Criminal and Social Justice has been signed governing the functions and operation of the ombudsman.

The ombudsman has 24-hour access to and freedom of movement within each of the two serviced institutions. He also has access to all inmates and employees for the purposes of undertaking and furthering investigations.

(5) Public and Private Correctional Resources

For the past four years the Connecticut Department of Correction has sought to awaken public interest and concern for the improvement of the correctional system, to establish a far-reaching, statewide public information and education program aimed at modifying public attitudes concerning modern treatment and rehabilitation efforts, and to encourage private agencies to take on new responsibilities for

helping offenders and their families. The Department has a full-time correctional volunteer who seeks to recruit citizen volunteers to sponsor incarcerated inmates in order to help meet the inmates' needs, especially upon release from a correctional institution. In 1973-74 the Department spent almost \$500,000 for this private/public resources expansion effort, involving some 250 volunteers and 31 private agencies such as the Poor People's Federation of Hartford, Catholic Family Services, the Connecticut Jaycees, the Hartford Council of Churches, United Community Services in Bridgeport, and Community Resources for Justice in Hartford among others. These private agencies provide pre-release and release services to inmates in the areas of employment, counseling, housing and job-training.

With respect to educating the public about community-based corrections, the Department produced four 30-second color spot announcements for television and two one-hour television specials on corrections and criminal justice. The Department also printed a bilingual booklet entitled "How to Regain Your Rights," outlining how ex-offenders may regain any rights lost because of criminal convictions.

For the past two years the Department of Correction has utilized VISTA volunteers in its community re-integration programs. In 1973-74 some ten volunteers were placed in private agencies under contract with the Department to help facilitate inmate re-entry into the community. This program will be expanded to 20 volunteers in 1974-75.

(6) Community Release

The Community Release Program selects inmates to work in the community and/or to attend school during the day and return to the community correctional centers at night. The primary purpose of this program is to strengthen the self-sufficiency of offenders in their transition to community roles.

Those who are on Work-Release use their earnings to help pay for their maintenance, transportation costs, and support of dependents, including those who may be on public assistance. Earnings are also used to pay court fines and penalties. The average salary is \$114.00 weekly.

Since the inception of the Community Release Program on January 6, 1969, there have been 1,817 participants as of July 1, 1974. In 1973-74, 429 inmates were involved in work or education programs. Of that number, only nine inmates escaped while in the program. Of those released 53% were white, and 47% were black or Puerto Rican.

(7) Inmate Furloughs

In line with the idea of community release, another program being run by the Department of Correction is entitled "Inmate Furloughs."

This program enables inmates to be furloughed in order to allow them to visit family members, to attend funerals and, for female inmates, to give birth. It also allows inmates home visits to seek employment or residence, to participate in drug treatment programs, or to receive specialized medical treatment. These furloughs are intended to maintain family ties.

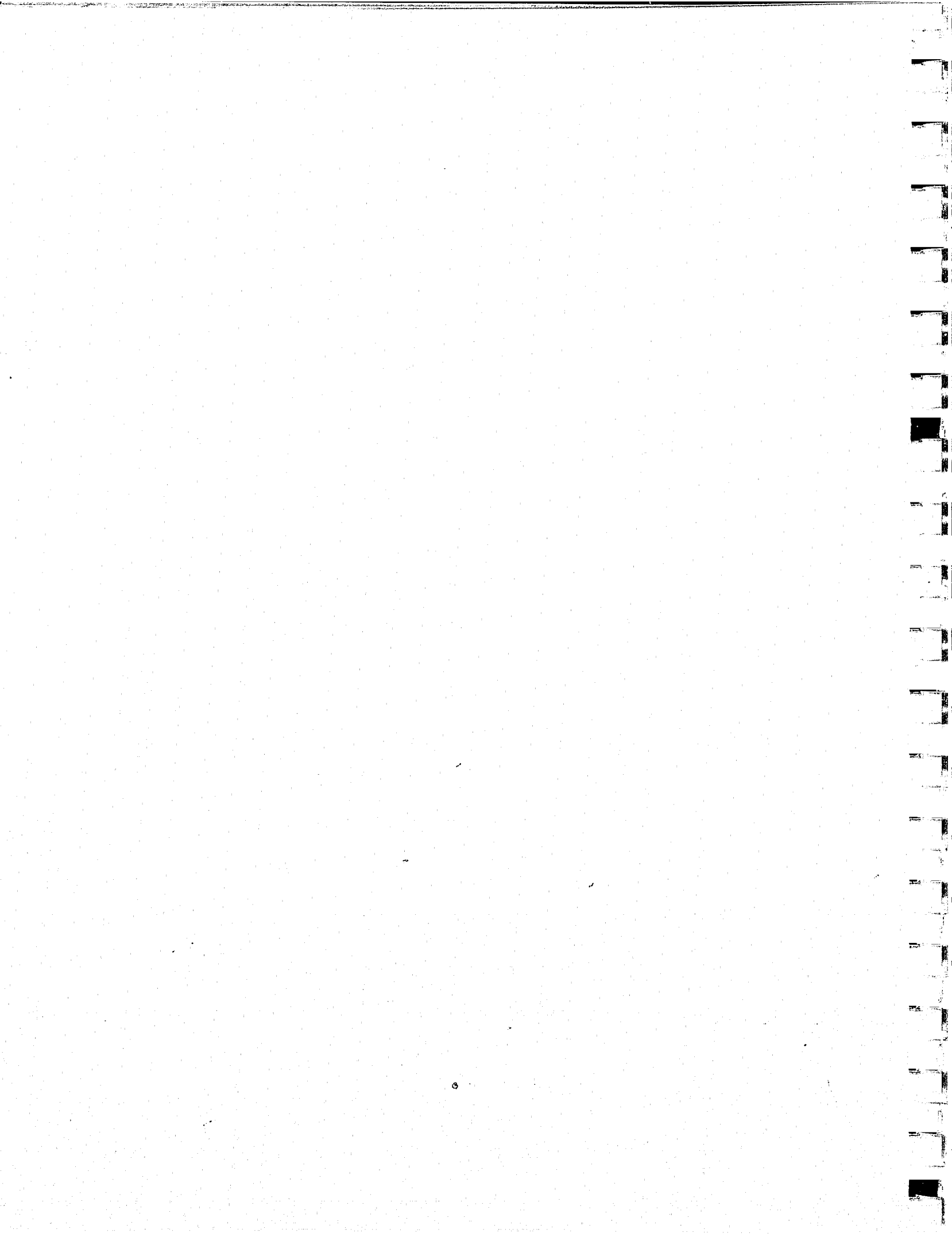
During the year January 1, 1972, to December 31, 1973, more than 3,016 men and women participated in the furlough program. A total of 419 men and women were granted furloughs for Christmas. This number represents almost 20% of the sentenced population. The failure to return rate has continued to remain low--less than one-half of one percent.

## VI. Caseload

The table which follows provides a comparison of average daily inmate populations in the various correctional institutions and centers between 1971 and 1974. As the table clearly shows, the average daily populations have almost uniformly decreased during that time period.

### Comparison of Average Daily Institution & Center Population Between FY 1970-71 & FY 1973-74

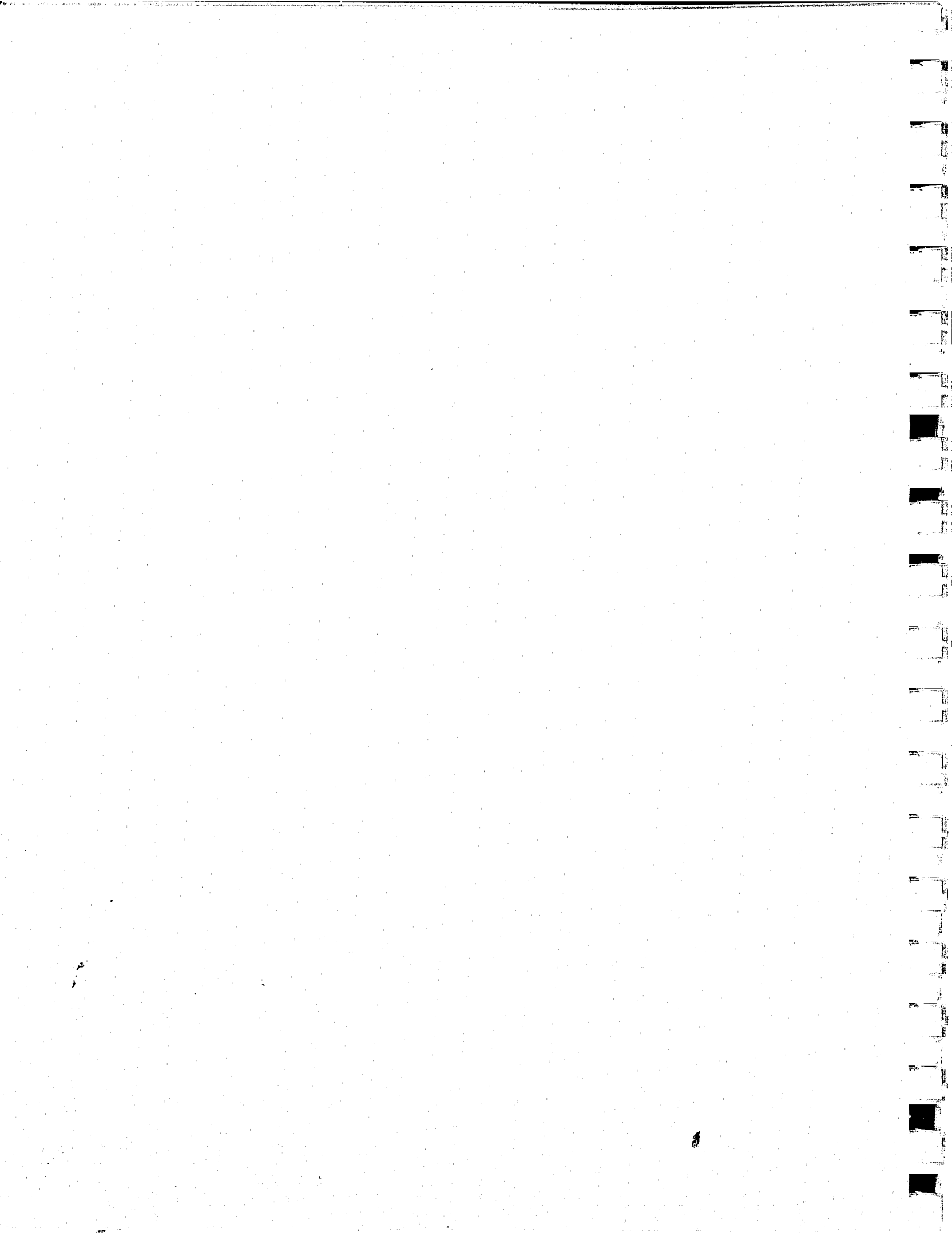
Facility	Average Population 70-71	Average Population 73-74	Difference	Percent Difference
<u>Institutions</u>				
Somers	1009	867	-142	-14.1%
Enfield	334	365	+ 31	+ 9.3
Cheshire	424	350	- 74	-17.5
Niantic	166	133	- 33	-19.9
Portland	<u>28</u>	<u>32</u>	+ 4	+14.3
Total Inst.	1961	1747	-214	-10.9
<u>Centers</u>				
Hartford	470	285	-185	-39.4
New Haven	309	231	- 78	-25.2
Bridgeport	355	288	- 67	-18.9
Montville	95	95	0	0.0
Brooklyn	71	72	+ 1	+ 1.4
Litchfield	<u>58</u>	<u>51</u>	- 7	-12.1
Total Ctrs.	<u>1358</u>	<u>1022</u>	-336	-24.7
Total Insts. and Ctrs.	3319	2769	-550	-16.6



A P P E N D I X G

DEPARTMENT OF CHILDREN AND YOUTH SERVICES





STATE OF CONNECTICUT  
DEPARTMENT OF CHILDREN AND YOUTH SERVICES

I. Statutory Authority and Jurisdiction (Including New Legislation) Affecting the Department of Children and Youth Services

The Connecticut Department of Children and Youth Services was created by Public Act 664 of the 1969 General Assembly and has operated, since January 1, 1970, under Connecticut General Statutes Sections 17-76 through 17-81 and Sections 17-409 through 17-423, as amended. The current jurisdiction of the Department includes boys and girls who are committed to departmental care and custody by the juvenile court as adjudicated delinquents and boys and girls who voluntarily admit themselves to (non-institutional) care and custody (parental consent is required if the child is under 14 years of age). It also includes youngsters who fall under the provisions of the "Interstate Compact on Juveniles." (Connecticut is one of 49 states participating in this Compact.)

Legislation enacted in 1974 authorizes (effective October 1, 1974) the transfer of children's Protective Services (abused, dependent, and neglected) from the State Welfare Department to the Department of Children and Youth Services, contingent upon a formalized contract between the two Departments. In addition, a committee is studying the desirability of transferring (in 1975) children's Psychiatric Services from the State Mental Health Department to the Department of Children and Youth Services.

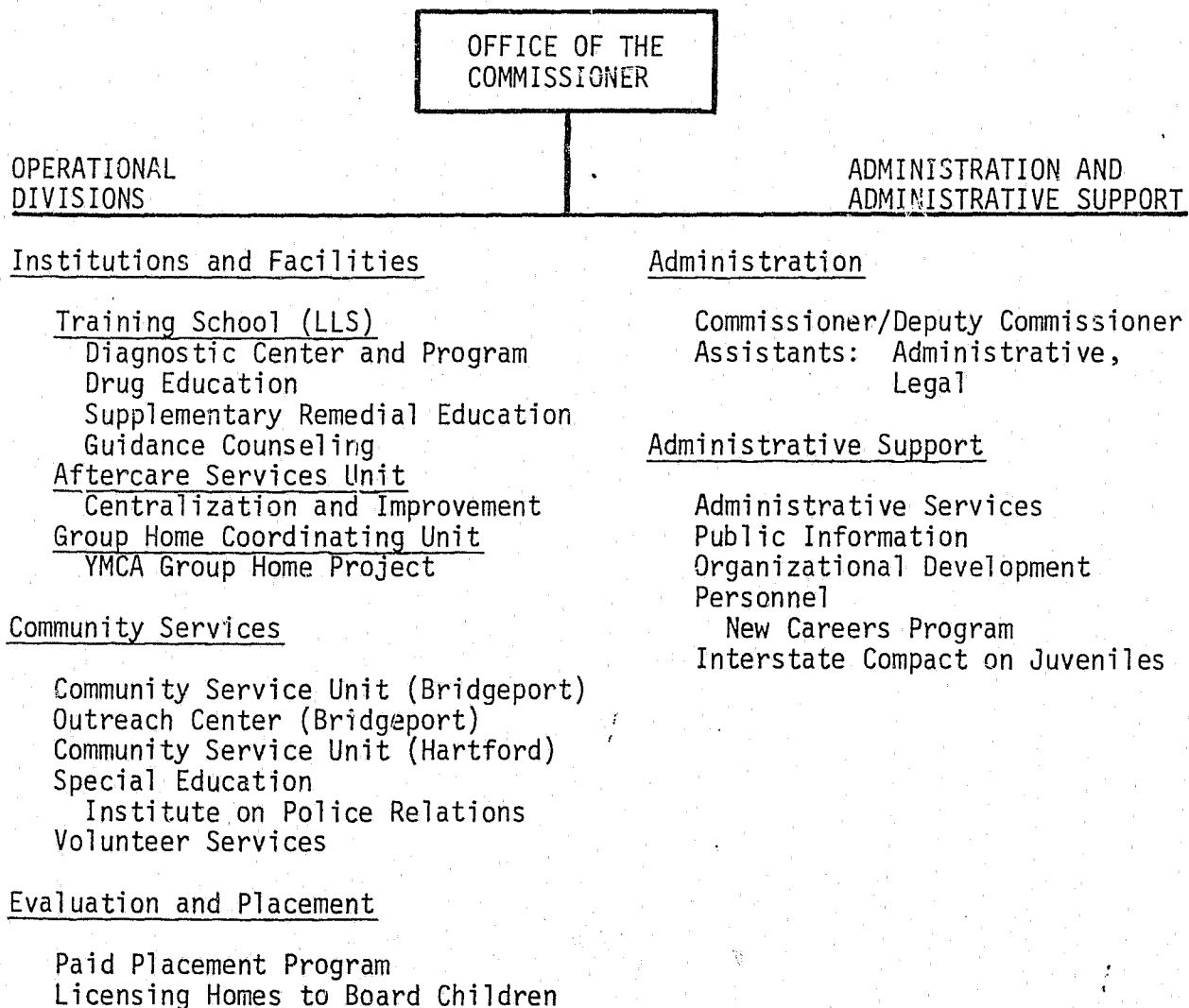
Prior to the addition of Protective Services, the intent of legislation pertaining to the Department of Children and Youth Services was to plan, develop, and coordinate programs and services which lead to diagnosis, treatment and rehabilitation of juvenile offenders, and to divert from the traditional "juvenile justice system" youngsters whose behavior and attitude was not up to legal and community standards.

SUMMARY OF SIGNIFICANT LEGISLATION

1969	P.A. 664	Creation of Department of Children and Youth Services and authorization of Department of Children and Youth Services Commissioner to be Interstate Compact Administrator.
1972	P.A. 127	Lowered age of majority to 18 years (youth 16-17; children under 16).
	P.A. 235	Authorized termination of Connecticut School for Boys in whole or in part (merger with Long Lane School).
1973	P.A. 69	Granted authority to place voluntarily admitted children and youth in residential facilities under contract with or available to the Department.
	P.A. 49	Granted authority to place children who are in custody and over 14 on vocational probation.
	P.A. 552	Authorized transfer of persons from Connecticut School for Boys or Long Lane School to appropriate outside facility.

- 1973 P.A. 62 Authorized Department to license boarding homes for children.
- 1974 P.A. 251 Authorized transfer of children's protective services from Welfare Department to Department of Children and Youth Services.
- P.A. 52 Established commission to study and report on desirability of transfer of psychiatric and related services for children and youths (under 18) from Mental Health Department to Department of Children and Youth Services.
- P.A. 268 Clarified right to grant parole and revoke parole of children committed to Department of Children and Youth Services by juvenile court.
- P.A. 164 Procedures for adoption of children.

II. Administrative Structure of Department of Children and Youth Services -- Duties and Responsibilities



## OFFICE OF THE COMMISSIONER

With assistance from his Deputy and two Assistants, the Commissioner directs and supervises all departmental operations and activities including three divisions and a variety of units, programs and functions which provide operational and administrative support.

### DIVISION OF INSTITUTIONS AND FACILITIES

The Division of Institutions and Facilities develops and administers departmental treatment and rehabilitation programs and services.

Connecticut School for Boys, established in 1854, has operated under departmental control since 1970, providing care and custody for juvenile boys committed as delinquents by the Juvenile Court. This facility has been substantially reduced in resident population as a result of a merger, initiated in the fall of 1972, which transferred five of the six residential cottages to Long Lane School. Plans call for the construction of a secure treatment unit at Long Lane by mid-1975. When this occurs, the merger will be completed and the Meriden facility will cease operations.

Long Lane School, established in 1870, also has operated under departmental control since 1970, providing care and custody for juvenile girls committed as delinquents by the Juvenile Court. This facility now houses the Department's resident training school population of both sexes (except the most troublesome boys who are at the cottage or the treatment unit remaining at Meriden pending construction of the new security treatment unit at Long Lane School).

Treatment and rehabilitation services at the training school include a program which has been instituted in conjunction with consultants from Yale University. The purpose of this system is to facilitate the transition of students from training school to community residence. The system requires youngsters to earn a specified number of token economy points in order to progress through stages which must be completed prior to placement in the community. Privileges are earned for good behavior, and subsequent placement is relatively rapid. However, poor or anti-social behavior slows the release process and causes denial of privileges.

In addition to this program, the training school provides a wide range of treatment and rehabilitation services for departmental commitments during their period of residence. These include clinical services, education, recreation and social services, vocational education and job training, diagnosis and treatment, and general care and custody.

The training school encourages community participation in the school's rehabilitation process. Local families and churches participate in recreation and social events. Guidance counselors from schools around the state become familiar with the educational program and the needs of the youngsters. There is a continuous effort to inform the community about the training school through visits and talks to church groups and civic organizations and through guided tours conducted by the school.

Aftercare operations deal with children committed to the Department who are placed in the community, either by release from the training school or by direct placement from the Juvenile Court. Each youngster's status, progress, and activities are supervised by an assigned aftercare field worker who initiates corrective action when problems arise or are anticipated. In addition to direct supervision of the child, the worker maintains close contact with the child's family, school, and various agencies and programs in the community which provide needed services and activities.

The aftercare operation administers treatment and rehabilitation services for departmental placements in the community. In addition, it develops needed programs and activities as pilot or demonstration projects in cooperation with local agencies which show interest in youth development and delinquency prevention and rehabilitation. Activities of this sort include:

- A sponsorship program in cooperation with the University of New Haven and other agencies.
- Projects which provide advice and assistance to parents of children who return home after a stay at the Department's training school.
- A project which assists girls who return to the community after a stay at the training school.
- An alternate learning center for aftercare youth unlikely to adjust to the public school system.
- A five-university consortium created to provide one-to-one sponsorship of aftercare youngsters.

The aftercare operation is committed to the maximum utilization of available community resources and receives federal funding to pursue this goal.

Group Home Coordination is achieved through a Central Office Coordinating Unit. It is the Unit's job to supervise the development and utilization of group homes as alternatives to training school residence when a youngster's family or neighborhood environment is not conducive to successful treatment and rehabilitation.

To achieve its purpose, the Unit distributes federal funds to approved applicants for group home development. During fiscal year 1974, 14 group homes, with a capacity to serve 142 youngsters, were funded in this manner.

The Unit also provides "lead time" services to newly funded homes. It monitors, audits and evaluates operating group homes for effectiveness in treatment techniques and overall impact. It advises potential group home directors on fiscal and administrative matters. It assesses the need for group homes within the juvenile system.

#### DIVISION OF COMMUNITY SERVICES

The Division of Community Services develops and administers community service operations designed to assist delinquent and pre-delinquent youngsters.

The Division also:

- coordinates local agencies involved in youth-oriented programming;
- stimulates program development in areas where needs exceed capabilities;
- evaluates local youth service activities.

Community Service operations were established in Bridgeport (1970) and in Hartford (1973) to provide treatment and rehabilitation assistance to youngsters who reside in the communities in which these service units operate. As of June 30, 1973, a transition was underway in Bridgeport with a state-assisted local agency (Hall Neighborhood House) taking the place of the state-operated unit in order to expand and improve the level of service.

Acting in support of children who are committed to the Department (under aftercare jurisdiction) and children of the local community who have been referred because of problems at home, school or in the neighborhood, community service units provide direct service to youngsters and their families, as well as indirect service through referrals to programs and activities conducted by other agencies in the community. When indirect services are made available through the efforts of service unit staff, follow-up is made to insure proper response, and contact is maintained to determine that the services provided have been adequate.

Among the direct service activities provided by community service operations are individual, family, and employment counseling; drug abuse education; and work and recreation programs. Outside services are sought in accordance with the identified needs of the child. Referrals to the operation are made by families, police departments, schools, juvenile and circuit courts, various community agencies, and the Department's Aftercare Section. In addition, some children refer themselves (walk-ins). To facilitate the delivery of the widest range of treatment and rehabilitation services available, agreements are developed between community service units and all appropriate local agencies and programs.

The Special Education function of the Department is administered by an Assistant who obtains services for youngsters who are committed to the Department and have educational disabilities. Lines of communication are established with each school district in order to explore local attitudes toward services provided by the Department and evaluate the educational progress of children returned to the local community after a period of residence at the Department's training school. Special Education activity also includes supporting and expediting the Department's federally-funded Title I and Title III programs. Title I provides supplementary remedial education to the training school educational program and Title III deals with providing guidance counseling to local school systems to facilitate re-entry of children from the training school.

The volunteer services program is used to recruit and assign students and other volunteers to work as sponsors in a one-to-one relationship with children committed to the Department. This effort supplements care and supervision provided by paid staff. During its first year of operations, the volunteer services program made progress in orienting new volunteers, developed

a Volunteer's Manual and matched college students and other young adults in one-to-one relationships with selected children and youth from the Department. Volunteer Services also coordinated the Department's internship program which enables college students to obtain practical working experience with youth services for course credit.

#### DIVISION OF EVALUATION AND PLACEMENT

The Division of Evaluation and Placement explores and arranges the use of community residence (paid placement facilities) as a desirable alternative to training school residence.

The paid placement program is used to provide substitute residence in a facility such as a group home, residential school, or foster home for those children whose successful rehabilitation is jeopardized by an unfavorable home or community setting. Children in departmental care and custody enter the paid placement program by one of three procedures: placement from the departmental training school as part of the treatment plan developed while at the institution; direct placement from the Juvenile Court to a paid care facility (by-passing the training school); or placement in a paid care facility as a result of a youngster being voluntarily admitted to departmental care and custody (self-admission if 14 years of age; parental consent required if under 14). Children in paid care are the responsibility of aftercare workers who periodically monitor their progress.

Licenses to board children in private homes are granted on the basis of:

- interest and willingness to share with the child;
- satisfactory health of all members of the household;
- compliance with fire safety and zoning regulations;
- freedom of home and grounds from hazardous conditions;
- sufficient sleeping accommodations;
- adequate facilities for preparation and preservation of food;
- satisfactory water quality and sewage system.

A study is made on each applicant and his family which includes an opinion regarding the type of service for which the home is recommended (emergency, short-term, long-term, combination of types) and the number of children which can adequately be served.

#### ADMINISTRATIVE SUPPORT

The Administrative Services Section performs a variety of functions including budget preparation, payroll, purchasing, and maintenance of accounting and employee benefit records.

The Public Information Section provides material describing departmental activities, operations, and programs to the public, the media, and other agencies. This unit responds to requests for information received by the Department, prepares press releases on items of major significance, and assists in setting up conferences in which the department is involved.

The Organizational Development Unit provides a central office information system to support the information needs of the Department, and a planning component to aid in developing new programs and activities.

A major function of the planning component is to identify and prepare applications for federal funding of special projects, while the information system provides analysis, evaluation, and general description of existing programs and services.

The Personnel Services Section serves the Department through intensive recruiting and selection of staff applicants, position and roster control, maintenance of employee files and records, and dealing with employee organizations. This unit supervises the federally-funded "New Careers" project.

The New Careers Program strives to create careers within the juvenile correction system, to reduce existing gaps between committed youngsters and staff, and to make better use of staff by freeing them from duties which can be handled by the youngsters.

This program places committed children in various "aide" positions as part of the rehabilitation process. Youngsters selected for participation are employed in a variety of capacities such as Youth Services Officer, Recreation and Aftercare aides, and Record-keeping, Maintenance and Transportation assistants. Participants are trained for future qualification in permanent departmental positions. When a youngster participates successfully, there is an opportunity to advance to a higher level of pay.

Interstate Compact on Juveniles. Under the provisions of the 49-state Interstate Compact on Juveniles, the Department arranges out-of-state supervision for Connecticut youngsters on probation or parole, provides supervision in Connecticut for out-of-state youngsters, and arranges for the return to Connecticut of non-adjudicated juvenile runaways.

### IIIA. State General Fund Operating Budget

#### FISCAL 1974 - STATE GENERAL FUND APPROPRIATION

##### DEPARTMENT OF CHILDREN AND YOUTH SERVICES

Personal Services	3,228,500
Other Expenses	777,300
Equipment	18,000
OTHER THAN PAYMENTS TO LOCAL GOVERNMENTS	
Aid to Paroled & Discharged Inmates	47,500
Grant-in-Aid to Group Homes	<u>24,200</u>

AGENCY TOTAL

\$4,095,500



**CONTINUED**

**2 OF 3**

FISCAL 1975 - STATE GENERAL FUND APPROPRIATION

DEPARTMENT OF CHILDREN AND YOUTH SERVICES

Personal Services	3,170,100	
Other Expenses	651,000	
Equipment	20,000	
OTHER THAN PAYMENTS TO LOCAL GOVERNMENTS		
Aid to Paroled & Discharged Inmates	1,135,000	
Grant-in-Aid to Group Homes	<u>24,200</u>	
 AGENCY TOTAL		 \$5,000,300

IIIB. Federal Funds Available During Fiscal 1974 and Projected Federal Funds Available During Fiscal 1975

LEAA FEDERAL GRANTS RECEIVED OR ACTIVE DURING FISCAL 1974

<u>FEDERAL SHARE</u>	<u>PROJECT</u>	<u>DURATION</u>	<u>STATE "BUY-IN"</u>	<u>PURPOSE</u>
\$225,000	Aftercare Centralization and Improvement	7-73/6-74	\$30,000	To expand and improve after-care (parole services).
70,000	Community Service Unit (Bridgeport)	9-72/6-74	-	To establish a delinquency prevention unit including counseling and referral services.
30,000	Community Support for Youth Services	7-73/6-74	4,000	To develop a public information project to change attitudes toward delinquency.
119,410	Diagnostic Center and Program (two grants)	7-73/6-74	12,000	To improve diagnostic and treatment services at the training school.
25,000	Drug Education	9-72/6-74	-	To promote improved drug education in school settings.
651,667	Group Home Coordinating Unit	6-73/6-74	76,667	To develop and establish a network of group homes servicing delinquents.
140,000	Community Service Unit (Hartford)	7-73/6-74	18,666	To establish a delinquency prevention unit including counseling and referral services.
24,000	Institute on Police Relations (two grants)	7-72/6-74	1,600	To promote development of improved relations between police and juveniles.

<u>FEDERAL SHARE</u>	<u>PROJECT</u>	<u>DURATION</u>	<u>STATE "BUY-IN"</u>	<u>PURPOSE</u>
34,121	New Careers	7-73/6-74	4,550	To create careers for ex-offenders in the juvenile justice system.
32,394	Organizational Development Unit	6-73/6-74	4,319	To provide an improved planning and information capacity with the Department.
40,250	Outreach Center	7-73/6-74	-	To establish delinquency prevention units in Bridgeport area.
198,000	YMCA Group Home Project (two grants)	7-72/6-74	-	To establish group homes for delinquents within YMCA's.
12,000	Youth Service System Coordinator	1-74/6-74	1,600	To coordinate the development of integrated networks of youth services on a statewide basis.
7,000	Police and Probation Procedure	12-73/6-74	-	To publish a manual outlining recommended procedures.
10,000	Emergency Shelter Care	12-73/6-74	-	To provide temporary residential care for pre-delinquents and delinquents on an emergency basis.
<u>\$1,618,842</u>			<u>\$153,400</u>	

The above eighteen grants from the Connecticut Planning Committee on Criminal Administration were approved for use during fiscal year 1973-74 to facilitate program planning and development and to supplement available state resources in various program areas. Grants received from other federal sources through the Connecticut Department of Education were as follows:

\$106,384	Supplementary Remedial Education (HEW - Title I)	7-72/6-74	-	To provide special education services for delinquents committed to the training schools.
17,439	Guidance Counseling (HEW - III)	7-73/6-74	-	To facilitate re-entry of training school residents into public school system.
5,000	Drug Education Workshops (HEW - Drug Abuse Education Act of 1970)	4-73/6-74	-	To provide a series of six workshops in conjunction with the Hartford Board of Education

\$126,823

Total Federal money available during Fiscal 1974: \$1,747,665

LEAA GRANTS AWARDED THE DEPARTMENT OF CHILDREN AND YOUTH SERVICES  
FOR FISCAL 1975

<u>FEDERAL SHARE</u>	<u>PROJECT</u>	<u>DURATION</u>	<u>STATE "BUY-IN"</u>	<u>PURPOSE</u>
\$680,000	Group Home Coordinating Unit	7-74/6-75	\$75,000	To develop and establish a network of group homes servicing delinquents.
85,000	Bridgeport Outreach Center	7-74/6-75	9,444	To establish delinquency prevention units in Bridgeport area.
130,395	Hartford Community Service Unit	7-74/6-75	14,488	To establish a delinquency prevention unit including counseling and referral services.
7,000	Regional Coordinator of Volunteer Services	7-74/6-75	777	To establish a position to coordinate volunteer services for delinquents in the Fairfield County area.
20,000	Organizational Development Unit	7-74/6-75	2,237	To provide an improved planning and information capacity within the Department.
16,800	New Careers	7-74/6-75	1,866	To create careers for ex-offenders in the juvenile justice system.
201,332	Aftercare Centralization	7-74/6-75	22,370	To expand and improve after-care (parole services).
25,000	Youth Service System Coordinator	7-74/6-75	2,777	To coordinate the development of integrated networks of youth services on a statewide basis.
<u>\$1,165,657</u>			<u>\$129,516</u>	

The above eight grants from the Connecticut Planning Committee on Criminal Administration were approved for use during fiscal year 1975 to facilitate program planning and development and to supplement available state resources in various program areas.

IV. DEPARTMENT OF CHILDREN AND YOUTH SERVICES - PERSONNEL/SALARY RANGE

<u>POSITION</u>	<u>SALARY RANGE</u>	<u>NUMBER OF POSITIONS</u>
Accountant I	\$ 9,914 - 12,254	1
Accounting Clerk 2	6,412 - 7,660	4
Accounts Examiner 2	12,219 - 14,835	1
Administrative Services Officer 2	14,667 - 18,075	1
Administrative Trainee	8,378 - 9,828	5
Agency Management Analyst 2	11,602 - 14,146	1
Assistant Superintendent (Correctional)	14,667 - 18,075	2
Business Services Officer 1	9,914 - 12,254	2
Case Worker 2	8,949 - 11,157	6
Chaplain 1	11,602 - 14,146	2
Clerk 3	6,412 - 7,660	1
Commissioner	27,837 - 33,471	1
Community Relations Specialist	7,244 - 8,774	2
Cook	7,244 - 8,774	2
Cook's Assistant	6,156 - 7,404	2
Deputy Commissioner	23,527 - 28,633	1
Director of Community Services	17,058 - 20,874	1
Director Evaluation & Placement	19,095 - 23,595	1
Director of Institution and Facilities	19,095 - 23,595	1
Education Service Specialist	13,964 - 17,234	1
Executive Assistant	12,886 - 15,568	1
Field Consultant	9,914 - 12,254	3
Head Cook	7,797 - 9,465	2
Head Nurse	10,440 - 12,852	6
Housekeeper 1	6,156 - 7,404	1
Institution Chef	9,914 - 12,254	1
Institution Security Officer 1	7,797 - 9,465	12
Institution Security Officer 2	8,398 - 10,204	1
Maintainer 1	6,156 - 7,404	1
Maintainer 4	7,797 - 9,465	1
Maintenance Foreman (Grounds, General)	9,914 - 12,254	2
Material Storage Manager 2	8,398 - 10,204	1
Messenger & Supply Clerk	5,577 - 6,549	1
Parole Officer 1	9,419 - 11,693	4
Parole Officer 2	10,440 - 12,852	8
Parole Supervisor 1	12,886 - 15,568	2
Personal Secretary	9,914 - 12,254	2
Personal Assistant	9,914 - 12,254	2
Personnel Officer	12,219 - 14,835	1
Professional Specialist (Dentist)	19,894 - 24,526	1
Psychiatrist 3	24,469 - 29,779	1
Psychologist 1	13,964 - 17,234	1
Psychologist 2	15,420 - 18,966	1
Psychology Assistant 2	10,440 - 12,852	2
Public Information Officer	12,219 - 14,835	1
Recreation Aide	7,509 - 9,105	3
Recreation Worker	9,914 - 12,254	2
Research Analyst 2	9,914 - 12,254	1
Research Analyst 4	12,886 - 15,568	1

<u>POSITION</u>	<u>SALARY RANGE</u>	<u>NUMBER OF POSITIONS</u>
Secretary 1	\$ 7,797 - 9,465	2
Social Worker	10,440 - 12,852	7
Special Assistant	Prevailing Rate	1
State School Department Head (twelve months)	12,886 - 15,568	1
State School Principal 2 (twelve months)	14,667 - 18,075	1
State School Teacher 1 (ten months)	8,378 - 9,828	16
State School Teacher 2 (ten months)	11,003 - 13,481	11
State School Teacher 3 (ten months)	11,602 - 14,146	1
State School Vocational Instructor (twelve months)	7,509 - 9,105	1
Stationary Engineer	8,088 - 9,828	5
Senior Stationary Engineer	9,419 - 11,693	1
Stenographer 2	6,156 - 7,404	2
Stenographer 3	7,244 - 8,774	7
Student Laborer	1.91/hr-2.25/hr	3
Supervisor of Plant and Maintenance 1	12,886 - 15,568	1
Superintendent	17,952 - 21,900	1
Supervisor of Social Services	13,964 - 17,234	2
Telephone Operator	5,970 - 7,152	4
Trades Journeyman	8,088 - 9,828	7
Typist 2	5,970 - 7,152	14
Typist 3	6,642 - 7,890	1
Volunteer Services Chief 2	11,003 - 13,481	1
Youth Services Occupational Supervisor 1	7,797 - 9,465	20
Youth Services Occupational Supervisor 2	8,949 - 11,157	7
Youth Services Officer 1	8,398 - 10,204	12
Youth Services Officer 2	9,914 - 12,254	12
Youth Services Supervisor Officer	11,003 - 13,481	2

(Note: State "specification sheets" are available for all of these positions, and may be obtained from the State Personnel Department, State Office Building, Hartford, CT. 06115.)

#### V. Special Programs

The diagnostic program in effect at the Department's training school (Long Lane) provides testing for incoming commitments for physical, psychological, and social characteristics in order to evaluate individual needs as a basis for preparing a treatment plan. The Department's diagnostic capability is being improved and expanded through activities conducted under the federally-funded "Diagnostic Center and Program," its purpose being to develop comprehensive case assessment studies and subsequent individualized treatment plans for each youth committed to the Department. Specific objectives include: (1) organization of clinical services into five distinct, overlapping units - medical, therapeutic, diagnostic, family treatment, and staff program development and evaluation; (2) delivery of services by each of the five units; (3) determination of diagnostic indicators and development of special treatment programs for youths with "special problems" (violence, extreme sexual deviancy, etc.); (4) development of diagnostic techniques for defining children best served through

placement in community facilities rather than the training school; (5) providing information to the training school for use in developing treatment programs; and (6) preparing a number of other services including training of parents, family and supportive group therapy, in-service training of staff, development of new training school programs, and evaluation of services provided by each clinical unit.

The group home program is a composite effort of three departmental operations: The Group Home Coordinating Unit dispenses federal funds under contracts for use in the development and management of group home operations (14 were funded in this manner in fiscal year 1974); the Division of Evaluation and Placement seeks and arranges group home residence for youngsters who enter departmental care and custody via the "direct placement" process; and the Aftercare unit oversees the progress of youngsters in group homes as part of its overall community supervision responsibility.

Drug Education. The Department is developing a training manual at Long Lane School which will help staff to effectively deal with children who have drug-related problems. An in-service training program also is being considered for training school staff.

The Child Abuse Central Registry has been maintained by the Department at Long Lane School since December, 1971. This operation, a function of the State Welfare Department, records suspected cases of child abuse and receives inquiries on a 24-hour basis from authorized callers who wish to determine whether a child has been previously reported.

Cases on record are those which have been reported to Welfare, Health and Police Departments. Certain agencies and types of personnel (schools, social service workers, medical and health facilities) are required by state law to report suspected cases of child abuse.

When an inquiry is received which appears to require further action, the appropriate Welfare Department District Office is informed that such a call has been received and an investigation may be necessary. Records of suspected abuse which prove to be unfounded are removed from the registry.

#### VI. Caseload (1973 Data)

<u>Total Commitments to DCYS During 1973:</u>	405
Boys	298
Girls	107
Black	126
White	236
Spanish-Speaking	43
14-15 Years of Age	331
Under 14	60
16	14

<u>Total DCYS Commitments as of December 31, 1973:</u>	748
Training School Jurisdiction	293
Aftercare Jurisdiction	468

Total DCYS Commitments as of December 31, 1973 (Continued)

Within Aftercare Jurisdiction	
Placements from Training School	353
Direct Placements	102
Voluntary Admissions (not included in 748)	13

Program Caseloads as of December 31, 1973:

Hartford Community Service Unit	80
Paid Placement	153
Within Paid Placement	
Residential Schools/Residential Programs	84
Group Homes	51
Foster Homes, Independent Living Arrangements	18

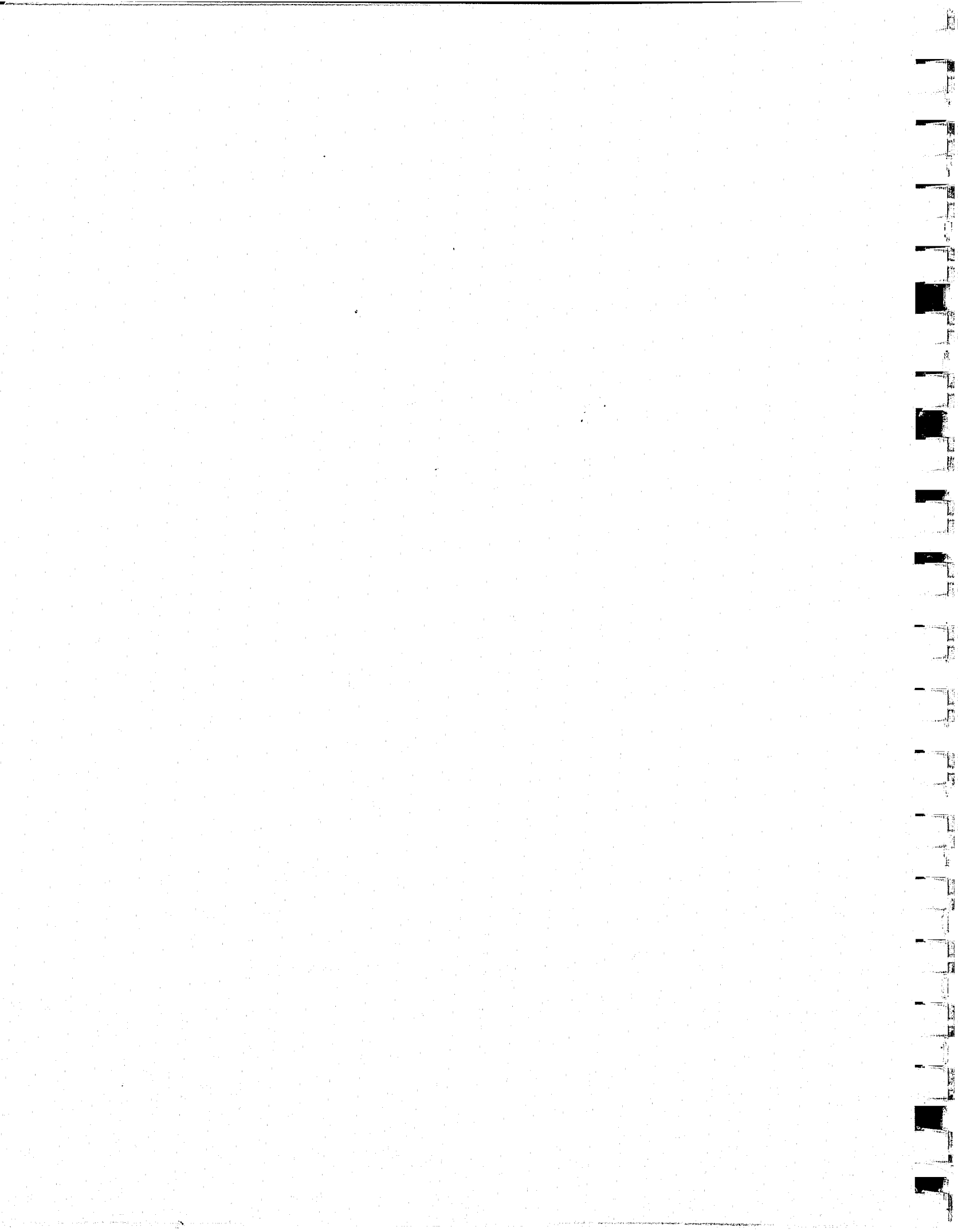
JURISDICTIONAL "MOVEMENT" DURING 1973 (ADMISSION AND TERMINATION)

<u>Unit/Program</u>	<u>Admissions</u>	<u>Terminations</u>	<u>Total on 12/31/73</u>
<u>DCYS Commitment</u>	405	263	748
<u>Training School Jurisdiction</u>			
New	333	-	-
Return	180	-	-
Placement	-	368	-
Discharge	-	21	293
<u>Aftercare Jurisdiction</u>			
From Training School	368	-	-
Direct Placement	96	-	-
To Training School	-	204	-
Discharge	-	242	468*
<u>Paid Placement Jurisdiction</u>	277	195	153
<u>Hartford Community Service Unit</u>	113	11 (pending) 22 (inactive) 0 (closed)	- - 80
<u>Interstate Compact - Connecticut Supervision</u>	43	30	71

\*Includes 13 "voluntary admissions" who were not commitments.



Areas of High Crime Incidence/Law Enforcement Activity



## Areas of High Crime Incidence/Law Enforcement Activity

### Introduction

The National Advisory Commission on Criminal Justice Standards and Goals concludes in A National Strategy to Reduce Crime that this nation can reduce crime over the next ten years. It feels that America can and should make its cities and neighborhoods, its highways and parks, and its homes and commercial establishments safe places for all persons at all times.<sup>1</sup> The Commission believes though that there are specific crimes which threaten the very existence of a humane and civilized society and therefore must be immediately dealt with and controlled. The crimes identified are the violent crimes of murder and non-negligent manslaughter, forcible rape, robbery, and aggravated assault and the property crime of burglary.

The Commission has categorized these crimes as particularly serious when committed by a stranger because of the extra dimension of fear which is present under these circumstances. Thus, the Commission labels them "high-fear" crimes and proposes sharp reduction in their rates. Violent crime and burglary, however, are also serious when committed by relatives and acquaintances, and therefore, the Commission proposes a two-level attack on these five crimes:

First, the rate of "high-fear" (stranger-related) crimes should be cut in half by 1983.

Second, regardless of whether the crime is committed by a relative or acquaintance or a stranger, the crime rates should be cut by 1983 as follows:

- . Homicide (murder and non-negligent manslaughter)-at least 25 percent.
- . Forcible rape-at least 25 percent.
- . Aggravated assault-at least 25 percent.
- . Robbery-at least 50 percent.
- . Burglary-at least 50 percent.<sup>2</sup>

The Commission foresees a time, in the immediate future, when:

- . A couple can walk in the evening in their neighborhood without fear of assault and robbery.
- . A family can go away for the weekend without fear of returning to a house ransacked by burglars.
- . A woman can take a night job without fear of being raped on her way to or from work.
- . Every citizen can live without fear of being brutalized by unknown assailants.<sup>3</sup>

In order for the nation, and particularly Connecticut, to meet these goals it must have a clear understanding of the level at which crime is being committed, generally and specifically, now and in the recent past. It must incorporate with this an understanding of the patterns of crime, geographically as well as historically, the system's response-activity to these crime patterns, and from these analyses develop processes for the system to achieve its goals.

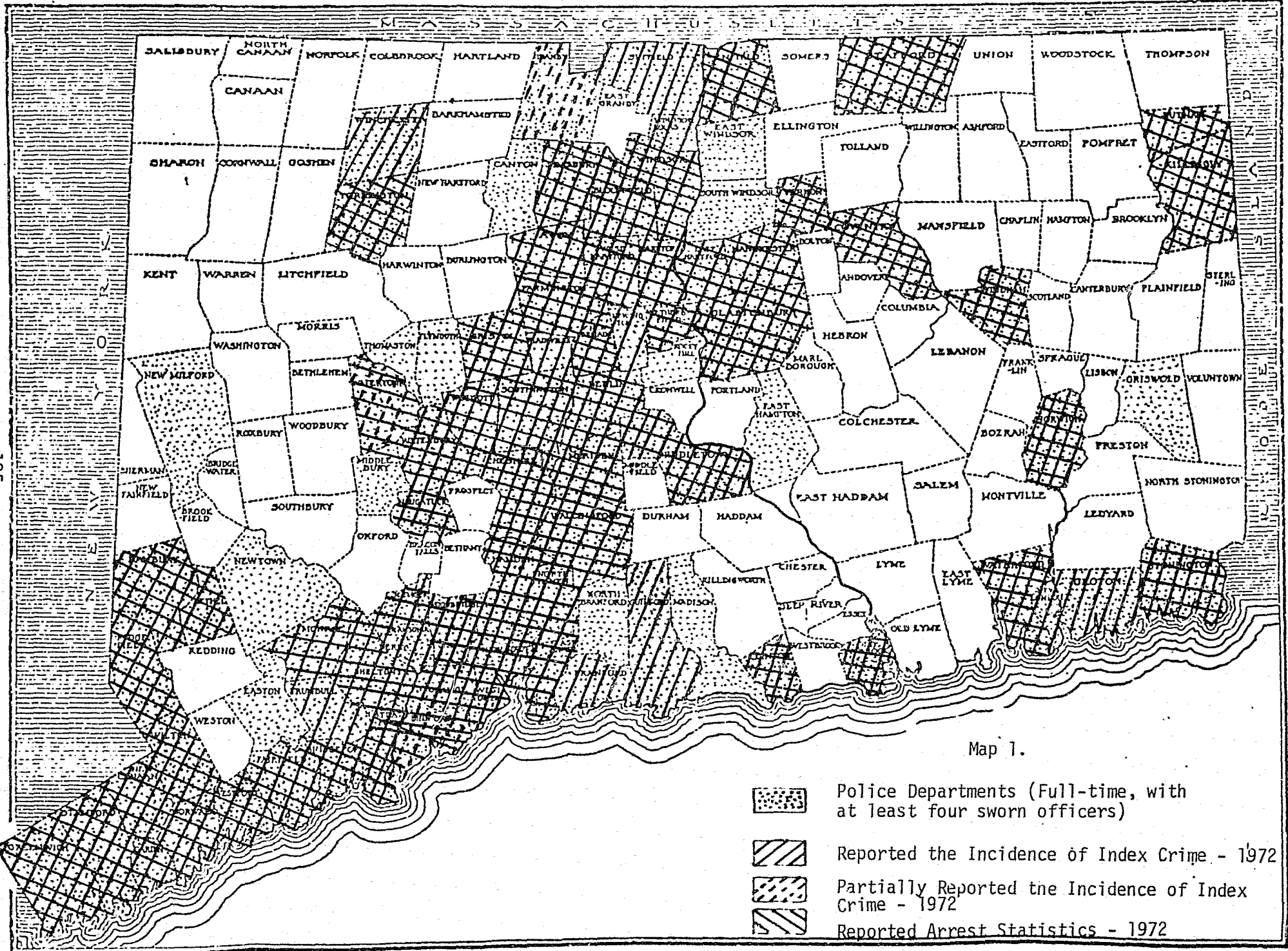
The objective of this section is to define and analyze this state's areas of high crime incidence/law enforcement activity with the intent of establishing base-line data encompassing the "high-fear" crimes. This will be done by identifying the locations of high crime activity together with the extent and patterns of crime as it is known to us within each area, accompanied with a quantification of the system's response to this crime.

In past years, obviously, there have been a number of crimes committed throughout the State of Connecticut. Even though this is a known fact, the extent of the criminal activity has been difficult to substantiate due to the fact that an annual mandatory statewide reporting on criminal activity has never been instituted. Thus, the intent of this report is to quantitatively analyze the voluntarily reported Index of Crime for Connecticut (which is only one portion of the total criminal activity) along with some of the system's response characteristics and to show their impact upon the criminal justice system and the state. Tabulations are shown to indicate the probable extent, fluctuation, and distribution of crime on the State of Connecticut as a whole, its geographic divisions, individual Connecticut Planning Committee on Criminal Administration (CPCCA) regions and Standard Metropolitan Statistical Areas (SMSA).





Generally, since the incidence of crime and the response activities generated by this crime are reported only on a voluntary basis, we can not define the exact extent of crime during any given period for any given area. This is to say that there are police departments which do not submit statistics on the incidence of crime in their areas. Further, there are police departments which do submit incidence statistics but do not report the numbers of arrests relative to the incidence statistics. Thus an analysis of data to define the extent of crime and the system's response to this crime is biased by the various levels of reporting. This is further biased, to an extent which cannot be measured, by: under-reporting, over-reporting, and partial reporting, whether it occurs within a given period of time or between periods of time. Map 1 identifies the towns with police departments, those departments which reported the incidence of Index Crime to the FBI for 1972 and those departments which submitted arrest statistics to the FBI during 1972. The data is being displayed for 1972 because of national UCR report collection problems with the 1973 arrest data. These problems have delayed any town by town comparison of arrest data in this report and required the substitution of the identified 1972 data in Map 1. Map 2 displays the level of reporting in 1973 for the Index Crime data only. This graphically indicates the need for a standard for statewide reporting, both locally and at the state levels, if we are to seriously consider undertaking the defined goal of reducing specific crimes by set amounts.

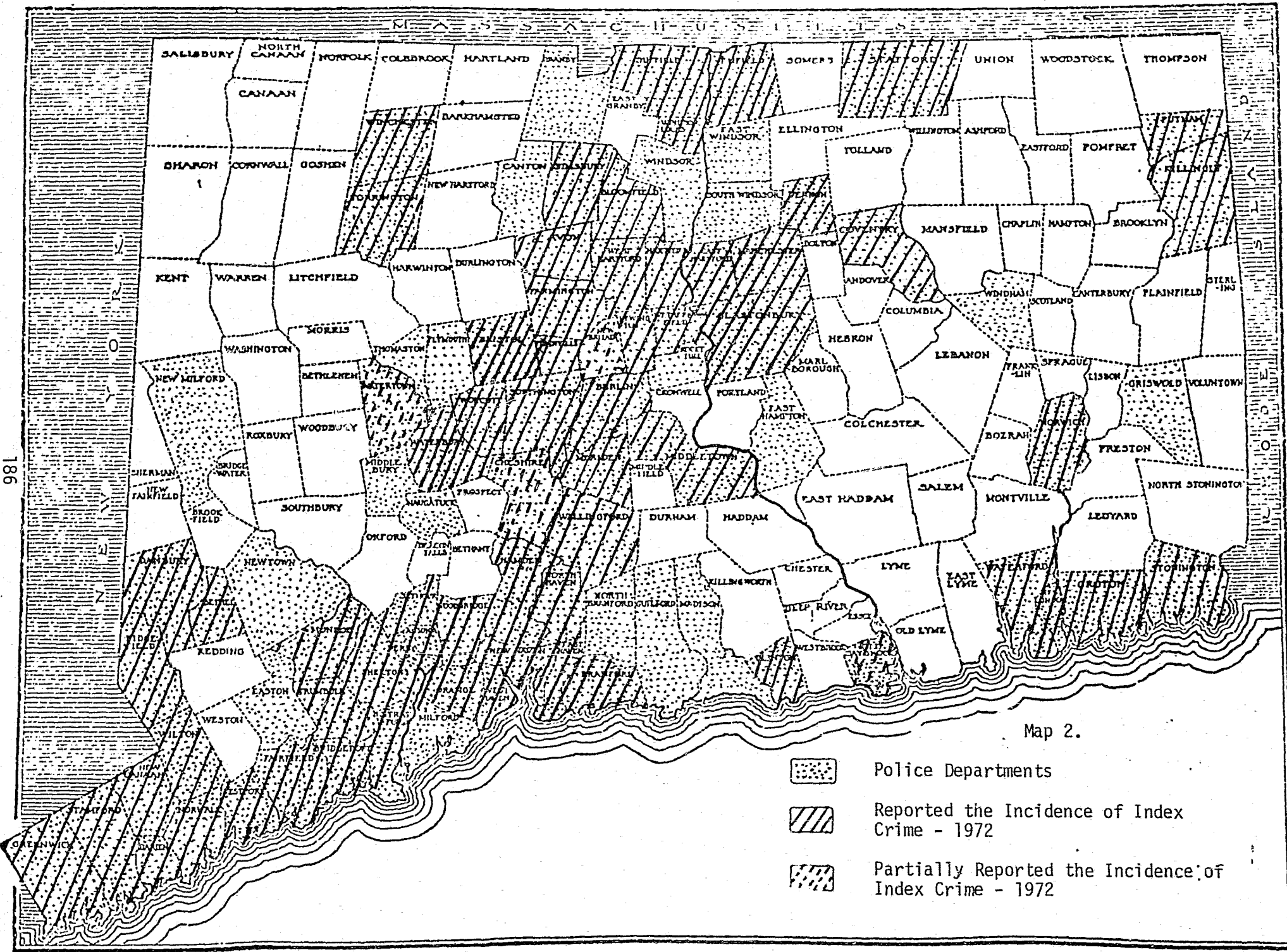
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




Map 1.

-  Police Departments (Full-time, with at least four sworn officers)
-  Reported the Incidence of Index Crime - 1972
-  Partially Reported the Incidence of Index Crime - 1972
-  Reported Arrest Statistics - 1972



Map 2.

-  Police Departments
-  Reported the Incidence of Index Crime - 1972
-  Partially Reported the Incidence of Index Crime - 1972

### Source of Data

Source data is based upon figures and narrative obtained from a variety of statistical reports.

The 1973 population estimates for Connecticut and for each town and county were obtained from the Public Health Statistics Section of the Connecticut State Department of Health. The Department utilized the following method for establishing the population estimates:

The method of estimation recognizes that a community may gain population in two ways: by an excess of births over deaths, or by an excess of in-migrants over out-migrants. Since both births and deaths are carefully registered, the natural increase can be determined accurately and the problem resolves itself into finding some acceptable indicator of migration. The consensus of informed opinion is that observations of school populations constitute an acceptable barometer for estimating migration and suggested procedures for making such estimates from school census data have been published.

The following sources of material were used in preparing the current estimates: (1) school census data covering children 4 to 15 years inclusive, assembled according to towns by the Connecticut State Department of Education; and (2) births and deaths allocated to town of residence and tabulated by the State Department of Health. The school census data lends itself very favorably to cohort analysis and this attribute makes it possible to adopt a rather straightforward treatment of this data.

Annually, the Federal Bureau of Investigation (FBI) publishes Crime in the United States - Uniform Crime Reports. Its purpose is to fulfill the need for a national and uniform compilation of law enforcement statistics. All police statistics used were generated from reports which, when combined, form the basis of the FBI report. This is a federally-operated, voluntary reporting program and not all cities report all categories of crime. Where this occurs, estimates are provided by the Federal Bureau of Investigation. No attempt has been made to estimate data which were not reported in the FBI --UCR program data.

Annually, the Judicial Council of Connecticut makes available the Circuit Court Statistical Report. The report identifies all offenses for which arrests were made by police during the year and entered on the court calendar for disposition. Tabulated are the total cases entered and disposed, the total offenses disposed with their characteristics, and the outcome of the Judicial dispositions.

### General Findings

It was hypothesized in previous Comprehensive Plans that the high crime activity occurred within highly populated area and predominantly within the core cities of these areas. The core cities were thus defined as the high crime/law enforcement activity areas within Connecticut with little or no supporting documentation for these assumptions. It is the intent of this section to document such information. Table 1 displays historically, the workloads of

the criminal justice system, and its component parts, for the years 1965 through 1973.

### High-Fear Crimes

The State of Connecticut had in 1973 a population base of approximately 3.1 million people (3,108,000 est.) residing within a geographic area of 5,009 square miles. The extent of criminal activity occurring within this population, as stated earlier, can only be partially measured using the amounts of crime reported to police of this state. In fact, the statistics available do not allow us to quantitatively measure the impact of the National Advisory Commission's defined "high-fear" crimes. The data which is available, while broadly measuring the five crime types, does not differentiate between stranger-to-stranger crimes and those committed by persons known to the victim. Base-line data is therefore available only to establish a standard from which we can track the proposed reduction goal stated as the National Advisory Commission's second level of attack. Statistics are not available to allow this for the first level of attack.

### Crimes Reported to Police - Index Crimes

At this point in time it is only possible to define the areas of high crime incidence by the available statistics as furnished by the F.B.I. Uniform Crime Reporting Program rather than using substrata of these crimes as might be suggested from the National Advisory Commission's recommendations. In 1973 there were 112,716 Index crimes<sup>4</sup> reported to the police in Connecticut. This equates, as a statewide average, to approximately 3.6 "serious crimes" being committed for every 100 citizens. This statistic represents, as Table 1 indicates, a substantial increase in serious crime over previous years, particularly after the 1972 reported decrease which was the first such decrease in the eight years recorded.

This increase in the Index though is not as substantial as the 1972-1973 recorded differences would indicate. The Uniform Crime Reporting Division of the Federal Bureau of Investigation changed its definition of this "serious crime" indicator by expanding the series of crimes originally within the Index to now include the crime category of "Larceny/Theft-Under \$50 in Value." This administrative redefinition has effectively inflated the Index of Crime statistics by some 34 percent. This new definition of the Index of Crime now makes it more comparable with previous years' statistics reported under the category of Part I Crimes reported rather than the Index of Crime category.

Crime has nonetheless increased in Connecticut. This has occurred whether there is an application of the old definition of Index of Crime or the new. Under the old definition, using the seven crime categories comprising the original Index, there was a 10.4 percent increase between 1972 and 1973. This statistic (84,059 crimes) is the highest reported during the nine year period 1964-73. Applying the new definition of the Index of Crime to both 1972 and 1973 data, the rate of increase is 7.5 percent for the 1972-1973 period. These two percentage increases though are not at all comparable to the estimated increase in the State's population which is calculated at 6/10 of one percent.



Table 1  
Criminal Justice System Workload, 1965-1973

Agency and work-load unit	1965	1967	1969	1970	1971	1972	1973
All Conn. Police Depts., total index crimes reported	33,277	46,262	70,048	78,976	81,686	76,139	112,716 (84,059)
All Conn. Police Depts., total Part I Crimes Reported	N.A.	65,044**	96,910	N.A.	112,488	105,007	112,866
All Conn. Police Depts., total arrests - Part I	N.A.	11,961	17,848	N.A.	23,792	22,621	21,666
All Conn. Police Depts., Total Criminal Arrests	N.A.	65,145	78,573	N.A.	96,258	86,185	86,244
Circuit Court, no. of offenses disposed	171,145	184,675	225,047	226,220	226,163	268,760	270,806
Superior Court, no. of cases disposed	2,075	2,066	3,683	4,487	4,790	4,790	2,777***
Juvenile Court no. of cases disposed	--	8,516	11,635	11,914	12,888	11,339	N.A.
Dept. Corrections, average daily population	N.A.	N.A.	3,145	3,185	3,231	3,319	
Dept. Adult Probation, * no. of probationers	N.A.	N.A.	13,706	15,437	17,011	18,784	19,304
Dept. Adult Probation, * no. of presentence Investigations	N.A.	N.A.	5,814	6,512	7,043	7,282	6,232
Population - Connecticut (in thousands)	2,825*	2,929**	3,017**	3,032	3,063**	3,082**	3,108**

Notes:

\* Fiscal year, ending with the designated year.

\*\* Estimated total

\*\*\* Ending June 1974.

It should be noted here that the new definition of the Index of Crime is a more realistic "serious" crime indicator. The seriousness factor as used in the Index had a two-fold purpose; the first, the seriousness of the crimes themselves; the second, seriousness due to the large number of events reported occurring for each category. It should be emphasized that the Index was to be used as a benchmark of all criminal events reported and be comparable from year to year. But under the old definition, because of the arbitrary value set for goods stolen in the Theft/Larceny category, this year to year comparability was biased by an inflationary factor in the cost of the goods stolen from year to year. The definition of the category now includes all goods, no matter what the value, and therefore eliminates fluctuations in the number of events occurring because of factors influencing the value of the goods taken.

The increase in crime from 1972 to 1973 can be attributed to the large differences reported for those categories of crime reported generally as "property" crime and more specifically in the three categories of: 1) Larceny - Theft, which displayed a 7.2% increase and a net difference of 3,943 crimes; 2) Burglary, which displayed a 7.4% increase and a net difference of 2,171 crimes; and 3) Auto Thefts, which displayed a 9.9% increase and a net difference of 1,435 crimes. These three categories of crime accounted for 96 percent of the increase in Index Crimes in Connecticut. Table 2 identifies the various crime categories within the Index and the number reported for 1972 and 1973. It also displays the total for those crimes categorized in the "high-fear" crimes category.

#### Arrests Reported

The index crimes, as used by the FBI, however do not provide a picture of the system's response to this criminal activity. For this one must compare the Index of Crime (new definition) with the arrests reported by police for the same categories of crime. As stated previously, there were 112,716 Index crimes reported to police in 1973. And police made at least 21,613 arrests in these same categories. One must say "at least" because it is known that some departments which report their "Index" data to the FBI do not report their equivalent arrest data to this voluntary crime reporting program. The statistics indicate that while there were 3.6 serious crimes committed for every 100 citizens, the police made arrests for only one in every five of the crimes known to have been committed. In 1973, there were some 4 percent fewer arrests reported to the FBI than in 1972.

Table 2  
Index of Crime - 1972 and 1973

<u>Crimes</u>	<u>1972</u>	<u>1973</u>	<u>Percent Change</u>
Murder	100	101	+ 1.0
Rape (forcible)	275	343	+24.7
Robbery	2,437	2,589	+ 6.2
Assault (aggravated)	3,326	3,389	+ 1.9
Burglary	29,489	31,660	+ 7.4
Theft - Larceny	54,798	58,741	+ 7.2
Over \$50 Value	26,054	30,084	+15.5
Under \$50 Value	28,744	28,657	- 0.3
Auto Theft	14,458	15,893	+ 9.9
Total Index	104,883	112,716	+ 7.5
"High-Fear" crimes (non-differentiated)	35,627	38,082	+ 6.9

Unlike the "serious crimes reported" categories, there were no large number changes reported in the equivalent crime categories for arrests. This is indicative of a 4 percent change in statistics. It is worthwhile though to compare related arrests statistics for the 1972-1973 periods (Table 3) since the rate of Index crime increased 7.5 percent but the rate of Index arrest declined by 4 percent with the actual overall clearance rate for these crimes being only 19.2 percent. This implies that while there were more citizens being victimized there were fewer offenders being caught for these acts.

Crimes of Violence (murder, forcible rape, robbery, and aggravated assault) as reported to police for 1972 and 1973 indicate a 4.6 percent increase in the commission of these types of crime. On the other hand, reported arrests by police for these same crime types decreased over the same period by 3.4%. This affected the reported clearance rate for these types of crime with the calculated clearance rate decreasing from 51 percent of the crimes reported in 1972 to 47 percent of those reported in 1973.

Table 3  
Index of Crime Verses Arrests - 1973

Crimes	Index	Arrests	1973	% Change	Percent of Arrest for Crimes - 1973
	1973	1972			
Murder	101	70	77	+10.0	76.2
Rape	343	185	146	-21.1	42.6
Robbery	2,589	1,141	1,275	+11.7	49.2
Assault	3,389	1,744	1,536	-11.9	45.3
Burglary	31,660	5,586	5,098	- 8.7	16.1
Theft-Larceny	58,741	12,155	11,463	- 5.7	19.5
Auto Theft	15,893	1,690	2,018	+19.4	12.7
Total	112,716	22,571	21,613	- 4.3	19.2
"High-Fear" crimes (non-differentiated)	38,082	8,726	8,132	- 6.8	21.4

Crimes against Property statistics present a similar picture. These crimes (burglary, theft-larceny, and auto theft), as reported to police, have increased 7.6 percent while the arrests reported for these same crime types decreased 4.4 percent. This difference also affected the calculated clearance rate with it decreasing from 20 percent in 1972 to 18 percent in 1973.

Police response to criminal activity can also be measured in several other ways. These statistics though can only be used as an indicator of police activity since there is no corresponding measure of "criminality" within the population. Arrests made during 1973 for those offenses defined as a criminal violation (also identified as criminal arrests (6)) totalled 86,244. These arrests include offenses defined as either Part I or Part II by the FBI. As a

measure of total arrest activity<sup>7</sup> police made 270,806 arrests, which includes all of the above types of offenses as well as motor vehicle violations and other felony or misdemeanor-type offenses. There were then 2.8 criminal arrests made for every 100 people as compared with 8.7 arrests for any type of violation. A distribution of police arrest activity during 1973, presented as a percentage figure, indicates:

	<u>1973</u>
Total Arrests	100%
Arrests for Index Crimes	8.0%
Arrests for other criminal violations	23.8%
Arrests for non-criminal activities	68.2%

A comparison with 1972 data indicates that there was little change in this distribution.

Historically between 1967 and 1973, all measures of criminal activity have shown steady increases. These statistics do not reflect changes in the state's population though. The use of a rate per 100,000 population for each of the given years better reflects the true changes in crime. The state had for the past seven years period (1967-1973) the following rates of crime per 100,000 population:

Table 4  
Rates per 100,000 Population

<u>Indicator</u>	<u>rate/100,000 population</u>		<u>% change</u>
	<u>1967</u>	<u>1973</u>	
Reported Index Crimes	1,579.4	3,626.6	approx. +71 (change in definition)
Reported Part I Crimes	2,330.7	3,631.5	+55.8
Arrests for Part I Crimes	408.4	697.1	+70.7
All Criminal Arrests	2,224.1	2,774.9	+24.8
All arrests by Police	6,305.1	8,713.2	+38.2
"High-Fear" Crimes (Non-differentiated)	846.4	1,225.3	+44.8

The activity of police in Connecticut, as measured by increases in the rates of arrest for the various categories of crime, indicates that while reported crime for the specific Part I offenses was up by 56%, the arrests made relating to these crimes increased by more than 70%, indicating that police are becoming more efficient in clearing those serious crimes reported to them. In other words, in 1967 the police made one arrest for every 5.4 reported offenses while in 1973 they made one arrest for every 3.6 reported offenses.

The same type of comparison, however, cannot be made for criminal arrests in general or that labelled as all police arrests because of the inherent lack of base-line comparison data. One can only state that while police have made continuing increases in their numbers of arrests over the past seven years, the number of these arrests have not increased as rapidly as for the specific Part I crimes. Given the limited increases in manpower (the Needs and Problems section on Manpower in the Multi-year component of this plan indicates that the patrolmen strength of the five largest cities has increased only 12% for the same period of time), one explanation for this development might be that the police are concentrating their resources on combating serious crime at the expense of their motor vehicle violations enforcement activity and many of the quasi-enforcement activities which, historically, are their responsibility.

#### Disposition of Arrests

During this same period of time the offender-processing activities of the other components of the criminal justice system have shown varying rates of activity.

Judicial activity has been conducted in a two-tier system with some 19 percent of the criminal arrests by police referred to the Juvenile Court. Adult cases, which comprise the remaining 81 percent, have been handled by the Circuit and Superior Courts. Table 1 has detailed the caseloads for the three courts for the past nine years. Table 5 describes the disposition of all adult arrests including the previously mentioned criminal arrests. Table 6 distributes the sentencing or treatment of convicted defendants for those cases found guilty by the courts.

Table 5  
Dispositions in the Circuit and Superior Courts

	Circuit Court 1973		Superior Court FY 1974
	Motor Vehicle Cases	Non-Motor Vehicle Cases	All Cases
Guilty	43.0%	47.9%	73.0%
Not Guilty	0.6%	3.4%	1.7%
Nolles	15.0%	42.0%	24.4%
Dismissed	N/A	N/A	0.9%
Transferred/ Bound Over	0.00	2.3%	--
Fines	41.4%	4.4%	
Case Distribution in the Circuit Court	65%	35%	
Total Cases	176,034	94,772	2,777

Table 6  
Sentencing of Convicted Defendants

	Circuit Court	Superior Court
Total Cases	121,180	2,028
Confined	2.9%	62.4%
Suspended Sentence	11.5%	36.0%
Fined Only	85.2%*	1.4%
Other	Unknown	0.2%

\* Estimated

Plan Compliance

LEAA Guidelines for the development of the Assistance to High Crime/Law Enforcement activity areas component of the annual comprehensive plan states:

"Section 303 of the Act requires the Administration, prior to approval of any State plan, or revision thereof, to make a determination that the plan provides for the allocation

of adequate assistance to deal with law enforcement problems in areas of both high crime incidence and high law enforcement activity. The primary focus of the LEAA inquiry will be the State's major cities and metropolitan areas where crime incidence, law enforcement costs, and crime control activities and resources are high in relation to the State-at-large."

and that the following requirements be used in the establishment of the presumptive areas:

- (a) Any city, county, or urban area where crime incidence and law activities constitute 20% or more of major crime incidence and total law enforcement expenditures, whether or not crime rates are comparable or excessive in relation to other communities, or
- (b) Any city or county with:
  - 1 A population in excess of 150,000, and
  - 2 An annual "index" rate for serious crime (Part I offenses, as indicated in the most recent FBI Uniform Crime Report) of at least 2,500 offenses per 100,000 population, and
  - 3 Annual per capita law enforcement expenditures (police, courts, and corrections combined) of at least \$25.

The following sections quantitatively describe the various geographic divisions within the State which might be used in determining the presumptive areas in accordance with the Federal definitions. These divisions are: 1) Counties; 2) Connecticut Planning Committee on Criminal Administration Regional areas; 3) Standard Metropolitan Statistical Areas, and 4) individual cities (those with a population greater than 50,000 people, and those with higher than average index rates of crime).

### Counties

Connecticut abolished its county form of government in 1961. Since that time all functions performed by the then operating counties have been absorbed by the state. At this point in time only one component of the Judicial Department -- the Superior Court -- still utilizes the original county boundaries to define the geographic jurisdiction of its court districts. Each district is operated and administered through the central department, however, this cannot be conceived of as a county form of government. The separation of police statistics and their analysis on a county basis is presented here only to fulfill the plan compliance requirements of the LEAA. Guidelines which state "any city or county with....".





There were eight counties in the State of Connecticut. These counties included all of the one hundred and sixty-nine towns of the State, with the population of the various counties in 1973 ranging between 88,800 people and 822,800 people. Statistics have been compiled using the latest actual and estimated data to display the characteristics of these areas.

Table 7

Counties \*- Index Crimes

<u>Counties **</u>	<u>Area Sq. Mi:</u>	<u>Population 1973 (Estimated)</u>	<u>Index Crimes 1973</u>	<u>Rate/100,000 Population</u>
1. Hartford	749.9	822,800	32,775	3983.3
2. Fairfield	667.6	818,300	32,230	3938.7
3. New Haven	617.6	756,700	30,988	4095.1
4. New London	700.9	237,000	7,454	3145.1
5. Litchfield	948.7	148,900	2,421	1625.9
6. Middlesex	388.7	117,900	3,450	2926.2
7. Tolland	421.2	106,500	1,908	1791.5
8. Windham	519.9	88,800	1,490	1677.9

Notes:

\* These statistics do not include every town in Connecticut. Only those towns for which statistics were available through the FBI's UCR - Crime in the United States are included.

\*\* These regions are listed by decreasing population.

It was found that in all cases of area definition (County, CPCA Region, SMSA, and individual cities) that there was a positive relationship between population and crime. Computed correlations indicate that where there was a high population, there was also likely to be found a high amount of criminal activity. As an example of this compare the listed populations with the numbers of index crimes reported in the County table above. The data indicates that as the population decreases, when the density of population in a given area is also considered, a much higher positive correlation exists. In statistical terms, therefore, density of population is more significant than total population considered alone. This explains why Fairfield County and Hartford County with higher population counts and larger amounts of crime have lower rates of crime than New Haven County. These three Counties are also the only Counties which exceed the State average rate per 100,000 population of 3,626.6.

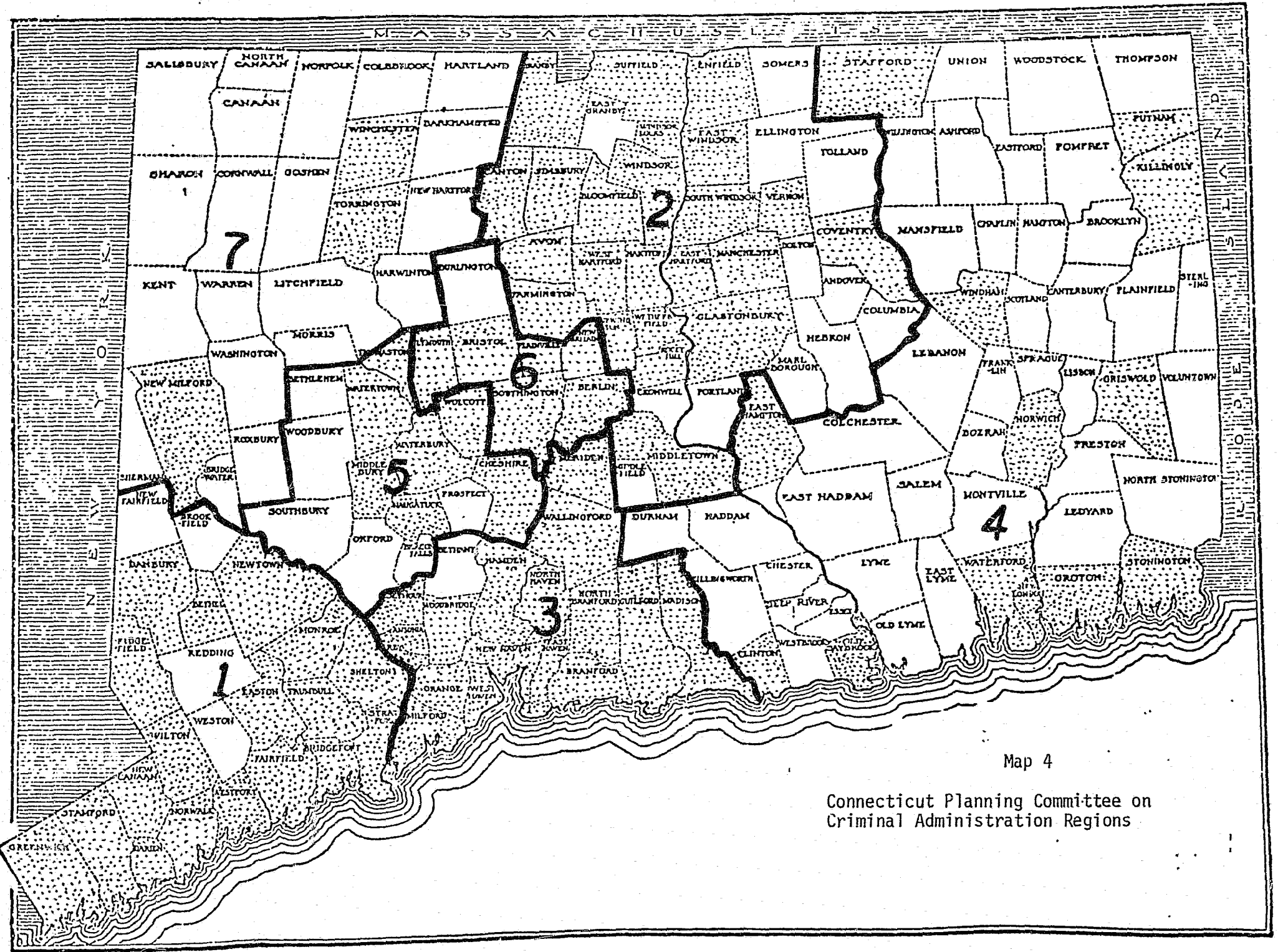
All three of the above mentioned counties meet the LEAA definition of a presumptive area when the criterion - each area having 20% or more major crime incidence - is applied, while four (Hartford, Fairfield, New Haven, and New London) comply when having at least 2,500 offenses per 100,000 population and a population in excess of 150,000.

The above analysis would allow the Planning Committee to define one, several, or all four of the identified counties as presumptive areas. These counties would then receive priority eligibility for the funding of projects to impact their respective rates of crime. This implies that projects receiving this priority classification should impact the county in its totality. This situation also presupposes that there exists a facility to which an award can be made and that any project granted funds would be administered efficiently and effectively county-wide. The alternative to this situation is that projects cover some portion of the county. This is appropriate but should be defined by some other geographic area. Thus, because there is no county form of government with which the Planning Committee can relate, the Planning Committee will not designate any of the areas defined by previous county boundaries as presumptive areas but will use other perspectives for the definition of its presumptive areas.

Connecticut Planning Committee on Criminal Administration (CPCCA)  
Regional Areas

There are seven regions that constitute the CPCCA regional areas. These seven regions include all of the one hundred and sixty-nine towns of the State, with the populations of these various regions ranging between 107,500 people and 816,700 people.

Correlations have been computed and statistics have been compiled to present the distribution of crime within the State using the latest available data.



Map 4

Connecticut Planning Committee on Criminal Administration Regions

Table 8

CPCCA Regional Areas\* - Index Crimes

<u>Region**</u>	<u>Area Sq. Mi.</u>	<u>Population 1973 (Estimated)</u>	<u>Index Crime 1973</u>	<u>Rate/100,000 Population</u>
1. Fairfield Region	644.1	816,700	31,520	3859.4
2. Capitol Region	892.6	747,000	28,343	3794.2
3. South Central Conn. Region	408.3	559,400	25,010	4470.9
4. Eastern Conn. Region	1,686.8	419,700	7,753	1847.3
5. Central Naugatuck Valley Region	312.9	231,000	5,816	2517.7
6. Central Connecticut Region	166.7	215,500	6,601	3063.1
7. Litchfield Hills Region	886.0	107,500	810	753.5

## Notes:

\* These statistics do not include every town in Connecticut. Only those towns for which statistics were available through the FBI's UCR - Crime in the United States are included.

\*\* These regions are listed by decreasing population.

Analyses of the correlation between population and crime and density and crime for the various regions produce results similar to those identified in the section on crime in the counties. Referring to the Table 8, notice the comparison of the population ranking and the rate per 100,000 population. A given area's population density appears to exert some influence on its rate of crime. As an indication of this, note the differences between the South Central Region (density of 1,370 people per sq. mi.), Fairfield Region (density of 1,268 people per sq. mi.), the Capitol Region (density of 837 people per sq. mi.), and the Central Connecticut Region (density of 1,293 people per sq. mi.). Hence, not only does the population of an area play a role in indicating the high criminal activity, but the population density also has its effect.

The first three of the above mentioned regions meet the LEAA definition of a presumptive area when the criterion-- each area having 20% or more major

crime incidence --is applied. These same three plus the Central Connecticut Region and the Central Naugatuck Valley Region comply when the definition-- at least 2,500 offenses per 100,000 population and a total population greater than 150,000 persons-- is applied. Yet only the first three regions exceed the state's average rate per 100,000 population (3,626.6). In this case, because of the offense rate composition of the Planning Regions, the South Central Connecticut Region is the only region which should be defined as a presumptive area.

### Standard Metropolitan Statistical Areas (SMSA)

The seventy-seven towns that comprise Connecticut's eleven SMSA's total, in population, 2.5 million residents, account for 81.5% of the total state-wide population, 88% of the State's reported index crimes, and have an offense rate for 100,000 population of 3,896.8.

In the chart below, the SMSA's are listed according to their population ranking.

Table 9

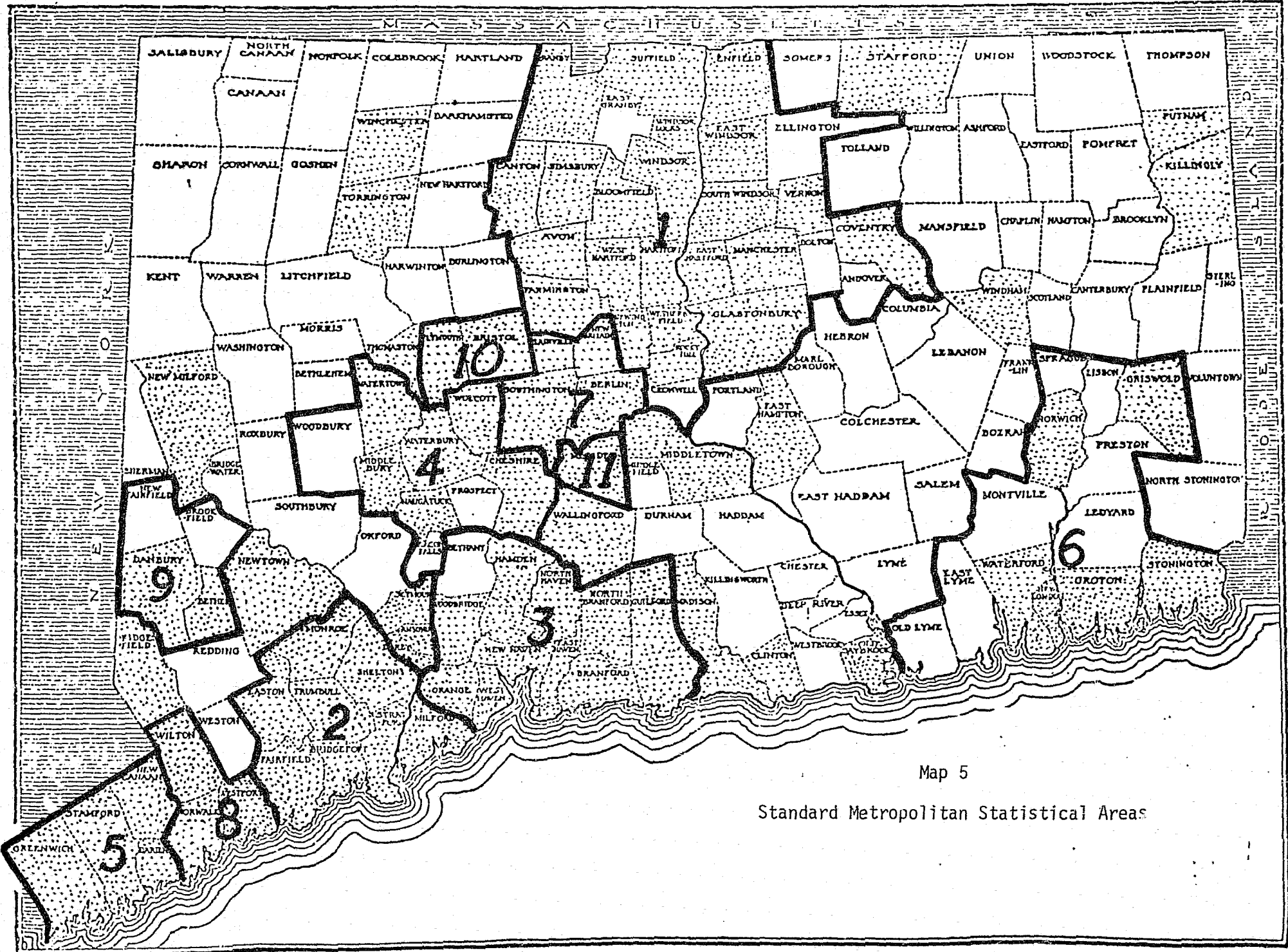
#### SMSA - Index Crimes

<u>SMSA</u>	<u>Area Sq. Mi.</u>	<u>Population 1973 Estimated</u>	<u>Index Crime 1973</u>	<u>Rate/100,000 Population</u>
1. Hartford	682.9	672,100	26,536	3948.2
2. Bridgeport	200.4	396,100	19,663	4964.2
3. New Haven	258.5	356,900	18,464	5173.4
4. Waterbury	207.3	210,800	5,816	2759.0
5. Stamford	127.3	209,600	5,482	2615.5
6. New London- Groton-Norwich	397.2	208,300	6,370	3058.1
7. New Britain	87.1	144,700	5,198	3592.3
8. Norwalk	76.9	126,400	5,799	4587.8
9. Danbury	106.6	86,200	1,531	1776.1
10. Bristol	49.0	66,400	1,403	2113.0
11. Meriden	24.0	56,300	2,474	4394.3

As with the previous geographic distributions, the rate of crime is again highly affected by the density of a given area's population. In this case of S.M.S.A. distribution, compare New Haven (with a population density of 1,381 people per square mile), Bridgeport (with a density of 1,977 people per square mi.), Norwalk (with a density of 1,644 people per sq. mi.), and Meriden (with a density of 2,346 people per sq. mi.). The density in each case exerts extreme influence on the rate of crime.

The Hartford SMSA is the only area that meets the presumptive area definition-- each area having 20% or more major crime incidence-- while, there are six SMSA which meet the presumptive area definition of at least 2,500 crimes per 100,000 population and more than 150,000 population. But

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Map 5

Standard Metropolitan Statistical Areas

only five of the eleven SMSA's exceed the state rate of crime (3,626.6) with only three of these also meeting the above criteria (more than 150,000 population).

Four of the SMSA's have rates of crime exceeding 4,000 offenses per 100,000 population. Two of these areas (New Haven and Meriden) are included in the presumptive area defined by the South Central Connecticut Planning Region. The remaining two (Bridgeport and Norwalk) are contiguous areas and, when combined, meet the LEAA population requirements. These two SMSA's are therefore defined as a presumptive area.

### Individual Cities

In the final and most detailed analytical breakdown of this survey, we shall now cover the individual cities section. One can approach this analysis from either of two directions. The first and most traditional is an analysis of a distribution of the largest cities and the impact of their particular crime problem. The second, and probably the more justified of the two, is from the standpoint of cities with higher than average rates of crime. This analysis will attempt to look at both.

### Cities with a Population greater than 50,000 Residents

In this discussion only those 17 towns with a population greater than 50,000 were used. Their incorporated population accounts for 44.7% of the State population, 59.7% of the State's reported index crimes, and has a combined offense rate per 100,000 population of 4841.0. In keeping with the previously employed procedures, one observes a positive correlation pattern emerging.



Table 10  
Cities with over 50,000 Residents--1973

<u>City</u>	<u>Area</u>	<u>Index Crimes</u>		
		<u>Population</u>	<u>Index Crimes</u>	<u>Rate/100,000 Population</u>
Bridgeport	17.5	155,500	11,830	7,607.7
Hartford	18.4	155,300	12,216	7,866.1
New Haven	21.1	133,900	11,999	8,961.2
Waterbury	28.8	111,800	4,132	3,695.9
Stamford	38.5	108,100	3,313	3,064.8
Norwalk	27.7	82,000	3,890	4,743.9
New Britain	13.3	79,800	3,063	3,848.0
West Hartford	22.2	67,300	1,603	2,381.9
Greenwich	50.6	61,600	1,237	2,008.1
Fairfield	30.6	58,400	2,455	4,203.8
Meriden	24.0	56,300	2,474	4,394.3
Bristol	26.1	55,800	1,403	2,514.3
East Hartford	18.1	55,400	1,781	3,214.8
Danbury	44.0	55,000	1,346	2,447.3
West Haven	10.6	52,800	1,447	2,740.5
Milford	23.5	52,100	Data Not Available	
Hamden	38.0	50,100	1,575	3,143.7

The correlations of the population, in conjunction with the crime index and the rate/100,000, results in a high coefficient for both relations. Here again, it is significant to point out that where there is a high population count, then there should systematically follow high criminal activity.

Eight of the seventeen cities surpass the State's rate/100,000. In this configuration, New Haven leads the State with a 8,961.2/100,000 figure with the remaining rates declining as non-uniformly as when calculated for the SMSA and Planning Region area configurations. Greenwich falls in last place with a 2,008.1/100,000 rate.

Similarly, all of those towns, but one, that totally or partially meet the LEAA criteria as a presumptive area and have a rate per 100,000 population in excess of 4,000.0 relate geographically to previously defined areas. The one city that does not, the City of Hartford, should therefore be defined as a presumptive area.

#### Cities with Higher than Average Index of Crime Rates

In this discussion only those 21 towns with a rate of index crime per 100,000 population of 3,626.6 or higher were used. Their incorporated population accounts for 40.0% of the State population, 62.9% of the State's reported index crimes, and has a combined offense rate per 100,000 population of 5,708.2. Table 11 identifies the 21 towns and their related index crime statistics.

The distribution of towns in this manner indicates that only nine of the 21 towns with higher than average rates of crime have been incorporated previously in a defined presumptive area. Seven of the twelve other cities and towns, however, have an index crime rate of 4,000 offenses per 100,000 population. These towns (Berlin, Bloomfield, Groton, Middletown, New London, Old Saybrook and Windsor), while they do not meet the established population criteria for a presumptive area, do meet the offense criteria established in these analyses and therefore should be defined as Special Problem Areas.

Appendix I details all Connecticut cities and towns which contributed 1973 index crime statistics to the FBI Uniform Crime Reporting Program. The data is distributed by population, size of the community and details the numbers of index crimes and their rates per 100,000 population.

Table 11

## Cities with Higher than Average Index of Crime Rates

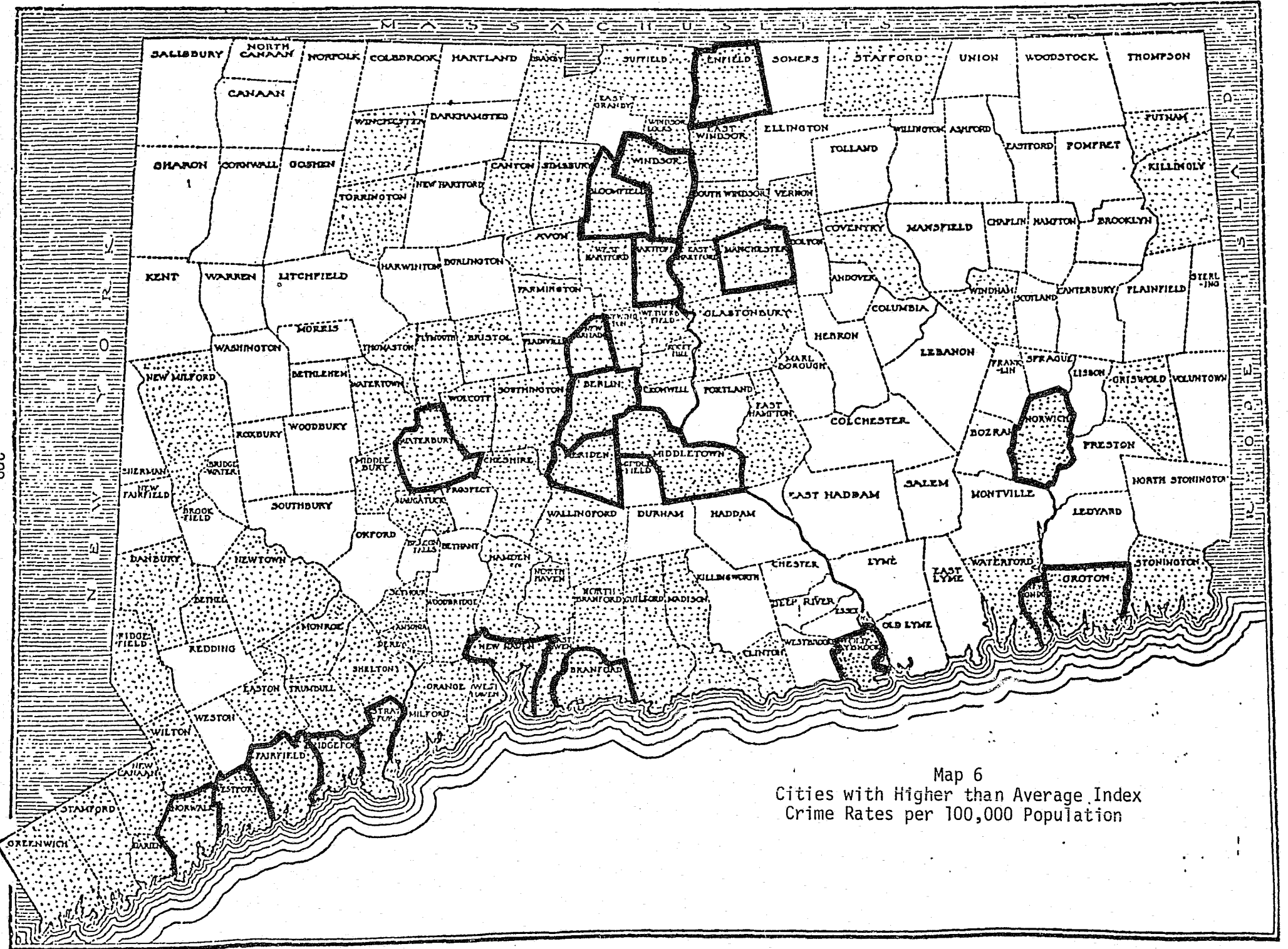
<u>City</u>	<u>Area</u>	<u>Population</u>	<u>Index Crimes</u>	<u>Rate/100,000 Population</u>
State Average		-	-	3,626.6
Berlin	27.0	14,900	681	4,590.5
Bloomfield	26.4	19,700	936	4,751.3
Branford	27.9	21,300	1,068	5,014.1
Bridgeport	17.5	155,500	11,830	7,607.7
Enfield	33.8	46,000	1,704	3,704.3
Fairfield	30.6	58,400	2,455	4,203.8
Groton	38.3	38,000	1,962	5,163.2
Hartford	18.4	155,300	12,216	7,866.1
Manchester	27.2	48,600	1,897	3,903.3
Meriden	24.0	56,300	2,474	4,394.3
Middletown	42.9	35,600	1,807	5,075.8
New Britain	13.3	79,600	3,063	3,838.3
New Haven	21.1	133,900	11,999	8,961.2
New London	7.3	30,900	1,762	5,702.3
Norwalk	27.7	82,000	3,890	4,743.9
Norwich	27.1	43,600	1,711	3,924.3
Old Saybrook	18.3	8,900	514	5,775.3
Stratford	18.7	49,700	2,034	4,092.6
Waterbury	28.8	111,800	4,132	3,695.9
Westport	22.4	28,500	1,594	5,593.0
Windsor	31.2	23,300	1,156	4,961.4

Summary

The correlations described throughout this section have been defined in abstract terms. It should be noted that even though the coefficients are described as being high, they are not numerically the same. As comparisons are made from state-wide areas to the specific towns, the coefficients shrink in magnitude. This suggests that as the area under scrutiny diminishes in size, i.e., population and square miles, the coefficients also (conform). One may then conclude that when considering a concentrated population over a reasonably wide area, the crime index will correlate more so than when working with an individual town.

Connecticut's areas of high crime incidence/law enforcement activity have been identified in the foregoing sections along with the federal guidelines defining the requirements necessary for an area to be included within this definition. Analysis of the data and the requirements leads to the following conclusions with regard to presumptive areas:

- (1) That only one CPCA Region should be defined as a presumptive area. This Region - The South Central Connecticut Region - has an offense rate of 4,470.9 index crime offenses per 100,000 population for the 18 contiguous towns (747,000 population) and incorporates:



Map 6  
 Cities with Higher than Average Index  
 Crime Rates per 100,000 Population

- (a) two SMSA's (New Haven and Meriden) which exceed 4,000 index crime offenses per 100,000 population;
  - (b) three towns (Branford, Meriden and New Haven) which exceed 4,000 index crime offenses per 100,000 population;
  - (c) eleven towns which exceed the LEAA minimum rate requirements; and
  - (d) meets the Federal population requirement (greater than 150,000) for inclusion within the presumptive area definition.
- (2) That two adjacent Standard Metropolitan Statistical Areas (Bridgeport and Norwalk) be combined as a presumptive area. They have a combined population of 522,500 people, a combined rate of 4,873.1 index crimes per 100,000 population for the 11 contiguous towns and incorporate:
- (a) two SMSA's which exceed 4,000 index crimes offenses per 100,000 population;
  - (b) five towns (Bridgeport, Fairfield, Norwalk, Stratford, and Westport) which exceed 4,000 index crime offense per 100,000 population;
  - (c) seven towns which exceed the LEAA minimum rate requirements; and
  - (d) meet the Federal population requirement (greater than 150,000) for inclusion within the presumptive area definition.
- (3) That the City of Hartford with a population of approximately 155,300 people and an index crime offense rate of 7,866.1 per 100,000 population be also defined as a presumptive area.

The above defined presumptive areas meet the LEAA minimum requirements for a presumptive area. Additionally, their rates of index crime exceed 4,000 offenses per 100,000 population and at least 50 percent of the reporting towns (UCR Index offenses) exceed the LEAA minimum rate requirement of 2,500 offenses per 100,000 population.

Additionally, the towns of Berlin, Bloomfield, Groton, Middletown, New London, Old Saybrook and Windsor which have rates of index crime per 100,000 population in excess of 4,000.0/100,000, but do not meet minimum population criteria, should be defined as Special Problem Areas.



Appendix I

All Connecticut Cities and Towns  
 Index Crimes Reported to Police - 1973

Town	Population	Index Crimes	Rate Per 100,000 Population		
			Index	Violence	Property
1. Bridgeport	155,500	11,830	7,607.7	490.0	7,117.7
2. Hartford	155,300	12,216	7,866.1	821.0	7,045.1
3. New Haven	133,900	11,999	8,961.2	426.4	8,534.8
4. Waterbury	111,800	4,132	3,695.9	237.9	3,458.0
5. Stamford	108,100	3,313	3,064.8	268.3	2,796.5
6. Norwalk	82,000	3,890	4,743.9	252.4	4,491.5
7. New Britain	79,800	3,063 Est.	3,838.3	274.4	3,563.9
8. West Hartford	67,300	1,603	2,381.9	132.2	2,249.7
9. Greenwich	61,600	1,237	2,008.1	39.0	1,969.1
10. Fairfield	58,400	2,455	4,203.8	41.1	4,162.7
11. Meriden	56,300	2,474	4,394.3	99.5	4,294.8
12. Bristol	55,800	1,403	2,514.3	535.8	1,978.5
13. East Hartford	55,400	1,781	3,214.8	70.4	3,144.4
14. Danbury	55,000	1,346	2,447.3	196.4	2,250.9
15. West Haven	52,800	1,447	2,740.5	60.5	2,680.0
16. Hamden	50,100	1,575	3,143.7	151.7	2,992.0
17. Stratford	49,700	2,034	4,092.6	124.7	3,967.8
18. Manchester	48,600	1,897	3,903.3	88.5	3,814.8
19. Enfield	46,000	1,704	3,704.3	89.1	3,615.2
20. Norwich	43,600	1,711	3,924.3	183.5	3,740.8
21. Groton	38,000	1,962	5,163.2	160.5	5,002.7*
22. Wallingford	35,900	1,198	3,337.0	75.2	3,251.8
23. Middletown	35,600	1,807	5,075.8	278.1	4,797.7
24. Trumbull	33,900	913	2,693.2	91.4	2,601.8
25. Southington	33,500	856	2,555.2	122.3	2,432.9
26. Torrington	32,300	415	1,284.8	34.1	1,250.7
27. New London	30,900	1,762	5,702.3	666.7	5,035.6
28. Vernon	28,900	867	3,000.0	58.8	2,941.2
29. Westport	28,500	1,594	5,593.0	94.7	5,498.2
30. Shelton	28,100	597	2,124.6	117.4	2,002.2
31. Newington	27,400	942	3,438.0	58.4	3,379.6
32. Wethersfield	27,200	653	2,400.7	77.2	2,323.5
33. East Haven	24,700	549	2,222.7	56.7	2,166.0
34. Windsor	23,300	1,156 Est.	4,961.1	214.6	4,746.8
35. North Haven	22,600	717	3,172.6	75.2	3,097.4
36. Glastonbury	22,300	679	3,044.8	53.8	2,991.0
37. Darien	21,400	575	2,686.9	88.8	2,598.1
38. Branford	21,300	1,068	5,014.1	108.0	4,906.1
39. Ansonia	21,200	506	2,386.8	179.2	2,207.6
40. Cheshire	20,100	344 Est.	1,711.4	29.8	1,681.6
41. Bloomfield	19,700	936	4,751.3	233.5	4,517.8
42. Ridgefield	19,400	629	3,242.3	340.2	2,902.1
43. Simsbury	19,300	308	1,595.9	46.6	1,549.3
44. Watertown	19,200	406 Est.	2,114.4	197.9	1,916.5
45. New Canaan	18,500	357	1,929.7	21.6	1,908.1
46. Waterford	17,700	254	1,435.0	33.9	1,401.1
47. Plainville	16,700	595	3,562.9	119.8	3,443.1
48. Stonington	16,300	585	3,589.0	24.5	3,564.5

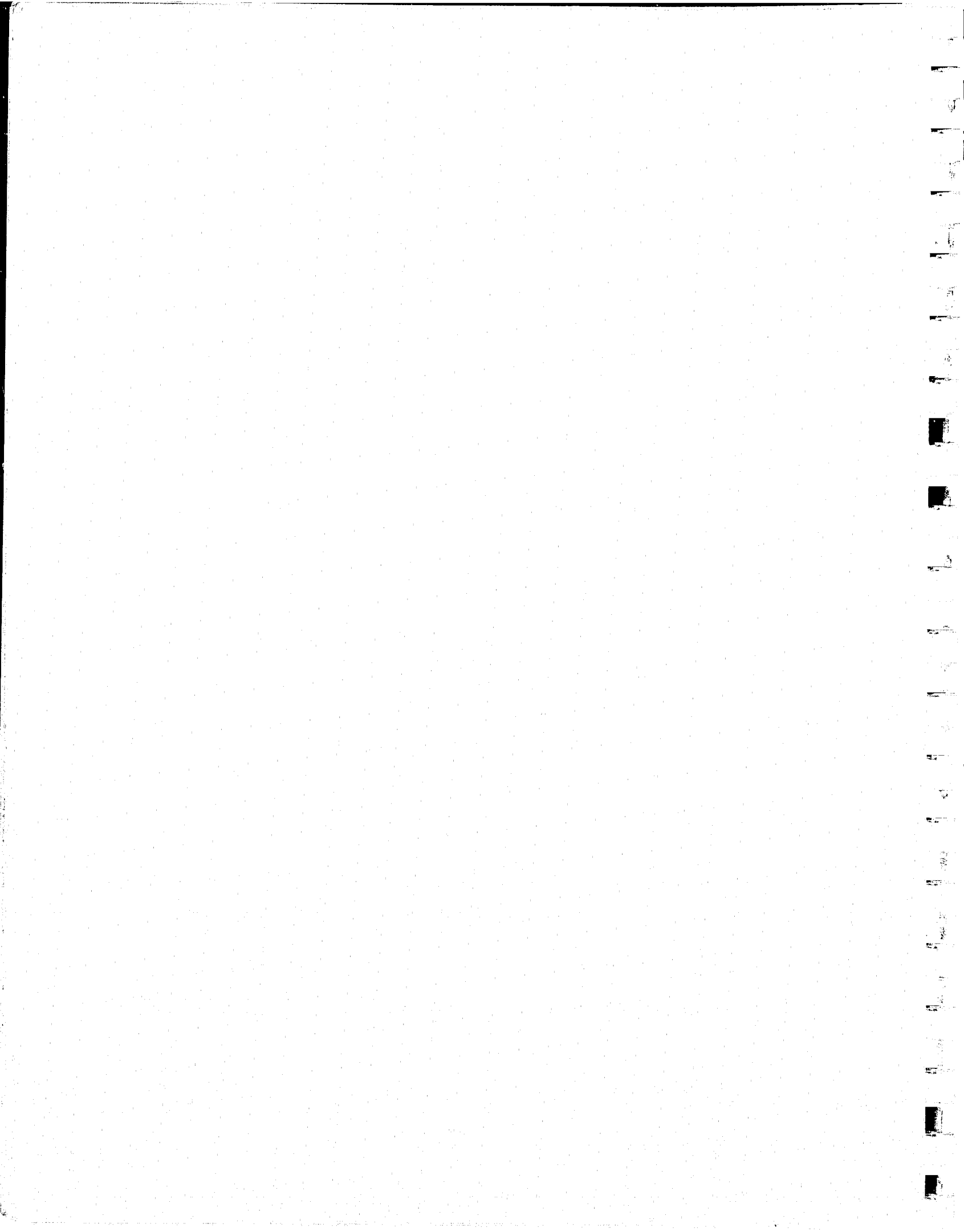
	<u>Town</u>	<u>Population</u>	<u>Index Crimes</u>	<u>Rate Per 100,000 Population</u>		
				<u>Index</u>	<u>Violence</u>	<u>Property</u>
49.	Wilton	15,900	315	1,981.1	44.0	1,937.1
50.	Farmington	15,000	328	2,186.7	60.0	2,126.7
51.	Berlin	14,900	684	4,570.6	375.8	4,214.8
52.	Windsor Locks	14,900	311	2,087.2	40.3	2,046.9
53.	Killingly (Danielson)	14,700	84	571.4	156.5	414.9
54.	Orange	14,400	512	3,555.6	111.1	3,444.5
55.	Seymour	13,400	191	1,425.4	82.1	1,343.3
56.	Wolcott	13,100	201	1,534.4	68.7	1,465.7
57.	Monroe	12,800	250	1,953.1	39.1	1,914.0
58.	Bethel	12,200	185	1,516.4	57.4	1,459.0
59.	Derby	12,200	248	2,032.8	24.6	2,008.2
60.	Winchester (Winsted)	11,500	395	3,434.8	617.4	2,817.4
61.	Clinton	10,800	218	2,018.5	64.8	1,953.7
62.	Suffield	9,700	240	2,474.2	61.9	2,412.3
63.	Stafford Springs	9,600	8	83.3	10.4	72.9
64.	Avon	9,100	271	2,978.0	109.9	2,868.1
65.	Old Saybrook	8,900	514 Est.	5,775.3	258.4	5,516.9
66.	Putnam	8,600	116	1,348.8	104.7	1,244.1
67.	Coventry	8,400	122	1,452.4	95.2	1,357.2
68.	Woodbridge	8,200	184	2,243.9	12.2	2,231.7
Statewide Average				3,626.6	206.6	3,420.0
State Totals		3,108,000	112,716			

\* 2 Police Departments within Groton characterized.



## Footnotes

1. A National Strategy to Reduce Crime, National Advisory Commission on Criminal Justice Standards and Goals, Chapter 1.
2. Ibid, Chapter 2.
3. Same footnote 1.
4. Index Crime -A composite group of crimes identified as most serious, either in magnitude or degree, including the crimes of murder, non-negligent manslaughter, forcible rape, robbery, aggravated assault, burglary, larceny with a value of \$50 or more, larceny with a value of less than \$50, and auto theft.
5. Part I Crimes - Includes all of the Index Crimes and additionally, manslaughter by negligence.
6. Criminal Arrests - Include all categories of crime identified by the FBI as either Part I or Part II. Part I crimes have been identified above. Part II crimes include other assaults, arson, forgery and counterfeiting, fraud, embezzlement, stolen property (buying, receiving, possessing), vandalism, weapons (carrying, possession, etc.), prostitution and commercialized vice, other sex offenses, narcotic drug laws, gambling, offenses against family and children, driving under the influence, liquor laws, drunkenness, disorderly conduct, vagrancy, all other offenses (except traffic), suspicion, curfew and loitering law violations, and runaways.
7. Total Arrest Activity - Includes arrests for the above categories of crime and all other statute violations, which for the most part are comprised of traffic violations.



**END**

7. 10/10/11