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STATE OF CONNECTICUT

OFFICE OF POLICY AND MANAGEMENT
JUSTICE PLANNING DIVISION

111006

January 15, 1988

NCJRS
MAY 4 1988
ACQUISITIONS

TO: Governor O'Neill and Members of the General Assembly

FROM: William H. Carbone, Chairman
Prison and Jail Overcrowding Commission

WHC

On behalf of the members of the Prison and Jail Overcrowding Commission, I respectfully submit to you our 1988 report on correctional overcrowding in Connecticut, as mandated by C.G.S. 18-87K.

I can report to you at this time that all of State government continues to work with great determination to solve this problem. An unprecedented effort is being made by the Office of Policy and Management and the Departments of Correction and Public Works to assure that all of our planned new correctional facilities and expansion projects are completed as quickly as possible. Further, administrators of our critically important alternatives to incarceration remain dedicated not only to maintaining existing caseloads, but to increasing participation in their programs wherever possible.

Despite this level of effort, prison overcrowding continues to worsen. As of January 8, 1988, 7082 men and women were incarcerated in our correctional facilities, an increase of almost 500 over one year ago. Make-shift and temporary housing continues to be necessary in order to provide bedspace for offenders in State custody.

Information contained in this report clearly outlines our master plan for facility expansion, as graphically measured against estimated population growth through the year 2000. The most striking feature of this program is that despite an increase of almost 3000 beds over the next 6 years, we will remain precariously close to an emergency release of inmates because of severe overcrowding.

Given the existing level of commitment to Connecticut's facility expansion plan, the Commission has focused its efforts this year on an expansion to our alternatives to incarceration in the hope of saving additional prison beds. The requested funds to implement these recommendations are modest relative to the savings which they will achieve in relief of overcrowding. An expenditure of approximately $4 million in new programming will result in a savings of 500 beds.

I urge your full and thorough review of this document. I trust it will prove informative and be useful in making the important decisions required. We remain available to provide any additional information and clarification which would assist in your deliberations.

WHC/tsj
Enclosure

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Minutes of 12/4/87 Overcrowding Meeting including discussion and votes on recommendations.

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- EXECUTIVE SUMMARY -

Throughout the United States, policymakers have been hard pressed to deal with the steadily growing crisis of prison and jail overcrowding. Connecticut is no exception. Despite a great deal of effort and expenditure of resources since the Connecticut Prison and Jail Overcrowding Commission was established in 1981, the problem persists and is actually worsening.

Connecticut is in the midst of an unprecedented facility expansion program in an attempt to control the problem and avoid an emergency release of inmates. From late 1985 through 1987, 1,130 additional permanent beds have been made available to the Department of Correction. Sites have been identified for a new 800 bed prison and a 400 bed Western jail. The site selection process is nearly complete for a 400 bed Eastern jail. These projects, when completed in 1991 and 1992 will add 1600 new beds to the system. These new construction projects combined with alternative construction methods such as conversions, renovations, and expansions of existing facilities will make a total of more than 3,000 new beds available to the Department of Correction by 1992, at a development cost of more than 300 million dollars. However, no one believes, and no other states have demonstrated, that the problem can be solved by building alone.

Connecticut continues to focus on alternatives to incarceration as well as developing more beds. The alternative programs already in place provide an estimated savings of more than 2,000 prison beds per day, and further expansion is planned. A substantial, and carefully coordinated expansion of resources in this area, while not guaranteeing a long term solution to overcrowding, will at least expand our options sufficiently so that we are not faced with a situation of new facilities being overcrowded from the day they are opened. Clearly, in spite of our best efforts, a crisis situation persists.

Since its inception, the Prison and Jail Overcrowding Commission has examined the factors which cause or contribute to our present dilemma. There is no direct evidence than conviction and incarceration rates have contributed significantly to the overcrowding problem. They have remained relatively stable overall with the possible exception of convictions for Driving While Intoxicated. There is growing evidence to suggest that incarcerative sentences have grown longer for certain serious offenses, but at this point the most important contributing factor to the problem appears to be the number of people coming into the front end of our criminal justice system. Rising violent crime and increased enforcement efforts for DWI, domestic violence, and most recently, the use and sale of drugs, have increased the number of arrests that occur in Connecticut from 124,728 in 1982 to 170,606 in 1986, a 37 percent increase. Serious cases (A, B, and C felonies), disposed of by Connecticut Courts, the pool of offenders most likely to receive a jail or prison sentence, increased 94 percent from 4,280 in FY 79-80 to 8,300 in FY 86-87. For FY 86-87, there were also over 130,000 D felony and misdemeanor cases disposed of, more than a 30 percent increase over FY 79-80. This group is less likely to be incarcerated but even a small proportion incarcerated from such a large population contributes significantly to the problem.

All of the increases in caseloads, along with other factors, have contributed to a situation where our best efforts and successes at expanding bed spaces and alternatives to incarceration are reduced to necessary, but insufficient ingredients to solve the prison overcrowding problem. There is every indication that caseloads will remain high throughout the 1990's.

To our knowledge there are only three options to address the overcrowding issue:

1. Increase the number of prison and jail beds available.

2. Decrease the amount of incarceration time for offenders through the use of alternatives to incarceration.

3. Control the number of persons entering the criminal justice system.

Most of our efforts to date have concentrated on adding beds and decreasing the amount of incarceration time for offenders through alternatives. Given the intensity of effort and financial outlay that has already taken place in these areas without solving the problem it is evident that these efforts, although essential, are insufficient.

Now is the time to give more consideration to the third option. There are two possible approaches in this area; a change in sentencing practices by the judiciary to reduce the number of persons being incarcerated and the length of sentences for certain offenders who are incarcerated, or an expansion of resources and programs to reduce the probability of criminal behavior by members of groups identified as at high risk for future criminal activity. Neither of these approaches will be simple to implement.

However, it is incumbent upon the members of the Prison and Jail Overcrowding Commission to point out the limitations of the criminal justice system to adequately deal with this increasingly serious problem through the current approaches. We recommend the exploration of a broader long range perspective that looks at a possible alteration of sentencing practices and crime prevention strategies outside of and prior to the intervention of criminal justice agencies.

The Prison and Jail Overcrowding Commission finds it necessary to expand alternative incarcerative programs in addition to constructing beds. Also, the Commissioner finds it imperative to call attention to the fact that the criminal justice system alone will not solve prison overcrowding. Based on the Commission's work this year, the Commission makes the following recommendations:

1. A SUBSTANTIAL EXPANSION OF ALTERNATIVE INCARCERATION PROGRAMS.

2. A STUDY ON THE RELATIONSHIP BETWEEN SENTENCING PRACTICES AND JAIL POPULATIONS.

3. GUBERNATORIAL APPOINTMENT OF A TASK FORCE MADE UP OF CRIMINAL JUSTICE SYSTEM POLICYMAKERS AND EXPERTS IN THE FIELD OF CRIMINOLOGY, PSYCHOLOGY, EDUCATION, AND OTHER HUMAN RESOURCE AREAS WHICH WILL:

   - IDENTIFY SEGMENTS OF THE POPULATION WITHIN WHICH A HIGH DEGREE OF INCARCERATION CONSISTENTLY OCCURS;

   - EXAMINE NEW OR EXPANDED PROGRAMS AND RESOURCES NEEDED TO REDUCE THE PROBABILITY OF CRIMINAL BEHAVIOR BY MEMBERS OF HIGH RISK GROUPS;

   - EXAMINE THE LONG TERM DOLLAR SAVINGS FOR THE STATE RESULTING FROM THE ABOVE INITIATIVES.

SECTION I

THE PROBLEM

The number of persons incarcerated by the Connecticut Department of Correction has grown at an alarming rate since 1982 and projections indicate that the trend will continue through the next decade. This section of the report will show the size of that increase and feature an inmate population forecast based upon a computer simulation model of Connecticut's criminal justice system.

A. Correctional Population Change, 1982-1987 (average annual population)

In 1982, the average annual inmate population in Connecticut was 4,885. The correctional resources had been stretched to the limit and inmate population forecasts had predicted a steady growth for the coming years. A sound approach to the overcrowding problem was recommended by the Prison and Jail Overcrowding Commission which incorporated additional bedspaces and expanded alternatives to incarceration. However, substantially higher than expected population increases, over the past six years have created a near crisis situation. From 1982 to 1987 the average annual inmate population grew by 38.8 percent to 6,780 as illustrated in Figure I.

B. Correction Population, 1987 (average monthly population)

The average annual population is calculated from the average daily in-house population by month. For 1987, the monthly averages ranged from 6,596 for January, to 6,986 for December as illustrated in Figure II. During this twelve month period, the population increased by 390 or 5.9 percent. This rate of growth can be translated to an average increase of 33 inmates per month for the correctional system. Figure III allows one to grasp how monthly increases in the inmate population over the past six years have resulted in a mounting trend and a serious overcrowding problem.

The incarcerated population is composed of two major subsets, inmates convicted of a criminal offense and serving a sentence and inmates accused of a criminal offense and awaiting disposition of their case. The average population figures presented above reflect the total of both populations.

FIGURE I

AVERAGE DAILY IN-HOUSE POPULATION BY YEAR

1982 - 1987

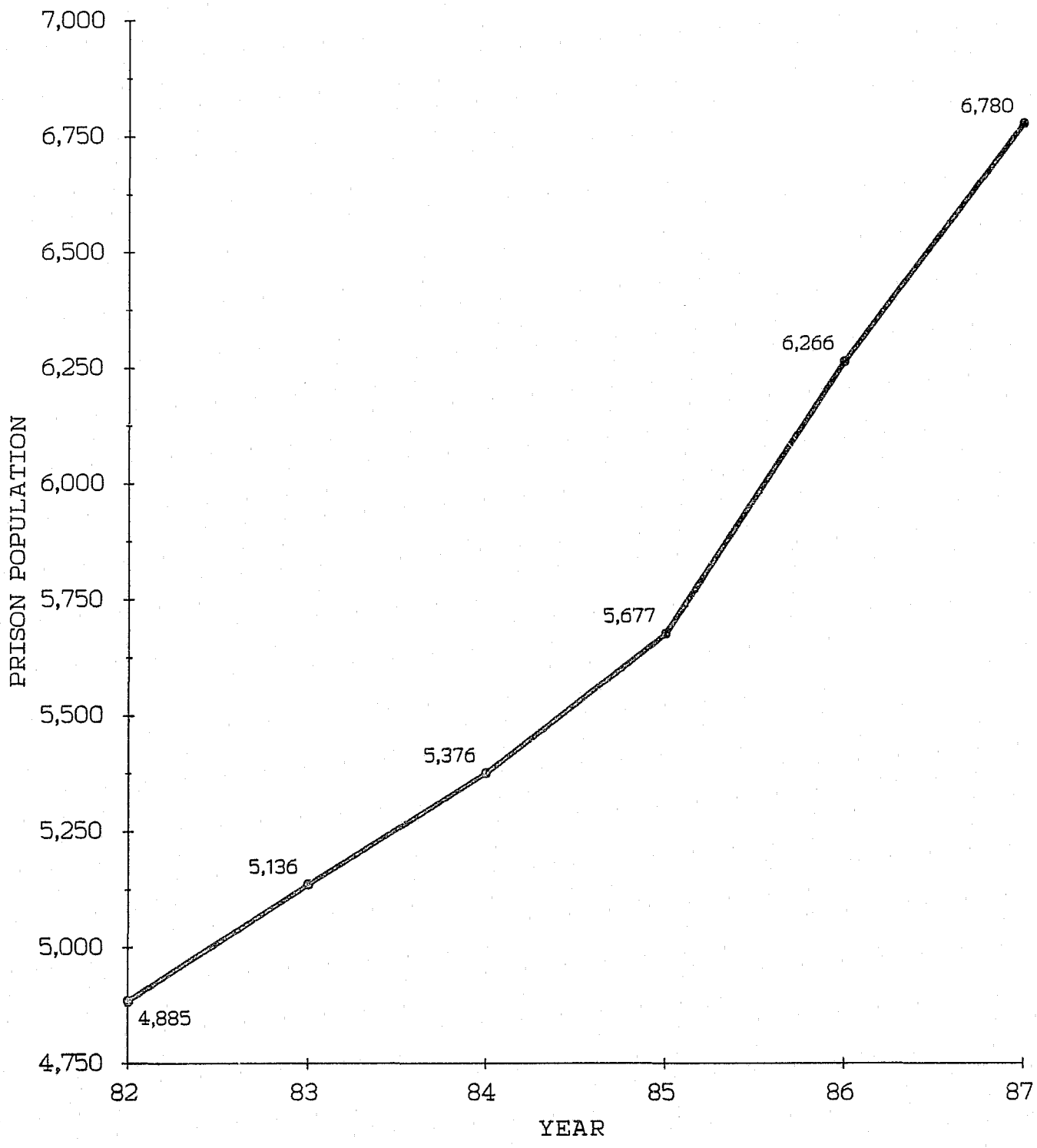
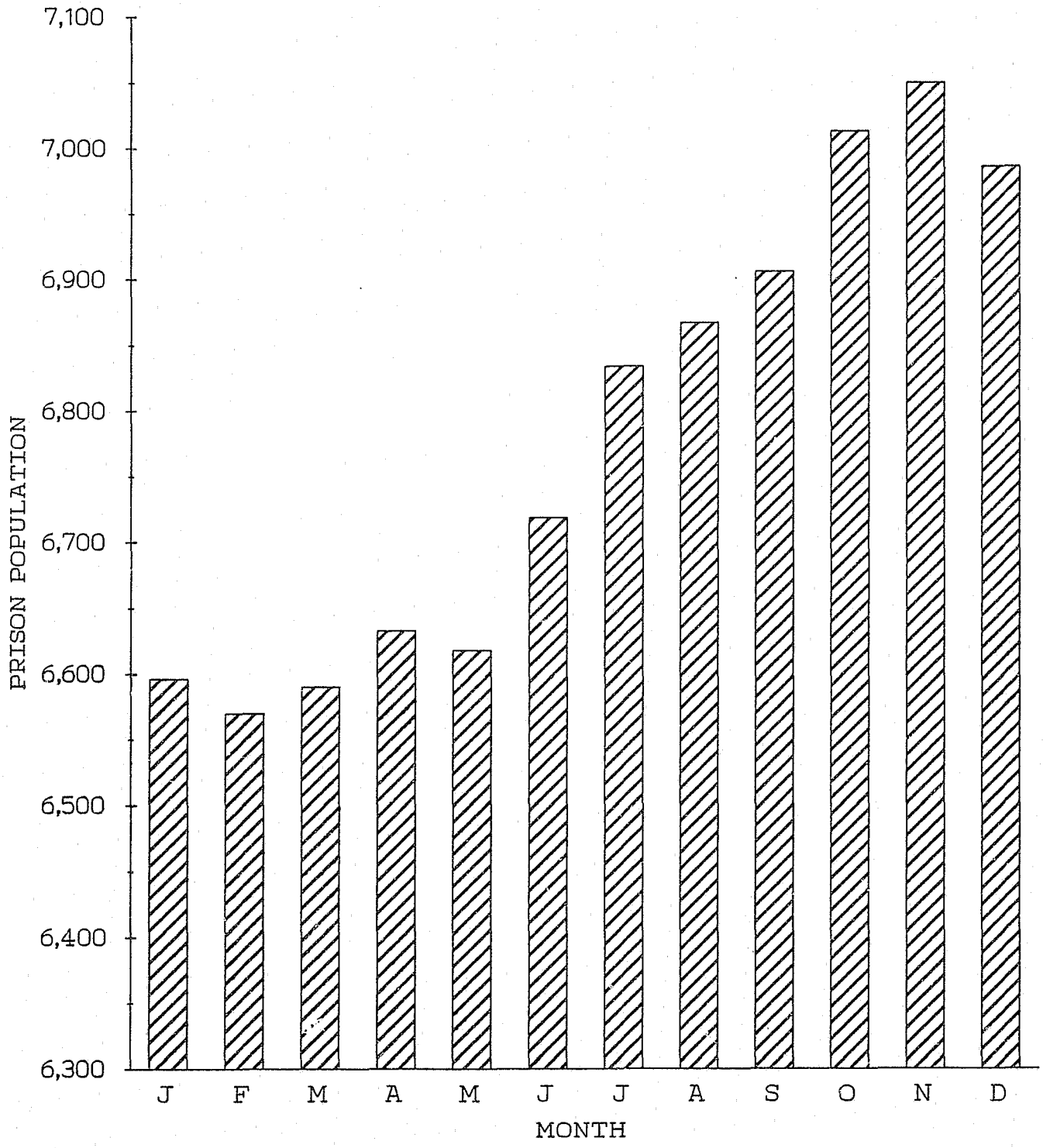


FIGURE II

AVERAGE DAILY IN-HOUSE POPULATION CHANGE BY MONTH

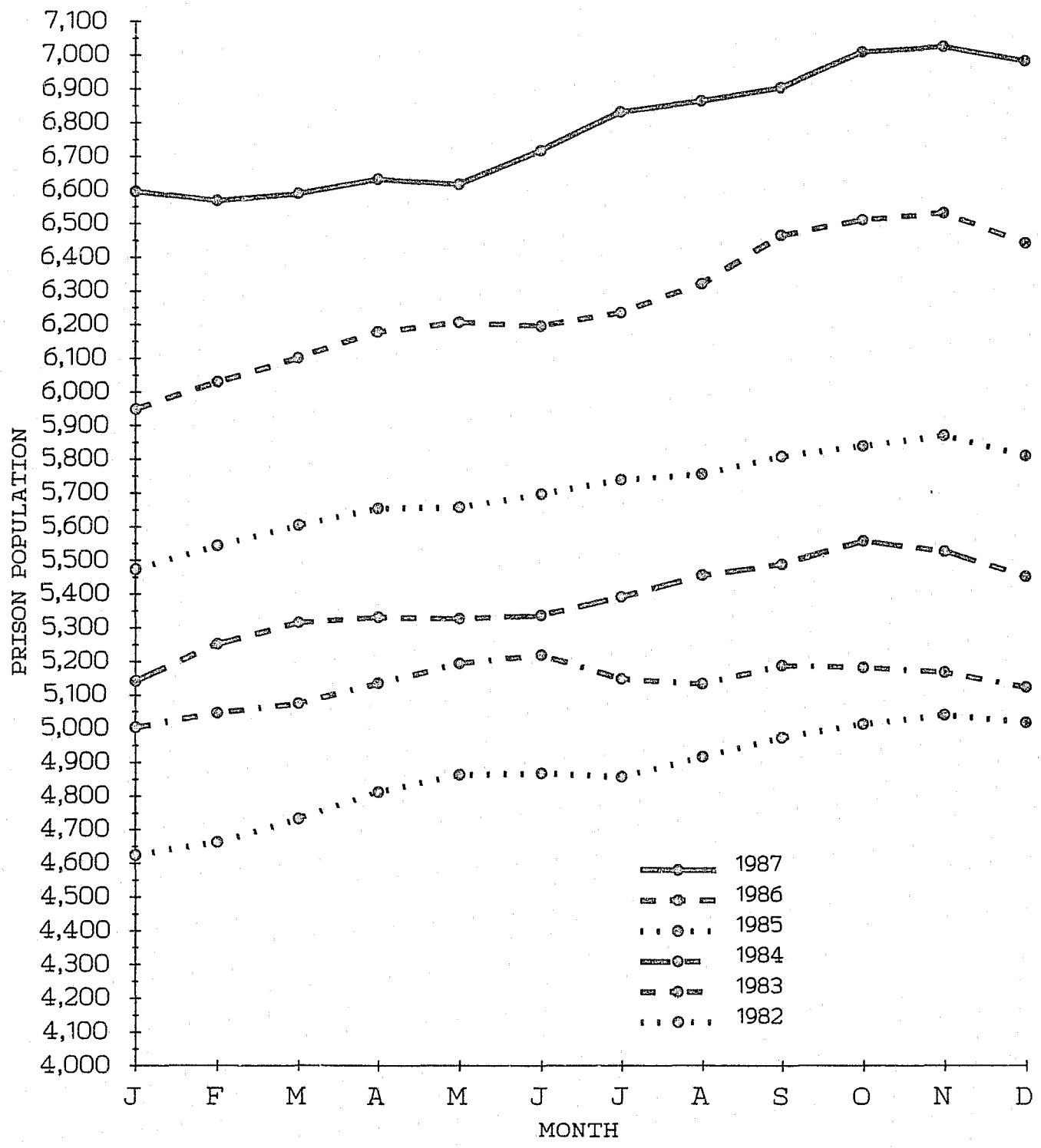
JANUARY 1987 - DECEMBER 1987



SOURCE: DEPARTMENT OF CORRECTION

FIGURE III

DEPARTMENT OF CORRECTION
ANNUAL POPULATION TRENDS



1. Accused population

The Bail Commission has used a comprehensive pretrial screening and release program to reduce the number of inmates held in accused status to a minimum. However, the number of pretrial detainees has been increasing over the past few years due to an increase in the volume and seriousness of cases being seen by the Bail Commission. For 1987, the average annual accused population was 1,360. This was an increase of 238 or 21.2 percent from the previous year. Besides the growth in absolute numbers, the proportion of the incarcerated population in accused status has also begun to increase, from a low of 17.2 percent in 1985 to 20.0 percent in 1987.

2. Sentenced Population

In 1987, the sentenced population continued to grow at the same steady pace as it had for the previous five years. The average annual sentenced population was 5,420, an increase of 5.4 percent from 1986.

As the previous statistics have indicated, both components of the correction population have contributed to its growth in 1986. Figure IV presents the growth of the overall population, as well as the sentenced and accused population subsets since 1982. For 1987, the total population was comprised of 20.0 percent accused and 80.0 percent sentenced. This varied from the previous year's proportion of 17.9 percent and 82.1 percent which confirms the growth of the accused population.

3. Male Population Change, 1982-1987

During the past six years, men have constituted between 94 and 95 percent of the state's total inmate population. It is the growth in the volume of incarcerated males each year that has strained the correctional system. The average annual male population has increased from 4,651 in 1982 to 6,395 in 1987. Figure V graphically shows this six year increase.

FIGURE IV

AVERAGE ANNUAL POPULATION ACCUSED, SENTENCED AND TOTAL

1982 - 1987

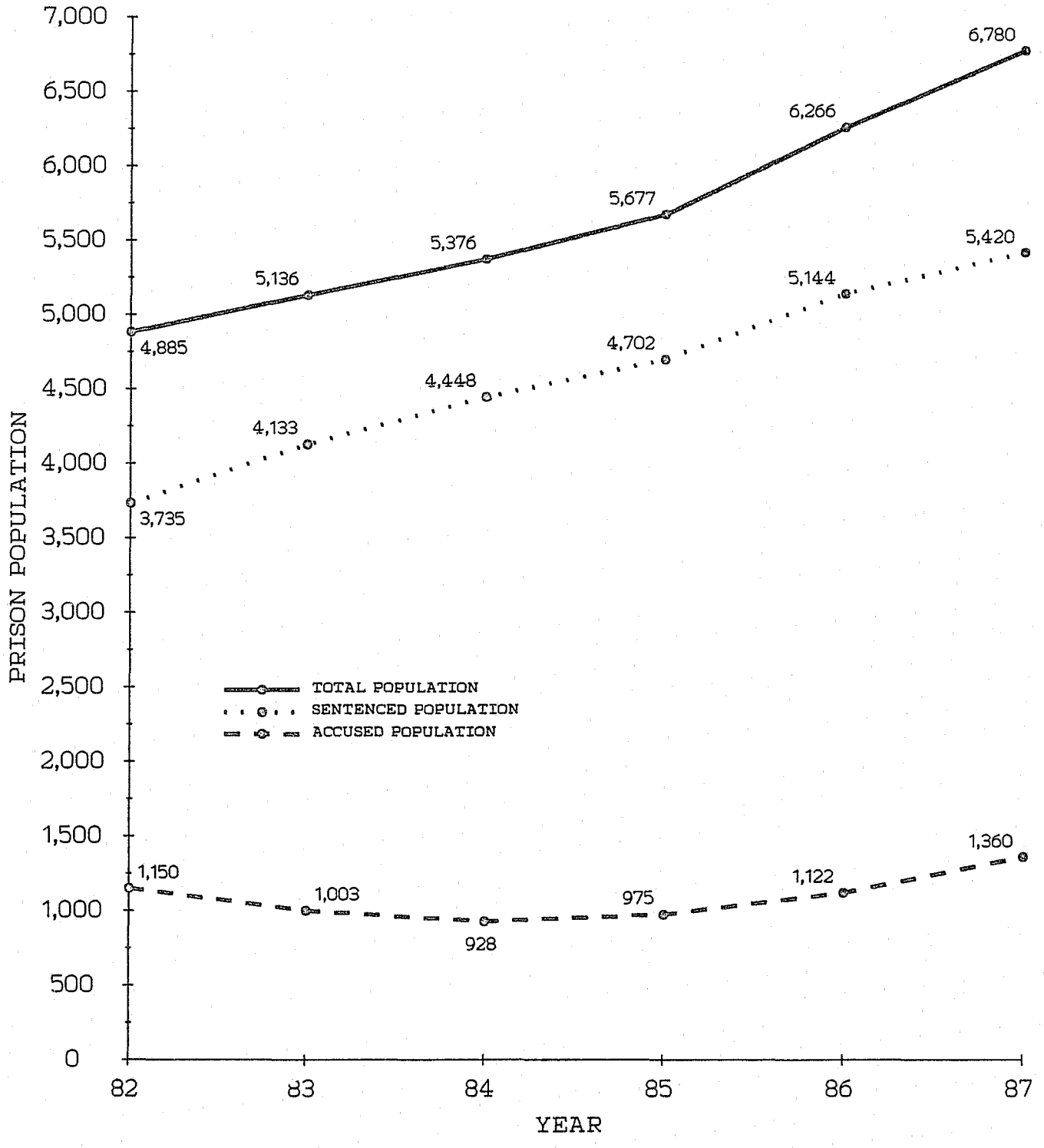
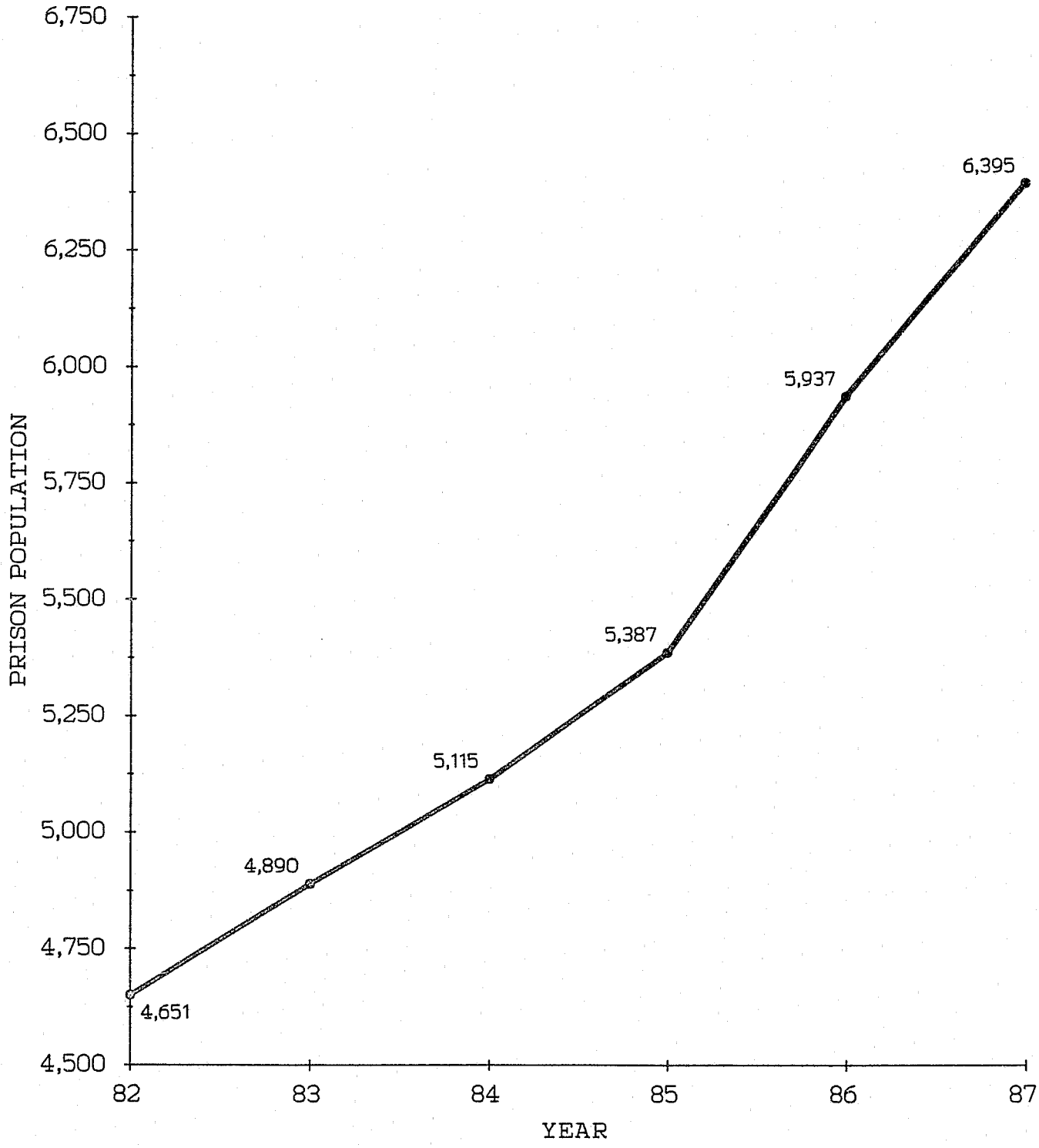


FIGURE V

AVERAGE DAILY IN-HOUSE MALE POPULATION BY YEAR

1982 - 1987



4. Female Population Change, 1982-1987

Women remanded to the Department of Correction for incarceration or pretrial detention are all housed in one facility, the Niantic Correctional Institution. Therefore, overcrowding problems at this particular facility are a direct result to changes in the female inmate population. In 1982, when the average annual female population was 234, overcrowding was not a major concern for the State. Since then, however, the female population has increased by 65 percent to 385 for 1987 and projections for the year 2000 approach 600. Special attention by the Department of Correction has been recently focused on this segment of the inmate population to insure that adequate bedspace is available in the future. Figure VI illustrates the average annual female population over the past six years.

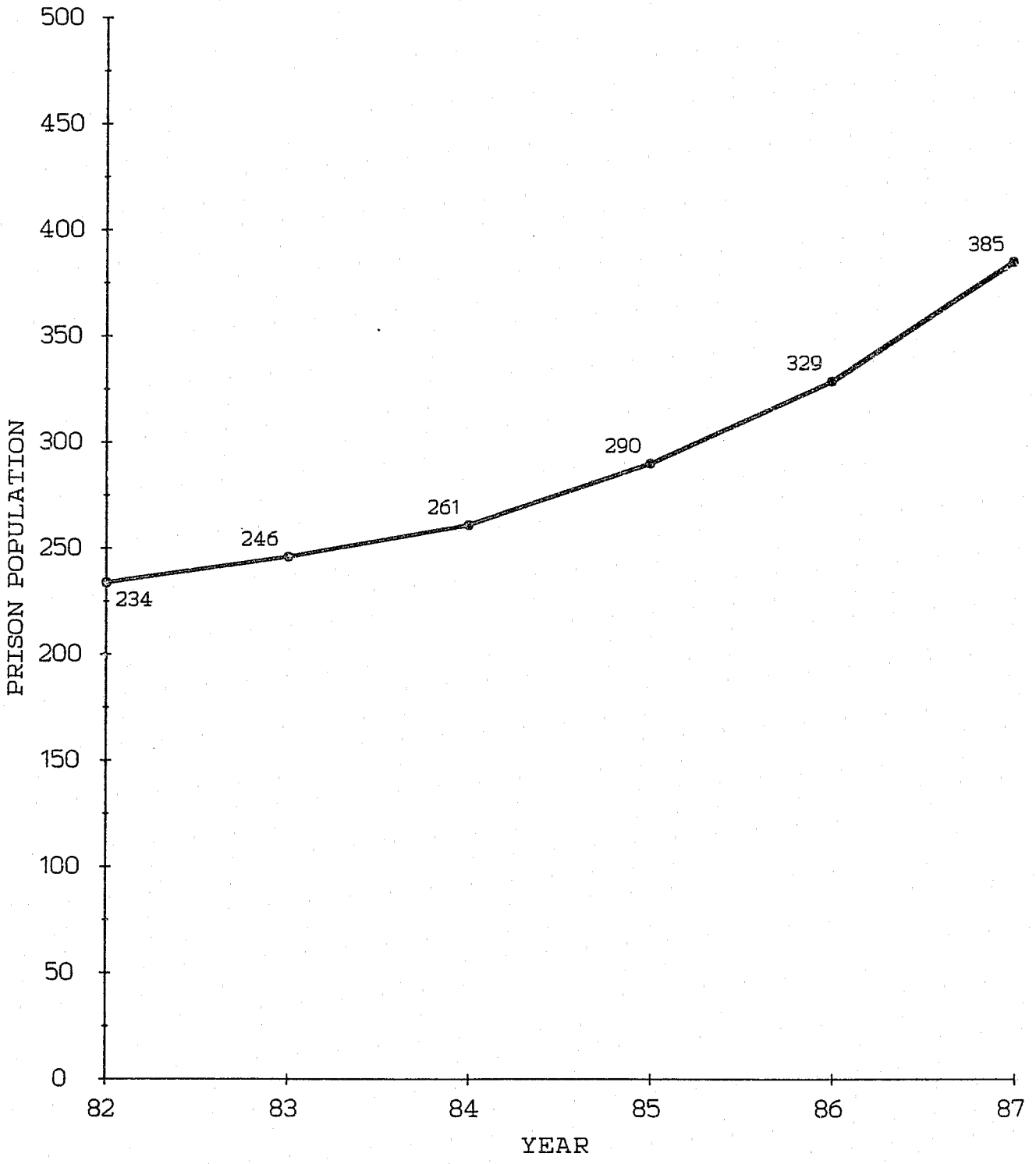
C. Prison Population Projection Model

A computer driven prison population projection model provides a simulation of how the actual criminal justice system works in Connecticut. The model is a series of linked formulas which simulate critical decision points within the criminal justice system. Separate formulas for arrests, conviction rates, incarceration rates and average time served for different types of crime are dependent upon the availability of accurate and up to date data. In addition the model is driven by four different populations in the most crime prone age group, age 16-34, and the respective arrest rates for those populations. Population figures are taken from U.S. Census Bureau counts and projections to the year 2000. Arrest statistics are taken from the Uniform Crime Reports published by the Connecticut State Police.

FIGURE VI

AVERAGE DAILY IN-HOUSE FEMALE POPULATION BY YEAR

1982 - 1987



The model makes projections on the expected annual average of sentenced inmates for each year to the year 2000. The figures generated by the model for the years 1982 through 1987 were compared to actual DOC population figures for the same year in order to determine the accuracy of the simulated population. The average error was 3 percent, indicating that the model is very efficiently reflecting the flow through Connecticut's criminal justice system and the subsequent effects on the number of persons incarcerated.

A major strength of this simulation model is that it provides a means of examining the effects of proposed criminal justice policy decisions on prison and jail overcrowding prior to the implementation of the policies. Figure VII shows model projections for 1987 through the year 2000. Figure VIII shows the effect through 2000 of a hypothetical situation whereby the pretrial population gradually increases from 20 to 25 percent of the total incarcerated population by 1991. Figure IX shows the effect on the incarcerated population through 2000 of a hypothetical situation whereby drug arrests were to double over the next three years.

The strength of this simulation model is also its weakness as a means of predicting the future. Any unexpected criminal justice policy change can have an important effect on population. The model cannot predict policy changes, it can only indicate the potential impact of policy changes, assuming other factors remain the same. A significant shift (upward or downward) in arrests, conviction rates, incarceration rates or length of sentence could change the situation very quickly and make the population projections obsolete.

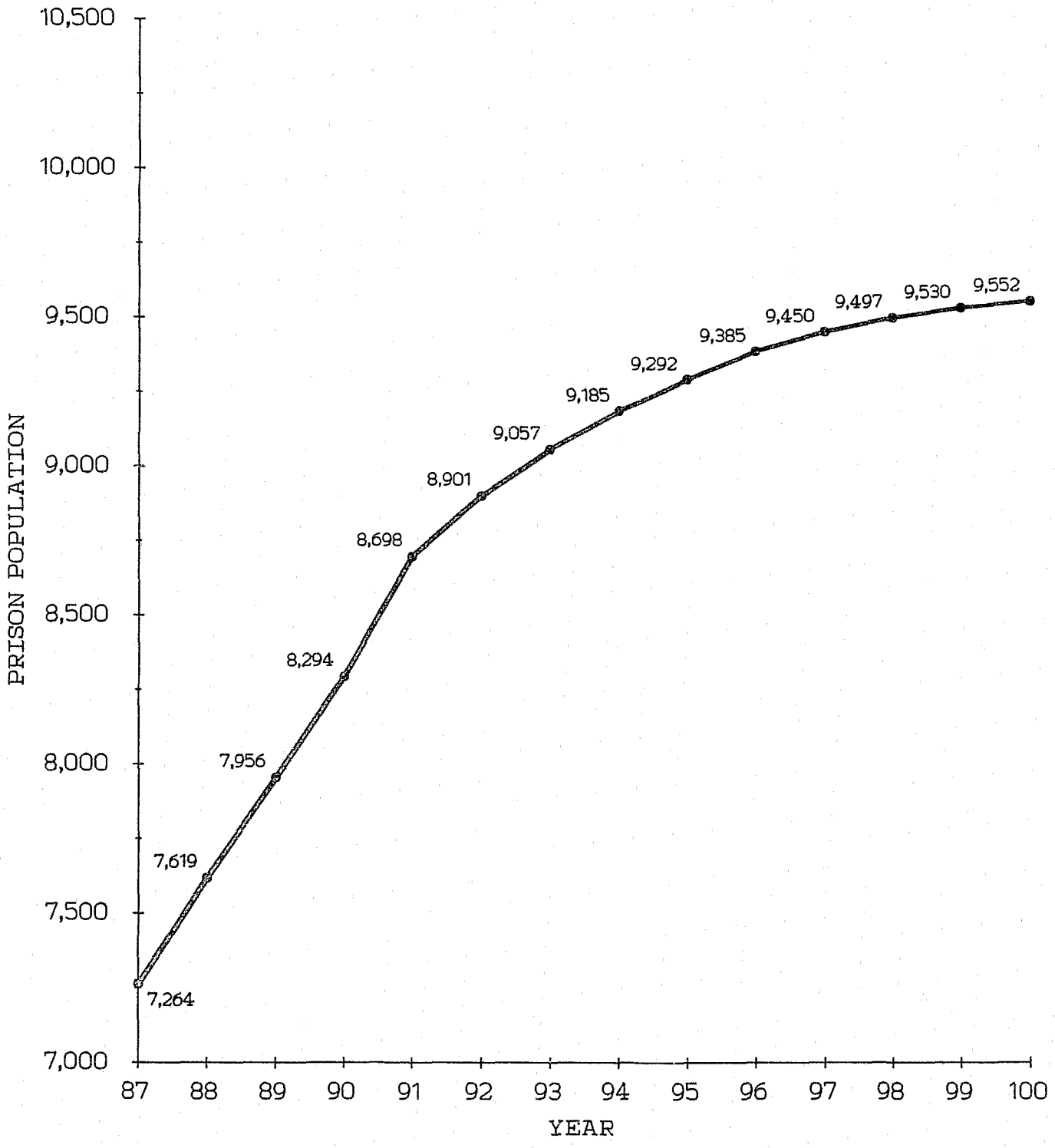
Projections have already been adjusted upwards several times since the model was first used in 1982. This was due to a number of factors such as higher than expected arrest rates for serious violent crimes, the revision of time off for good behavior calculations, longer sentences for certain types of offenders, new mandatory minimum sentence laws, and heightened law enforcement activity in the areas of drunk driving and domestic violence.

There has also been some upward adjustment of the projections as a result of incorporating some more detailed demographic and arrest information into the calculation, but the most significant events affecting the incarcerated population projections are changes in criminal justice policies.

FIGURE VII

POPULATION PROJECTIONS * FOR CONNECTICUT JAILS AND PRISONS

1987 - 2000

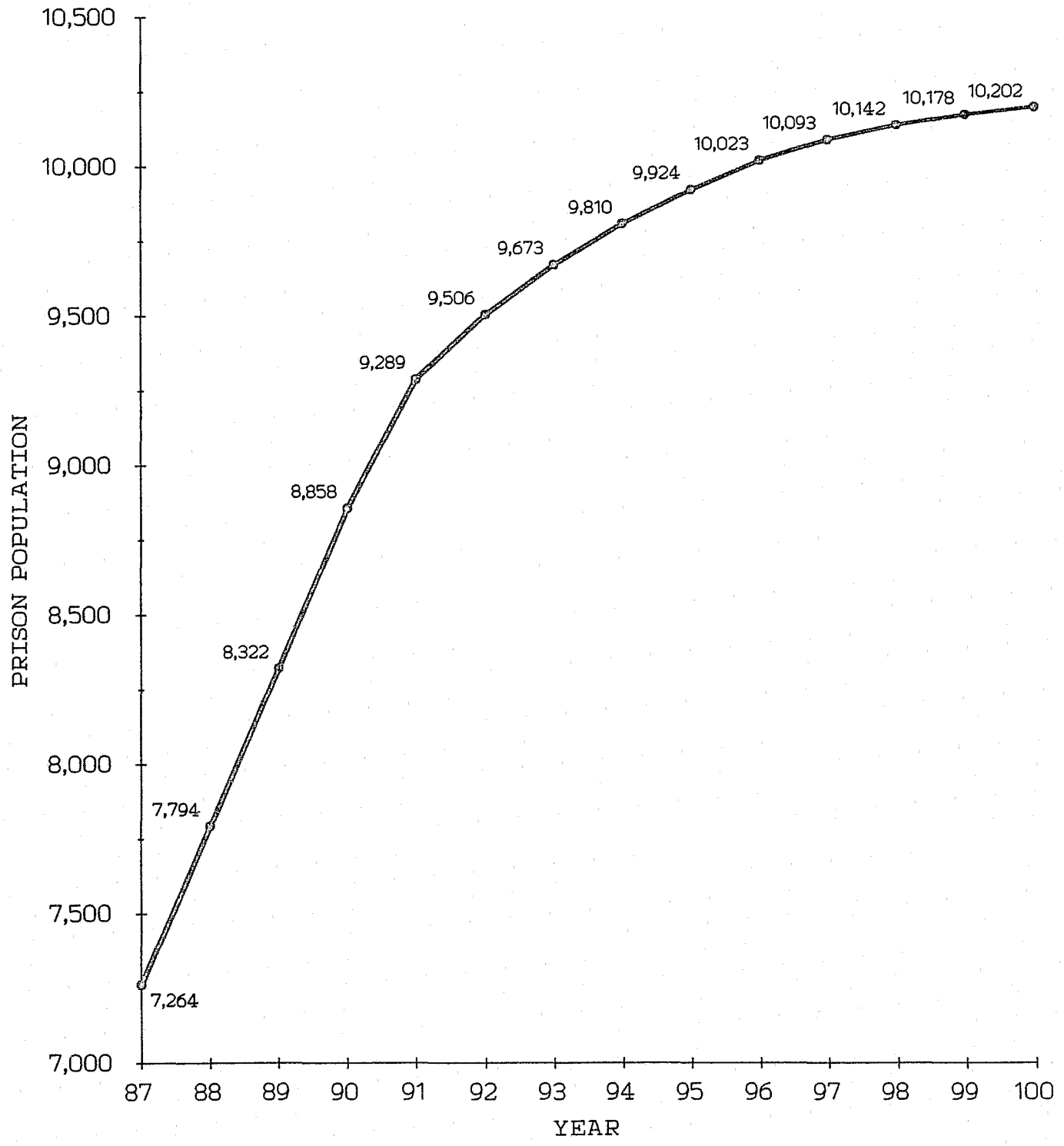


* PROJECTIONS REPRESENT MAXIMUM POPULATION FOR YEAR IF ACCUSED POPULATION REMAINS CONSTANT AT 20% OF TOTAL POPULATION

FIGURE VIII

POPULATION PROJECTIONS * FOR CONNECTICUT JAILS AND PRISONS

1987 - 2000

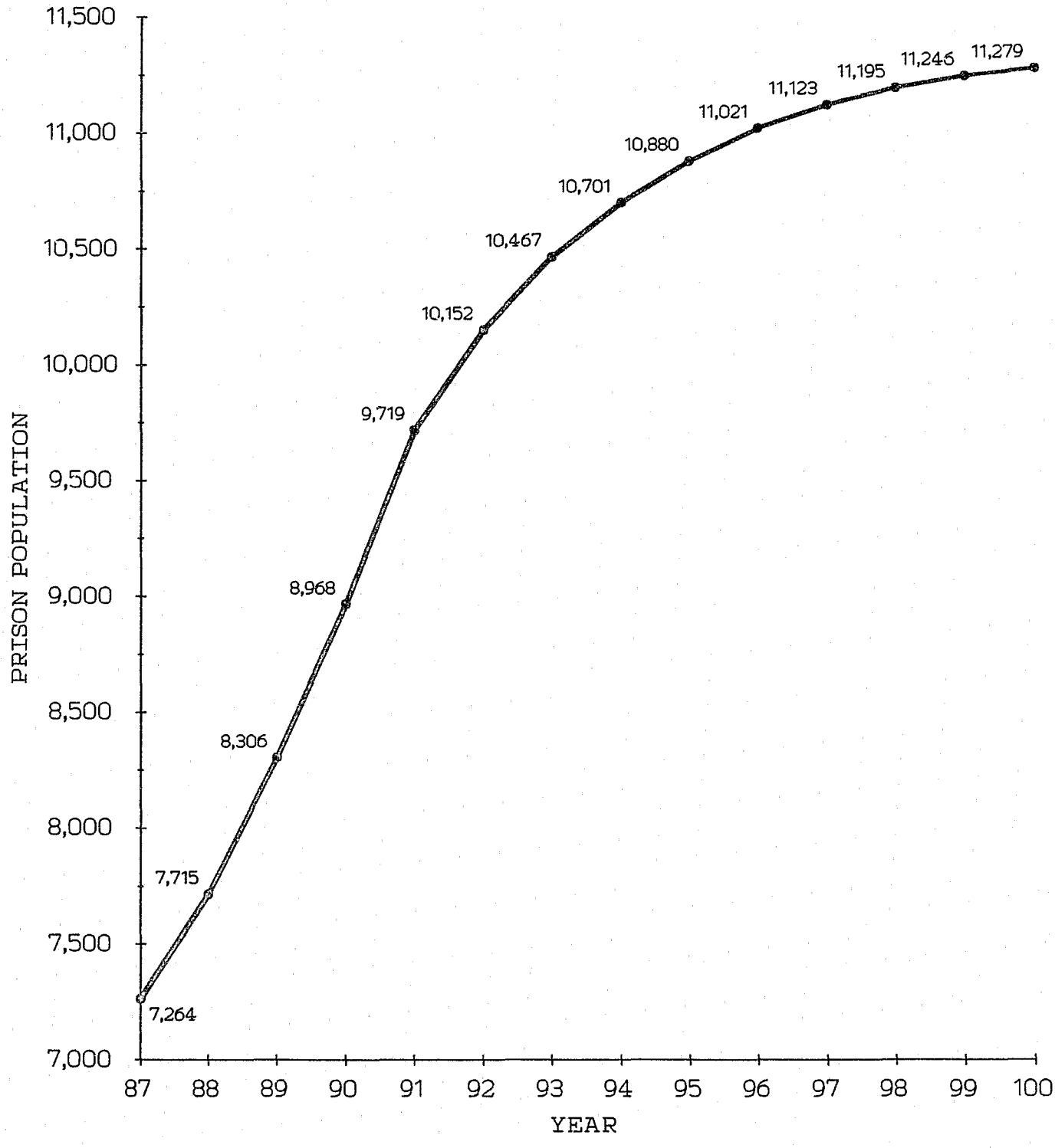


* HYPOTHETICAL MAXIMUM POPULATION IF ACCUSED POPULATION INCREASES GRADUALLY TO 25% OF TOTAL BY 1991

FIGURE IX

POPULATION PROJECTIONS *
FOR CONNECTICUT JAILS AND PRISONS

1987 - 2000



* HYPOTHETICAL MAXIMUM POPULATION IF DRUG ARRESTS WERE TO DOUBLE OVER THE NEXT THREE YEARS

It is likely that Connecticut's current law enforcement initiative against substance abuse will push the prison and jail population projections even higher due to increased arrests in this area. Any increase in the number of mandatory minimum sentence laws, or in the severity of existing laws for drug offenses, or any other crime may also worsen the overcrowding situation. The important point here is that the model projections are very sensitive to any changes in Connecticut criminal justice system operations.

The numbers that appear in Figure VII through IX represent the maximum population for each year to the year 2000. This maximum figure is derived by incorporating 2 additional items into the calculation. These are a 3 percent range factor, and a 3 percent error factor.

SECTION II

STATUS OF OVERCROWDING INITIATIVES

A. Alternatives

Over the past seven years, the Commission has developed alternative incarceration programs for pretrial and post conviction offenders. Because of an increasing caseload and the severe demand for bedspace it is necessary to further expand alternative incarceration programs. In FY 1987-1988, alternative incarceration programs saved approximately 2,000 beds per day. In other words, if these programs did not exist, Connecticut would immediately need 2,000 beds.

Connecticut has designed the alternative incarceration programs to serve different kinds of offenders. Serious offenders need intensive supervision; less serious offenders need less intensive supervision. Just as the Commission uses a balanced approach for penal sanctions (i.e., incarceration and alternatives) the alternative incarceration strategy balances various levels of supervision thereby satisfying public safety.

1. The Bail Commission

Connecticut upgraded the Bail Commission in 1980. Through a comprehensive screening and release process, the proportion of accused people in jail dropped from 31 percent in 1980 to 20 percent today. However, the proportion and the number of accused people in jail is increasing. In 1984, the average daily accused population was 900 people. In 1987, the average was approximately 1,300 people. In 1984, the Bail Commission's total caseload was approximately 36,000. In 1986, the caseload was 57,000. The substantially increased caseload is directly responsible for the increase in the number of persons being held pretrial.

The Supervised Pre-Trial Release Program within the Bail Commission identifies non-serious offenders who are unsuitable for release on a written promise to appear. These offenders may have a history of failing to appear, previous felony convictions, no familial ties or a poor employment history. The Commission refers these clients to social service agencies and agency staff closely monitors them. Between January 1, 1987 and May 30, 1987, 2,500 people participated in the program.

Bail Review in Correctional Centers takes a look at people who initially fail to make bond. A second interview may reveal a changed circumstance allowing release. Between January 1, 1987 and October 31, 1987, 709 people were released after a second interview. The program operates in Hartford, New Haven, Bridgeport and Niantic.

2. The Alternative Sentencing Center

The Connecticut Prison Association runs this program. The program serves clients who probably would have been incarcerated. Thirty percent of the program's clients are in pretrial status. Forty percent are released to the program at the plea bargaining stage. Thirty percent came through the Department of Correction's Supervised Home Release program.

In the pretrial group, many of the offenders have been charged with class A misdemeanors or C or D felonies. At the plea bargaining stage, the program is influential when prosecution and defense attorney's cannot agree on an incarcerative sentence. Clients on the Supervised Home Release program usually have been seriously involved with drugs, have poor employment histories, and weak family ties.

Client services include drug and alcohol counseling, crisis intervention, supervised community service, urinalyses, employment placement and housing assistance. The Center handled 115 clients during 1987. In 1987, there were 35 clients in the program on any given day.

3. The Connecticut Center on Sentencing Alternatives

The Connecticut Center on Sentencing Alternatives is a private agency that prepares sentencing reports for public defender clients on a contractual basis and for clients of private defense attorneys on a fee-for-services basis. These reports are for serious felony offenders who will probably face incarceration. The reports recommend alternative sanctions but the program offers no direct services. The Center has presented nearly 200 sentencing reports since 1983. Courts have accepted 57 percent of these plans in whole and 16 percent in part. The Center reports that sentencing plans have cut sentences an average of 2-3 years per case.

Public defenders represent 2/3 of the defendants in Part A of the Superior Court and 1/2 of the defendants in the G.A. courts. The Division of Public Defender Services employs eight social workers who provide alternative pretrial and sentence planning in a variety of ways. These services include, among others, finding shelter, treatment programs, counseling and job training while in the pretrial stage. At the time of sentencing the public defender is able to provide the court with specific sentencing recommendations.

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

For a six-month period, from April 1987 through September 1987, there were 604 referrals to public defender social workers. The court sentenced 309 of those clients. The court accepted 120 plans and partially accepted 62. The program saved 174 years and 5 months of jail/prison time. The program saves approximately 36 beds on a daily basis each year.

4. Halfway House beds

The Department of Correction has 300 beds under contract. Halfway houses are residential programs that help inmates make the transition from correctional to community living. Halfway house participants usually need more supervision than the Supervised Home Release program provides because of substance abuse. However, after release from a halfway house, DOC places the offender in the Supervised Home Release program. The halfway house provides meals, personal counseling, job development, substance abuse monitoring, substance abuse treatment, housing assistance and advisory management.

It costs 30 percent less to keep a person at a halfway house than in prison. In 1987, there were 300 people in halfway houses on any given day. The average stay in a halfway house was 90 days. During FY 1986-87, 1100 people participated in the program and the state is spending more money to treat substance abuse offenders occupying halfway house beds.

5. Supervised Home Release

Supervised home release is a community release program that allows selected incarcerated offenders to be released directly to approved community living arrangements with varied amounts of supervision. It is not a pretrial program.

The Connecticut program has been used by the Department of Correction to make more institutional beds available for dangerous inmates. It is also the program that is employed following a stay in a halfway house program.

Supervised Home Release participants must report to their parole officers, undergo substance abuse or mental health counseling (most often through the PREP network) and be available for home visits. For higher risk offenders, DOC uses electronic surveillance to monitor compliance with the SHR program.

In 1986, 1,500 people participated in the program with an average of more than 500 community release inmates on any given day. Department of Corrrection data suggests a success rate of 89 percent.

6. Intensive Probation

Intensive Probation modifies sentences of incarcerated offenders allowing them to live in the community. The program requires probation officers to meet with clients three times a week. By statute, no intensive probation officer carries a caseload of more than 20 people.

Program participants have been incarcerated on B, C, or D felonies. However, no one is eligible for Intensive Probation if the court sentenced them to more than five years. As of October 1, 1987 split-sentence inmates whose incarcerative sentences fall within program guidelines became eligible for participation providing, they have served half of their sentence. The Office of Adult Probation monitors some of the participants through electronic surveillance units.

Between December 1984 and June 1987, 174 people were admitted to the program; judges rejected 50% of the applicants. Fifty five people failed to complete the program and the court revoked their probation. The average daily number of participants is 65.

7. Electronic Surveillance

Since February 1986, the Office of Adult Probation, the Department of Correction and the Bail Commission began operating an electronic surveillance pilot program for selected offenders charged with or convicted of serious crime. Computerized telephone calls are made to an offender's home. The offender then inserts a wristlet into a transmitter attached to his telephone. This process notifies authorities that the offender is meeting the incapacitative conditions of his or her home arrest.

The Office of Adult Probation uses the wristlets primarily for its intensive supervision cases, but efforts are underway to use this technology as a means to establish a control mechanism for probation violators. The Division of Parole currently has a program for selected offenders from the Department of Correction, the Office of Adult Probation and the Bail Commissioner's Office. The Department of Correction also uses wristlets for participants in the Supervised Home Release program.

Since July, 1987, the number of program particpants has fluctuated between 30 and 70 at any given time. The successful call rate is 74%. Participants may remain on the program from 4 weeks to 3 months.

The program has been expanded during its pilot phase by an additional 25 wristlets bringing the total to 100. According to OAP, about 85 percent of the units are functioning at any one time. Repairs and administrative actions account for the loss of the other units.

8. Office of Adult Probation

The Office of Adult Probation is responsible for supervision of 44,000 people. The average caseload is 254 people per officer. The average active caseload is 153 per officer. Officers spend an average of 23 minutes per month on an active case, 4 minutes a month on an inactive case.

Although not its statutory mandate, probation functions as the primary alternative to incarceration in Connecticut. Probation not only supervises offenders whose incarcerative sentence the court has fully suspended, but offenders who have served the incarcerative portion of their sentence and then were released to OAP, namely, split sentence offenders. Typically split sentence offenders pose a greater public safety threat and since the demise of parole, the Office of Adult Probation (OAP) has supervised increasing numbers of split sentence offenders. An increased caseload and inadequate probation resources have forced OAP to relax classification standards. In short, the type of offender who may have been in the active caseload 5 years ago may be placed in the inactive caseload today. No inactive caseload probationer visits his probation officer, and only 65% of the active caseload probationers visit their's.

To cope with the increasing caseload OAP received 40 additional officers during FY 87/88. This permitted the continuation of probation services at previous levels but the continuing influx of serious cases in the past year precluded the possibility of any significant decrease in the department's average caseload per officer.

B. Facilities

In addition to the development and expansion of a wide range of alternatives to incarceration, the State of Connecticut has devoted considerable resources to increasing the number of beds in the correctional system. Since 1981, nearly 3,000 temporary and permanent beds have been added through the completion of numerous new construction and renovation projects, only to be outstripped by the tremendous growth in inmate population. It is apparent that the expeditious implementation of a massive new facilities program is critical to providing adequate bed space for the projected inmate population of the 1990's. The State is therefore proceeding with all haste, on a comprehensive five year plan which would result in 3,000 new beds at a cost of more than 300 million dollars. Four major new facilities are to be completed by the end of 1992. They are:

1. North Central Prison and Classification Center

This major new 800 bed facility will serve as a 500 bed medium security bed prison and a 300 bed central processing and classification unit. Besides housing inmates who are serving incarcerative sentences, this facility will serve as a central classification center. Offenders, who enter the correctional system, will be screened, evaluated and placed in the most appropriate facility or program according to their individual needs. This will allow for a more effective management of the state's inmate population and better utilization of alternative programs.

During the past year, the facility program design was completed and a site in Suffield was selected. The actual facility design and the environmental impact assessment will begin January, 1988. Construction will soon follow. It is expected that the project will be completed December, 1992.

2. Western Connecticut Correctional Center

This 400 bed medium security jail will serve the western portion of the State for pretrial and short-term sentenced inmates. Once opened, the new jail should reduce overcrowding pressure placed on the Bridgeport and New Haven Correctional Centers by cases from the Danbury, Waterbury and Torrington courts.

As with the North Central Prison, this facility has been sited and the program design has been completed. Construction will begin in 1988 following the actual facility design and the environmental impact assessment of the Newtown location. The project is scheduled to be completed in 1991.

3. Eastern Connecticut Correctional Center

Similar to the Western Correctional Center in purpose and design, this 400 bed medium security jail will serve the eastern portion of the State for pretrial and short-term sentenced inmates. Each phase of this project will mirror the on-going construction of the western jail. A private engineering firm has been hired by the State to evaluate five possible sites in the region. Following rigorous analysis of each site, an objective evaluation will determine the most suitable location for the facility. Site selection should be made by spring, 1988 and the project is expected to be completed in 1991.

4. Correctional Institution for Women

The State of Connecticut intends to construct a modern 350 bed prison for women which would eventually replace the existing obsolete facility in Niantic. This new facility, located on the grounds of the present facility would house all women inmates in the State, both pretrial and sentenced. Architectural and engineering firms will begin the program design in 1988 and it is expected that the project will be completed in 1992.

Based upon the inmate population projections that are contained in Section I of this report, the State must proceed with all haste in bringing the four new major facilities on line. Delay in any one of these projects might create an emergency situation for the Department of Correction in which early release of inmates would become necessary. Therefore, construction managers, for each project, have been contracted by the State to insure the expeditious completion of the five year construction plan. Each project manager is responsible for the coordination of the many components of construction. Efforts by the Department of Public Works, architectural, engineering and construction firms will be managed for the most efficient and timely completion of all phases of each of the four projects. It is believed that without this specialized coordinated process, it would have taken one to two years longer for completion of these projects.

The four major capital projects are indeed underway, and although the tight construction schedule is being maintained, the State must contend with an immediate overcrowding problem and the possibility of slippage in the construction timetable. The Department of Correction has initiated a provisional facility plan which will create additional bed spaces for the rapidly growing inmate population. Many of these beds are temporary and will be removed from the correctional system following the opening of the new facilities in 1991 and 1992. However, most of the additional beds are permanent, in that they will remain in use until they are no longer needed.

The table on the following page lists the additional beds, their location, number of temporary or permanent beds and the year in which they will become available to the Department of Correction.

ADDITIONAL BEDS

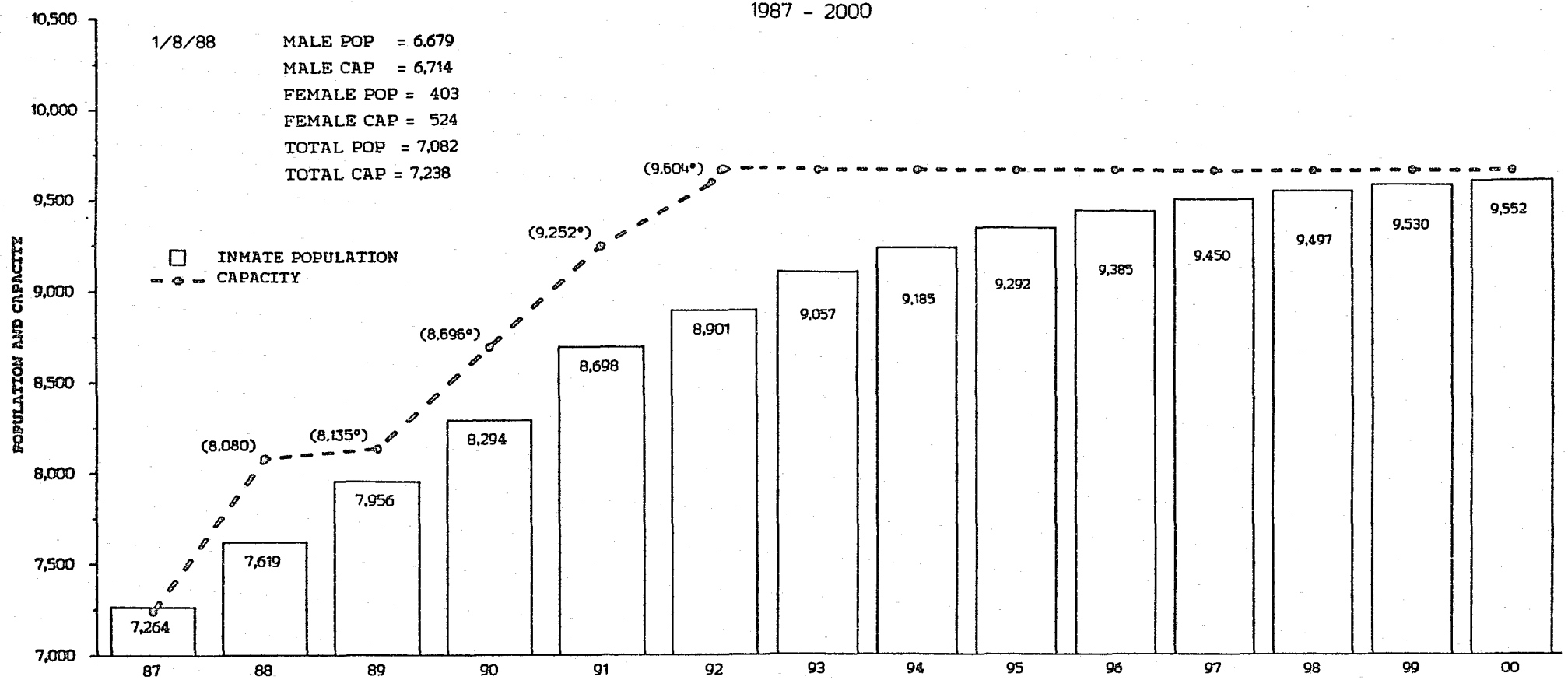
1987	Camp Hartell	+100 dorm beds	Temporary
1988	Niantic Correctional Institution	+100 dorm beds	Permanent
	Hartford Correctional Center	+100 dorm beds	Permanent
	Hartford P.D. Lockup	+ 60 beds	Temporary
	Eddy Home (CVH)	+ 80	Permanent
	Cheshire Correctional Center	+150 dorm beds	Temporary
	Mansfield facility	+ 90 beds	Permanent
	Fairfield Hills Hospital	+150 beds	Permanent
	Whiting Forensic Institute	+ 35 beds	Permanent
1989	Cheshire Correctional Center	+200 beds	Permanent
1990	Somers Correctional Institution	+300 beds	Permanent
	Hartford Correctional Center	+100 beds	Permanent
	Mansfield facility	+210 beds	Permanent

By incorporating these additional facilities with the four new major facilities over the next five years, the Department of Correction should be able to remove temporary and obsolete beds without exceeding the system capacity. Figure X graphically presents the inmate population projections for the next thirteen years and how the facilities plan will maintain the system capacity above the projected populations. It must be noted that this plan implies a strict adherance to the construction timetable for each of the four major projects. It also assumes that the actual population for the coming years will not exceed the model's projections. In the event of slippage in the timetable or the actual population exceeds the projections, the State should be prepared to activate predetermined contingency bedspaces. In this way, the Department of Correction will be assured of functioning in a short run emergency until all new major facilities are opened.

FIGURE X

INCARCERATED POPULATION AND CAPACITY BY YEAR

1987 - 2000



HARTELL
+100 DORMS

JENNINGS RD
+60

EDDY
+60

CHESHIRE
+150 DORMS

MANSFIELD
+90

FAIRFIELD
HALL
+150

WHITING
+35

HARTFORD
+100 DORMS

NIANTIC
+100 DORMS

CHESHIRE
+200

CHESHIRE **
-150 DORMS

SOMERS
+300

WESTON ST.
+100

MANSFIELD
+210

HARTELL **
-100 DORMS

WEST
JAIL
+400

EAST
JAIL
+400

MORGAN ST. **
-180

JENNINGS **
-60

PRISON
+800

NIANTIC
NO GAIN
OR LOSS

LITCHFIELD **
-105

BROOKLYN **
-145

OLD BRDGPRT **
-230

* REFLECTS PLANNED REDUCTIONS

** REMOVAL OF TEMPORARY/OBSOLETE BEDS

SECTION III

RECOMMENDATIONS

Section II of this report clearly illustrates that a significant number of programs are in place which either reduce the number of persons incarcerated or provide additional correctional bedspace.

The last page of Section II (Figure X) lays out the additional facility construction and expansions that must take place simply to avoid an emergency release of inmates. It cannot be emphasized too strongly that this plan for the future is very fragile. It depends on some very tight time tables and the assumption that our current incarcerated population projections are accurate.

There has already been some slippage in the acquisition of additional space due to the elimination of certain projects, construction difficulties, collective bargaining issues, local opposition, legal problems, etc. In spite of continuing intense effort by many different agencies and long term financial commitment to this plan, there are certainly no guarantees that all projects will come on line in time to avoid an emergency release.

Also, the inmate population forecasts in this document are conservative. Predicted arrest rates are based on the past 5 years experience. A sudden surge in arrests, (there is already some evidence that drug arrests are increasing sharply), will revise projections upward. Inmate population projections have already increased 8 percent over those shown in the 1987 Overcrowding Commission Report on the basis of 1986 arrest statistics that became available in September of 1987. Any increase in arrest, conviction and incarceration rates or the imposition of longer sentences may precipitate an emergency release situation by pushing the population beyond our planned capacity.

Finally, even if the planned expansions work to perfection and the population forecasts are accurate, we will only narrowly avoid an emergency release. The vast commitment of resources and time already outlined and our commitment to future efforts will not solve the overcrowding problem. The issue of double celling has not been addressed, nor has the elimination of all obsolete and undesirable bedspace.

It is unlikely that the extraordinary expansion efforts currently underway can be repeated. It therefore is imperative that we carry out the following recommendations for the further expansion of alternatives and the fuller exploration of controlling or reducing the number of persons incarcerated through the alteration of sentencing practices and long term crime prevention efforts.

RECOMMENDATION:

THE PRISON AND JAIL OVERCROWDING COMMISSION RECOMMENDS A SUBSTANTIAL EXPANSION OF ALTERNATIVE INCARCERATION PROGRAMS AS OUTLINED BELOW. IT IS ESTIMATED THAT THE TOTAL PROGRAM WILL FREE UP MORE THAN 500 ADDITIONAL CORRECTION BEDS PER DAY AT AN APPROXIMATE ANNUAL COST OF $4,000,000.

RATIONALE:

The many existing alternatives to incarceration have proved to be successful in allowing a great number of persons to be placed safely in the community. Criminal justice officials have indicated the possibility of further relief for overcrowding through the expansion of program resources.

It costs between $15,000 and $20,000 a year to house an inmate. Alternative programs can supervise an additional 500 offenders for less than 4 million dollars a year. It would cost 10 million dollars to house those offenders for one year in prison, without taking into consideration the cost of construction. Furthermore, all available information and studies indicate that alternative programs, when carefully administered and adequately supported, have not constituted a threat to public safety.

The expansion of alternatives also provides a much needed backup for any unexpected increases in the incarcerated population or delays in the development of new bed spaces. The expansions include:

ADULT PROBATION - While the mandate of the Office of Adult Probation (OAP) is not to reduce prison overcrowding, probation remains without question, the primary alternative to incarceration. This fact is reflected in the dramatic increase in probation caseloads over the last five years.

A subcommittee of the Prison and Jail Overcrowding Commission was established in the spring of 1986 to review OAP caseloads and supervisory resources and make recommendations to the full commission. Extensive data was collected by commission and OAP staff and a draft report was produced during the summer of 1986.

The report found that according to a 1984 survey of states, Connecticut probation officers had the second highest caseload of the 39 states that responded to the survey. Only the State of Maine reported a higher probation officer caseload, and discussion with officials from Maine revealed the figure used in the national survey was incorrect. In fact Maine's probation caseload was also lower than Connecticut's.

The Prison and Jail Overcrowding Commission therefore recommended the adoption of a variable intensity supervision plan developed by OAP and the addition of 94 new probation officers plus support staff to OAP. Forty new probation officer positions were authorized in 1987-88. This reduced average officer caseloads marginally from 273 to 241 by the close of FY 1987-1988. Over the same period average active caseloads were expected to decrease from 152 to 137. Today the average total caseload is 254, approximately twice the national average.

The Commission continues to support the expansion of OAP resources as a means of assuring public safety and the continuation of probation in Connecticut as a viable alternative to incarceration. It is therefore recommended that 54 new probation officer positions plus necessary support staff be approved in order to bring OAP staffing levels into line with the approximately $1,250,000. While it is not possible to accurately predict the number of beds saved by this expenditure, there are presently more than 44,000 persons under supervision in Connecticut.

The Probation caseload remains unmanageable, especially considering the increasing numbers of serious and violent offenders sentenced to probation. Probation supervision must be enhanced in order for it to continue as a viable alternative to incarceration.

Failure to address the current situation could result in a smaller proportion of offenders being sentenced to probation because of diminished supervision. This would create more problems for prison and jail overcrowding.

Vote: This portion of the recommendation passed unanimously.

INCREASED PRETRIAL RELEASE: In 1985 the Overcrowding Commission recommended program to take a second look at pretrial detainees who do not make bail the first time. A second interview may reveal a change in circumstance or a recommendation for a reduced bond. This program is funded through a federal grant that expires in February, 1988. With coverage at four correctional centers, approximately 900 persons per year are released after a second interview. Assuming an average of 30 days incarceration time avoided for each release, this is a savings of 75 beds per day. The Commission recommends that the State continue this program and expand it to increase activities at the Bridgeport Correctional Center, and thus provide full coverage for all major correctional centers. It is estimated that this will require 10 bail commissioners and 6 support staff at an annual cost of $350,000.

Bail Commission figures show that the proportion of the incarcerated population who are in an accused status and not serving time for any conviction on other charges, has been rising in recent months from 19.2 percent in July, 1987 to nearly 22 percent in December 1987. Figure VIII on page 16 of this report shows that if this group increases to 25 percent of the total incarcerated population by 1991, 591 beds beyond those in current population projections will be required. This would very likely put the population over the statutory capacity predicted for 1991. It is therefore extremely important to commit additional resources to the pretrial release area.

The Commission also recommends an additional $200,000 for the Bail Commission to expand contracts with private agencies that provide counseling and treatment to pre-trial people.

Vote: This portion of the recommendation passed unanimously.

TEN PERCENT CASH BAIL: The current Judicial power to release accused detainees on a 10 percent cash bail should be adopted as the most restrictive form of bail release for all misdemeanor and Class D Felony cases, unless the judge states specific reasons for requiring full bail. Bailees who fail to make their court appearances will be liable for the full amount of the bail. Persons released on a 10 percent cash bail who make their court appearances will be entitled to the return of the sum posted, less an administrative fee of 2 percent of the total bond or $50.00 whichever is greater. This shall be used to provide services for pretrial detainees. A fiscal impact analysis prior to implementation would determine whether the suggested administrative fees are adequate to support the program.

Bail review in correction centers or a combination of bail review and 10 percent cash bail could save approximately 50 pretrial correction beds per day.

Vote: 8 in favor. Judge Ment, Mr. Kelly and Major Taylor dissented.

ALTERNATIVE PRETRIAL RELEASE AND SENTENCE PLANNING: The Division of Public Defender Services presently employs eight social workers. Four are funded under federal garnts and are located in urban courts: Waterbury, Stamford, Hartford, Part A, and New Britain.

As stated previously, the social workers provide valuable services from the pretrial stage through sentencing. If social work positions lose funding, there will be a step backward in the expansion of alternatives. Sentencing plans have proven successful, with 58 percent being accepted or partially accepted or partially accepted by the courts. The Commission recommends that the four federally-funded positions be funded in order to continue this successful alternative to incarceration. The additional cost for 1988-89 would be $87,500.

Vote: 10 in favor. Mr. Shortall abstained.

HALFWAY HOUSE BEDS: The increased use of halfway houses has been an effective means of dealing with the overcrowding problem. They require less time and money to expand than correctional facilities, free limited bed spaces in institutions and provide necessary transitional services for clients.

There is a pressing need to provide additional specialty halfway house beds, i.e., those where the capability exists to treat clients with drug and/or alcohol abuse problems. At the present time, halfway houses that accept criminal justice clients with substance abuse problems have substantial waiting lists. This means that persons who might be successfully treated in a halfway house environment, instead occupy scarce bed space in correctional facilities.

The Overcrowding Commission supports the expansion of community based halfway houses by 100 beds in FY 88-89, bring the total number of available beds to 435, at an annual cost of $1,750,000. This will allow DOC to produce the high quality program services and intensive supervision necessary to release inmates into the community in a graduated manner which is both responsible and orderly.

Vote: This portion of the recommendation passed unanimously.

SUPERVISED HOME RELEASE: The Supervised Home Release program allows the Department of Correction to place certain inmates in an approved community residence. Thus, DOC can make more institutional beds available for dangerous inmates. Supervised Home Release beds are not halfway house beds, but DOC screens inmates for the program in the same way. The screening includes a determination of an inmate's ties to the community in which he or she wants to live. If the inmate participates in the program, the Division of Parole Services at the Department of Correction becomes responsible for supervision.

The Department of Correction believes that up to 300 additional persons could be added to the supervised home release program by amending some program guidelines and increasing community supervision resources, without diminishing public safety.

The Commission supports this expansion which will require 3 additional supervisors, 3 additional drug and alcohol treatment specialists and clerical support at an annual cost of $250,000.

The Commission also recommends the Alternative Incarceration Center receive $100,000 enabling it to accept more offenders in the Supervised Home Release program.

Vote: This portion of the recommendation passed unanimously.

RECOMMENDATION:

THE PRISON AND JAIL OVERCROWDING COMMISSION RECOMMENDS A STUDY BE CONDUCTED ON THE RELATIONSHIP OF SENTENCING TO PRISON AND JAIL POPULATIONS. THE WORK SHOULD TAKE INTO ACCOUNT THE NEED FOR PUBLIC SAFETY AND THE CONSTRAINTS ON FURTHER EXPANSION OF CORRECTION BEDS. THIS STUDY WOULD CONSTITUTE THE MAJOR EFFORT OF THE PRISON AND JAIL OVERCROWDING COMMISSION DURING 1988. GIVEN THE REPRESENTATION ON THE COMMISSION AND THE RESOURCES AVAILABLE, IT IS THE MOST APPROPRIATE ENTITY TO ASSUME THE RESPONSIBILITY FOR SUCH A STUDY.

RATIONALE:

Even if all of our current recommendations for construction and the expansion of alternatives are adopted, we may not meet our capacity needs beyond the end of this century. Furthermore, past experience has shown that there is no guarantee that a multitude of projects such as those proposed can all be kept on track and on time. The outcome of the proposed study may suggest additional options for dealing with overcrowding.

If planned facilities and the expansion of alternatives do not proceed on schedule, and if the emergency release of inmates continues to be an unacceptable option, sentencing adjustments will be the only alternative left. Study results can provide the basis for sentencing adjustments that may ease the problem of overcrowding without compromising public safety or the administration of justice.

Vote: The recommendation passed unanimously.

RECOMMENDATION:

THE PRISON AND JAIL OVERCROWDING COMMISSION RECOMMENDS THAT THE GOVERNOR APPOINT A SPECIAL TASK FORCE MADE UP OF CRIMINAL JUSTICE SYSTEM POLICY MAKERS AND EXPERTS IN THE FIELD OF CRIMINOLOGY, PSYCHOLOGY, EDUCATION, AND OTHER HUMAN RESOURCE AREAS WHO WILL CONDUCT A COMPREHENSIVE STUDY TO IDENTIFY:

1. IDENTIFY SEGMENTS OF THE POPULATION WITHIN WHICH A HIGH DEGREE OF INCARCERATION CONSISTENTLY OCCURS.

2. WHAT NEW OR EXPANDED PROGRAMS AND RESOURCES ARE NEEDED TO REDUCE THE PROBABILITY OF CRIMINAL BEHAVIOR BY MEMBERS OF HIGH RISK GROUPS.

3. WHAT ARE THE LONG TERM SAVINGS IN DOLLARS FOR THE STATE RESULTING FOR SUCH AN INITIATIVE.

RATIONALE:

The hundreds of millions of dollars committed to capital outlay for prison construction and the development of alternatives to incarceration in the next five years represents a small downpayment on the future cost of criminal justice in Connecticut if current trends of higher crime rates, more arrests, more convictions and longer sentences continue, and there is little reason to suspect that they will not.

Connecticut funding for criminal justice increased 70 percent from FY81-82 to FY86-87. The DOC budget has more than doubled from FY81-82 to FY87-88. Still, we are barely holding the line with regard to prison and jail overcrowding.

Current projections of future bedspace needs to the year 2000 show a continuation of barely holding the line with regard to overcrowding. These projections are based on State demographic trends and an assumption that the rate of increase in arrests over the last five years is reflective of what will happen in the next 12 years. However, arrest rates, particularly the rates for violent crime, and drug offenses have recently begun to increase more sharply. Futhermore, we are entering a period of even greater emphasis on enforcement and prosecution directed against drug offenders with substantial federal funds to support the effort.

Given all of the conditions described and indicators of future trends, it appears extremely unlikely that the criminal justice system and in particular the Department of Correction will be able to cope with increased demand for services beyond the end of this century without further massive infusion of resources even greater than what we have seen to date. This may force us into some very difficult choices with regard to other budget priorities such as education, health care, transportation, etc.

The long term solution to the increasing cost of crime and criminal justice services is to reduce the rate of crime commission, and thus the demand for criminal justice services. This does not fall within the expertise of the Prison and Jail Overcrowding Commission or our criminal justice system. We may enforce laws, prosecute, sentence, and incarcerate more efficiently and equitably than we ever have in the past but the input to the criminal justice system is determined largely by forces beyond the influence of increased efficiency in the processing and punishment of offenders.

It is therefore necessary for the Overcrowding Commission to call attention to this precarious situation. We can no longer wait until crimes are committed and then channel convicted offenders into prison or alternatives to incarceration. Connecticut is need of innovative programs, outside of the criminal justice system, which would identify potential criminals and then actively redirect these individuals at risk to become productive members of society.

Vote: The recommendation passed unanimously.

APPENDIX

Minutes of the Meeting
Prison and Jail Overcrowding Commission
December 4, 1987

Members Present: William Carbone, Larry Albert, Ed Beckwith, Paul Brown, Jim Greene, John Kelly, Larry Meachum, Aaron Ment, Richard Piotrowski for Donald Cassin, Joseph Shortall, Major John Taylor for Col. Lester Forst.

Other Attendees: Terry Capshaw, Office of Adult Probation, Katherine Kranhold, Hartford Courant

Staff Present: Tom Siconolfi, Gerald Stowell, Gary Lukasewski, Jack Bates, Kevin Randolph.

Mr. Carbone, chairman, opened the meeting at 10:08 a.m..

Mr. Lukasewski gave an update of the prison population. From January to November 1987, the population increased from 6,596 to 7,028, a 6.5% increase. From June 1987 to November 1987 the accused population increaed 17.3%. During the same period the sentenced population increased from 5,452 to 5,542, a 1.7% increase. Females average 6% of the total population. In November the male population stood 107 persons below the cap. During the same month, the female population stood 103 persons below the cap.

Mr. Siconolfi reviewed current facility expansions. He indicated that population projections and planned facility expansion should keep Connecticut below the cap up to the year 2000. However, if the actual population exceeds the projections or if facilities do not come on line on time, Connecticut would exceed the cap and an emergency release of inmates could occur.

Mr. Siconolfi explained that arrests, conviction rates, incarceration rates and demographic projections help determine prison population projections.

Mr. Beckwith discussed the Alternatives to Incarceration Subcommittee report. He indicated the Commission should urge legislators and the public to address the causes of criminality. He indicated that the criminal justice system alone will not solve overcrowding.

Mr. Stowell gave an overview of the recommendations.

Probation

The draft report recommended that the Office of Adult Probation receive 54 officer positions and necessary staff to bring staffing up to the levels recommended in the 1987 report.

The Commission unanimously supported the draft report's recommendation.

There is no change.

Ten Percent Cash Bail

The draft report recommended that 10 percent cash bail, administered by the state, be adopted as the most restrictive form of bail release for all misdemeanor and class D felony cases.

Judge Ment disagreed with the recommendation stating it would lengthen the court's business day and would not discourage an accused person from missing court appearances.

Mr. Kelly proposed to amend the recommendation to exclude from eligibility people who previously failed to appear for a court appearance, those charged with crimes carrying a mandatory minimum sentence, those who have escaped from custody and probation violators. Some members argued the exclusions were too sweeping.

Mr. Kelly's amendment failed on a tie vote.

Mr. Carbone proposed an amendment that the Commission review draft legislation concerning Ten Percent Cash Bail and that staff draft a fiscal impact statement.

Mr. Carbone's amendment passed unanimously.

Judge Ment proposed an amendment requiring a $50 minimum administrative fee for the program. He said the $5 current fee would not cover administrative costs. The amendment passed. Mr. Shortall dissented. Mr. Greene and Mr. Albert abstained.

Mr. Carbone motioned that the recommendation, as amended, be voted upon. The motion passed. Mr. Kelly, Judge Ment, and Major Taylor dissented.

> The amended recommendation calls for the current Judicial power to release accused detainees on a 10 percent cash bail. Cash bail should be adopted as the most restrictive form of bail release for all misdemeanor and Class D Felony cases, unless the judge states specific reasons for requiring full bail. Bailees who fail to make their court appearances will be liable for the full amount of the bail. Persons released on a 10 percent cash bail who make their court appearances will be entitled to the return of the sum posted, less an administrative fee of the greater of 2 percent of the total bond or $50.00, which ever is greater. This shall be used to provide services for pretrial detainees.
>
> It is estimated that perhaps as many as 50 of the part B defendants held pretrial on any given day could be released in this manner, with the cost to the state covered by the proposed administrative fee. A fiscal impact analysis prior to implementation would determine whether the suggested administrative fees are adequate to support the program.

Bail Review in Correctional Centers

The draft report recommended expanding the Bail Review in Connecticut Centers program at the Bridgeport Correctional Center and at other centers where the program has not operated.

The Commission deferred the draft report's recommendation for the Bail Review in Correctional Centers program pending additional programmatic information. Some members believed the bed saving estimates were too speculative.

Alternative Pre-Trial Release and Sentence Planning

The draft report recommended the Alternative Pre-trial release and Sentence Planning Program be expanded from 3 part-time to five full time social workers.

Mr. Greene proposed to amend the recommendation to support grants to agencies with which the Bail Commission contracts. The Commission approved the amended recommendation. Mr. Shortall abstained.

> As amended, the recommendation calls for the Alternative Pre-trial Release and Sentence Planning program to be expanded from 3 to 5 full time social workers, allowing coverage of Connecticut's five largest urban areas. The expansion will save 24 beds.
>
> The Commission also recommends $200,000 for the Bail Commission enabling it to contact with private agencies which provide counseling and treatment to pre-trial people.

Halfway House Program

The draft report recommended the addition of 100 beds to the Halfway House network.

The Commission unanimously supported the draft report's recommendation for the Halfway House program.

There is no change.

Supervised Home Release Program

The draft report recommended adding 300 people to the Supervised Home Release program. The addition requires 3 supervisors, 3 drug and alcohol treatment specialists and clerical support.

Mr. Greene proposed to amend the recommendation to support more money for the Alternative Incarceration Center. The Commission unanimously supported the draft report's recommendation as amended.

> As amended, the Commission recommended 300 persons be added to the supervised home release program by selecting specific offender groups such as D felons and misdemeanants without regard to time criteria and concentrating on offenders with drug and alcohol problems who are amenable to out patient treatment with intensive supervision.
>
> The Commission also recommends the Alternative Incarceration Center receive additional funds enabling it to accept more offenders from the Supervised Home Release program.

Intensive Probation

The draft report recommended the full utilization of the Intensive Probation program.

The Commission deferred action until additional programmatic information becomes available.

Sentencing Guidelines

The draft report recommended a study be conducted on the development and implementation of sentencing guidelines.

After discussion, Mr. Carbone proposed to amend the recommendation limiting it to a study of the relationship between sentencing and overcrowding. The amended recommendation passed unanimously.

> As amended, the recommendation calls for a study to be conducted on the relationship of sentencing to prison and jail populations. The work should take into account the need for public safety and the constraints on further expansion of Correction beds. The Prison and Jail Overcrowding Commission will do the study.

Task Force

The draft report recommended the Governor appoint a special task force to study: (a) the characteristics of people most likely to go to prison, (b) new or expanded programs to reduce criminality in high risk groups, and (c) the long term dollar savings to the State if such initiative were adopted.

Mr. Greene proposed to amend the recommendation to include a study to identify segments of the population within which a high degree of incarceration consistently occurs. The recommendation, as amended, passed unanimously.

As amended, the recommendation calls for the Governor to appoint a special task force made up of criminal justice system policy makers and experts in the field of criminology, psychology, education, and other human resource areas who will conduct a comprehensive study to identify:

1. the characteristics of those persons who are most likely to go to prison.

2. what new or expanded programs and resources are needed to reduce the probability of criminal behavior by members of high risk groups.

3. what are the long term savings in dollars for the State resulting from such an initiative.

4. segments of the population within which a high degree of incarceration consistently occurs.

The Commission will vote on recommendations that await additional information at the January 8, 1988 meeting.

The meeting adjourned at 12:15 p.m.
The minutes were prepared by Kevin Randolph.