

Annual Report

1977

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STATE OF CONNECTICUT
ELLA T. GRASSO
GOVERNOR

Annual Report

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**CONNECTICUT DEPARTMENT OF CORRECTION
HARTFORD 06115**

FOREWORD

Ours is a decade of candor. In corrections this has meant a candid acknowledgement that incarceration is a punitive response to criminal behavior. And, in acknowledging this, we have taken the first step toward an ability to use deterrent sanctions as instruments of a public policy to control crime.

Implicit in the quests and understanding that the year just ended have brought is the inescapable conclusion that no system is ever in finished form. The truths of one era become the questions of the next, and the axioms we depended on yesterday may not always bear the burdens of tomorrow. Change is the only certainty.

It has been in this spirit that we approached 1976-77. As you read through these accounts of the year's activity, we hope you will communicate to us questions and comments you may have.

A handwritten signature in cursive script that reads "John R. Manson". The signature is fluid and elegant, with a large initial 'J' and 'M'.

John R. Manson
Commissioner

COUNCIL OF CORRECTION

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OFFICE OF THE COMMISSIONER

JOHN R. MANSON, COMMISSIONER

The ninth year of the Department's organization and service has just ended. The agency was organized in 1968 to encompass within a single budgeted state unit responsibility for four felony institutions, six community correctional centers which house both pretrial individuals and convicted misdemeanants, and parole supervision. Connecticut's integrated, comprehensive correctional services are matched by such single agency models in only three other states.

This means a higher price tag for state-operated corrections, but a lower overall cost to the tax payers. This latter is accomplished by centralized functions in purchasing, business management, personnel operations, training, and an impressive number of other areas.

The year 1976-77 has seen the continuance of a dialogue begun earlier around fundamental questions confronting corrections. The pivots of these discussions have been (1) sentencing and its purposes, (2) methods of normalizing the incarceration environment, (3) incarceration only for the dangerous, and (4) the provision of voluntary after-care services.

Sentencing is as old as the criminal justice process itself. But the purposes of sentence terms have varied from place to place and time to time. A legislative commission established in 1976 has been considering alternatives for Connecticut with the active assistance of the Department. In particular, there has been consideration of functions of punishment, incapacitation, deterrence and rehabilitation. This kind of analysis leads directly into the forms of sentencing: determinate and indeterminate.

Now in wide use is the indeterminate sentence, a span of discretionary release time which advocates claim allows decisions to be made on the basis of progress toward rehabilitation. Opponents on the other hand argue that rehabilitation is a myth, a lofty ideal that research fails totally to support. Under changes now supported by the Department, fixed sentences would be reintroduced and prisoners would know their anticipated release

date. The only contingency would be the maintenance of good time credits. Rehabilitative programs would continue on a voluntary basis.

Deterrence, both general and specific, appeals broadly as a useful function in criminal justice sentencing. It is seen though as a limited objective because only a limited number of offenders are apprehended and only a fraction of these are prosecuted to conclusion.

The "pain" of punishment is, of course, closely related to deterrence. Punishment is patently simple to understand and it is the view of sentencing consequences that an overwhelming number of prisoners subscribe to both in describing their present situation and in setting out valid purposes for sentencing. Nonetheless, it is a difficult quantity to analyze: pain is subjective and one man's experience of pain will not match another's. The classical pleasure-pain, philosophical approach to sentencing advanced by utilitarians is almost impossible to assess except in offenses as minor as traffic and parking violations.

Punishment nonetheless is an ancient purpose, and there is considerable consensus around it today. But in the many forms (some of which were quite grisly) that punishment has taken over the centuries, only two survive as appropriate to the standards of humaneness that are current. These two are fines and imprisonment. In considering sentencing as the prime tool for inflicting punishment, there is, too, the widespread use of probation in present day justice resolutions. Probation is clearly in the social interest for many offenses and offenders, but it is often not construed as punishment despite the social denunciation it contains and the limits it sets on behavior.

Finally, there has been consideration of incapacitation as a sentencing purpose. Preventive detention, as recently proposed, is not within the constitutional embrace for offenders awaiting trial. Incapacitation by longer sentences, as pointed out by opponents, would be effective during the time between the current and the new average length of stay. Offender release would then revert to their former patterns of release dates. Incapacitation then is a short term solution and of no value in long term planning.

Final decisions concerning sentences will be made in legislative halls and interpreted on judicial benches, but the concerns of corrections, if for fiscal reasons alone, are genuine and based on observations at close quarters of the present system.

Secondly, the Department has continued to give attention to the normalization of institutional environments. This is rooted in the belief that prisoners need an environment approximating the outside social situation if they are to retain positive social behaviors and develop additional strengths to take with them into the community. Thus, the Department has introduced to male institutions female employees in most capacities that were formerly the exclusive province of men. Correspondence limitations have been almost totally removed. Individual prisoners have been able to establish individual, interest-paying bank accounts. And, during the year just ended, there have been programs functioning in at least two institutions that enabled men/women offenders to take part in drama activities.

During the year, the Department competed with correctional agencies in other states for a large Law Enforcement Assistance Administration grant to enable revamping of inmate industries. A grant of \$595,000, plus a state 10% cash match of \$66,111, was received to initiate the program. Subsequently, the state legislature voted a one million dollar appropriation to retire industries' debts and provide a small working capital amount.

The federal grant was to provide the following characteristics for selected industries: (1) full work week, (2) inmate wages based on worker output, (3) real world productivity standards, (4) job skills relevant to outside world work opportunities, (5) hire and fire procedures consistent with real world industry, (6) self-supporting or profit-making business operations, and (7) post-release job placement mechanism.

These characteristics were LEAA-determined goals and were set out as guidelines for development of the program, pending an assessment of local circumstances that would prioritize items to be achieved within the reality of a local timetable.

The project director for this program reports directly to the Commissioner of Correction. At this writing, the new model

embraces the institutions at Somers and Enfield, including industries in the realms of printing, furniture making, sign making, tire recapping, and keypunching at Niantic, but it is a demonstration program and its principles will ultimately be applicable to a wide variety of inmate work situations elsewhere in the system.

Illustrative of steps now being taken to modernize industries include a new accounting system, product catalogues, short turn-around for jobs accepted, and the restructuring of several aspects of institutional scheduling to accommodate the new industrial work day.

Not fully expressed, but undergirding the whole thrust of this project, is the conviction that the work ethic in American society continues to be valued and the belief that correctional institutions can repair to accommodate the application of this ethic within industries manned by prisoners. This belief in a model concept of industries is matched by hard-headed business thinking that would apply procedures found successful in the "real" world of work. The hypothesis, and variations on it, is being tested in Connecticut, Minnesota, and Illinois. Evaluation plans, now being developed, will provide some basic data in 1978.

A principle that has its roots in the preceding decade comprises a third area of concern: incarceration of only the dangerous offender. During the year plans have been drafted for non-institutional management of offenders who are believed to be non-dangerous. One form in which this type of procedure will be used will be in REDEEM (Redevelopment of Energies Devoted to Enhancing Esteem and Merit) Teams, a concept fleshed out during the past year for funding in fiscal year 1977-78.

The central purpose of REDEEM Teams is to deploy offender energies and talents in the improvement of the quality of life in Connecticut. Detention of minor offenders accomplished relatively little beyond the temporary incarceration of their criminality. The victim is not compensated, the state incurs only expenses, and the offender returns to the community either embittered or ego-deflated. In this revolving scenario, society is the injured party, losing twice: first, in the inevitable disruption that crime imposes upon community life and second, in the spiraling costs of incarceration.

Nobody has a panacea for this social dilemma. Crime cannot be ignored; it cuts too deeply at the foundations of fundamental social control. Likewise, a "get tough" policy which would put a prison on every corner and serve up an annual tax bill of many billions of dollars is not a practicable solution for a state that must meet many other social priorities. Are there other approaches for the relatively minor offender group (largely a youthful population) which has failed in the school, failed in community adjustments, and finally failed on formal probation orders? This is not a dangerous group of offenders - insofar as we are able to measure dangerousness - but it is a group of persistent and incorrigible youth that for a variety of reasons have been unable to meet or embrace the dominant social values.

A new approach is just beginning to take shape. This scheme sets up the following: (1) a life structure to which the offender can attach himself for a period of time, (2) role models who approximate the offender's age set, community experience, and life choice situations but who has not used criminal means to advance their interests, (3) useful, constructive group-selected public service projects within or near his/her home community, (4) group experiences for decision-making, divisions of labor and shared responsibility for group living in a microcosmic social unit, (5) a reasonable opportunity for release or substantial status improvement (work release, advancement toward release, status job) at the conclusion of the Team experience, and (6) an enhanced opportunity for the development of self-esteem and the making of a self image which is positive and forward looking.

In developing a full range of after-care services, the Department has turned to a new programmatic concept to accomplish this end. This is derived from circumstances in the Parole division, including heavy case loads plus a dual image deriving from roles both in surveillance and assistance.

The helping aspect of parole - which sometimes lacked the funds, sometimes the organization, and sometimes the needed services - was partially assimilated during the year by multi-service centers in Bridgeport, New Haven and Hartford. These centers brought together under one roof and one staff the many needs of men and women in parole status.

Prior departmental experience had indicated that many of these services are best provided by private contractors, and this experience was sustained and expanded in developing these centers. Agencies with good prior track records were selected to provide the core services in this reorganized approach.

Typical of the services available are temporary shelter, job development, job placement, restoration of rights and credentials, counseling services covering a broad spectrum of problems, and crisis intervention at many intersections of community return. Not all services are immediately available from the multi-service centers; some are provided as referrals to other agencies.

It is important to note that all these services are voluntarily elected by the clientele, and, although there is some overlap, they do not replace the one-to-one relationship that has characterized parole services since their inception. Early indications are that the centers are receiving exceptionally heavy usage from parolees and discharges.

Affirmative action is a current and continuing concern of the Department. In measuring progress in this area, it is to be noted that during the period 1971 to date, the number of black employees has been increased 58%, while there was concurrent increase of 431% in Hispanic ranks. Figures indicate the Department has hired minorities, except women, at a pace more rapid than the general labor market. Blacks comprise 6% of the market, but 10% in the Department; for Hispanics the figures are 2.6% statewide, and 4% in Correction; and women, who now comprise 39% of the labor market, have gone from 1% in the Department in 1971 to 13% in the year just ended.

Because of the labor market conditions and possibly because of the increased salary scales, turnover has declined somewhat. Although this has impacted on minority recruitment to a degree, the Affirmative Action program continued on an aggressive basis. CETA (Comprehensive Employment Training Act) monies were increased during the year providing additional positions which partially offset this trend, as did additional staff positions for the new Hartford Community Correctional Center.

Some of the Department minorities hired within the last few

years are beginning to appear on promotional lists and several appointments have been made. This trend should continue and begin to provide greater opportunities for upward mobility.

During the past year the Personnel section expended a great deal of time and effort in preparing for and participating in the collective bargaining process. With the bulk of the Department staff being represented by the American Federation of State, County and Municipal Employees (AFSCME) while the balance of the state is represented by the Connecticut State Employees Association (CSEA), many of the problems in administering the contract will be unique to corrections. Because of this, it is anticipated that a great deal more of the Department's time and effort will be put into the contract administration phase than would be the case if we were part of the master agreement.

The major incident testing the system in 1976-77 derived not from the offender, but from the employee ranks that selected AFSCME as the union to represent their interests in a first-ever session of collective bargaining.

In April, an employees' union representing approximately two-thirds of departmental personnel called a strike protesting the "slow" pace of collective bargaining with state and departmental negotiators.

All essential correctional services were maintained through the retention of personnel working the shift preceding the strike call, the use of managerial and central office personnel in institutional management, and the use of State Police personnel in perimeter security roles. No untoward incidents occurred in the system's institutions and the strike ended after three days. A tentative contract had been initiated, and there were both court and gubernatorial orders to return to work as the strike ended.

The year saw, too, the opening of new community correctional centers at New Haven and Hartford. Part of the Department's master building plan, these facilities replaced old and antiquated buildings dating back to the middle of the nineteenth century.

Many of the old custodial operations and functions are replaced by electric and electronic devices that enable a housing

officer to supervise inmate movements and to monitor such closely without leaving his central control post. Another advantage offered by these new designs is the almost infinite capacity to classify inmates into discrete groups based on the 12-person housing units provided by the architecture of these facilities.

In addition, the buildings provide for centralized treatment components, a central clinic and infirmary, enlarged and modernized family visiting areas, school, library and allied use areas, and improved indoor and outdoor recreational space.

In the case of New Haven, the old facility will be demolished within a few months. At Hartford, the old building reverts to state use and ownership.

At the end of the year, there was astir activity to indicate the Department would be moving into as yet unexplored areas. Some of these areas are described briefly below.

1. Community service as an alternative to incarceration: The Department, in 1975-76, had already worked with community service as a component of the incarceration experience at centers in Brooklyn and New Haven. The new thrust, if enabled by a federal grant, would provide community service as a sentencing alternative for minor offenses.

2. Mediation and arbitration as alternatives to incarceration and other sanctions: Community disputes in which residents sometime indulge in criminal "solutions" frequently lend themselves to alternative community handling. The mediation of disputes or the submission of disputes to binding arbitration can, it is believed, result in fairer and more durable remedies than handling as criminal acts might provide. This represents an area in which police-corrections cooperation would be a fundamental aspect of success. Demonstration programs in mediation and arbitration in New York City are now being studied.

3. Comprehensive health care in community correctional centers: The Department is now addressing minimum standards recently recommended as minimal for correctional facilities. In addition, the larger matter of total health care, including

psychiatric, dental and health counseling, are being considered as a total package for private foundation funding. In this plan, a single correctional center would be selected for a demonstration program wherein procedures would be tested, evaluated and recommended for total system adoption.

INSTITUTIONAL SERVICES

RAYMOND M. LOPES, Deputy Commissioner

CONNECTICUT CORRECTIONAL INSTITUTIONS

Somers	Carl Robinson	Warden
Enfield	Richard Steinert	Superintendent
Cheshire	Dwaine Nickeson	Superintendent
Niantic	Elizabeth Durland	Superintendent

RAYMOND COYLE, Correctional Center Administrator

Bridgeport	Victor Liburdi	Warden
Brooklyn	Richard Hills	Warden
Hartford	Richard Wezowicz	Warden
Litchfield	Charles Brownell	Warden
Montville	Henry Karney	Warden
New Haven	Francis Moore	Warden

HEALTH SERVICES - David Hedberg, Director

DRUG & ALCOHOL TREATMENT - Donald McConnell, Director

CORRECTIONAL EDUCATION - Edmund Gubbins, Director

CORRECTIONAL INDUSTRIES - Roy Powers, Director

MODEL PRISON INDUSTRIES - Robert McVay, Project Director

The institutionalization of adjudicated offenders comprises an important and major segment of the Department's work. It is in this area that an overwhelming amount of the budget is devoted, and it is in institutional settings that specialized programs are concentrated.

Institutional tranquility is a major concern of administrators. Without it there can be no programmatic activity, but with it steady and incremental levels of inmate participation can take place. The Department's view is that safe custody is essential both to the welfare of inmates as well as staff.

The building of such an atmosphere has several ingredients:

First, there is the necessity of communicating a sense of fair play in all relationships between staff and inmates. Basic to this, of course, is the guarantee of due process procedures in areas that affect the circumstances of inmates—listening to him, asking him about mitigating circumstances, and giving scope to his own wishes and preference whenever possible.

Secondly, institutional safety cannot proceed from repressive measures. It must be won from an organization and array of contingencies that give impetus to positive forms of behavior, behaviors that can be rewarded in tangible and meaningful ways.

In the Connecticut system due process is guaranteed in all proceedings. Further, individuality and individual dignity are enhanced by a number of circumstances. Not least among these are the guarantees of privacy through uncensored and free correspondence.

Among the reinforcements available for positive forms of behavior are family visits, home phone calls, and furloughs. This last—furloughs—undoubtedly has the strongest and most compelling strength of any contingency. The proof is in its exercise, and elsewhere in this report it is noted that more than 13,000 furloughs were granted in 1976-77.

Institutional services are, of course, many and varied. Their provision and conduct, however, though is complicated by rising and falling numbers of inmates. These changes over the past five years help make this problem clear.

YEAR	AVERAGE NUMBER	PERCENT CHANGE
1971-72	3320	
1972-73	3029	- 9%
1973-74	2769	- 9%
1974-75	2854	+ 3%
1975-76	3200	+ 12%
1976-77	3201	-

The numbers represent the average daily population for each year, including all men and women whether pretrial or sentenced.

Over the years there has been an impressive number of physical and programmatic changes in all institutions. The following are some of the annual highlights reported by the component institutions of the Department.

At the Connecticut Correctional Institution, Somers, a Complaint Coordinator Program was initiated in March. This program supplements the ombudsman and the legal assistance attorneys in providing mechanism for the resolution of inmate grievances and problems. Since March, the Complaint Coordinator has processed 81 complaints.

Also at Somers during the year an inmate disturbance marred a general state of institutional tranquility. In September, 66 inmates refused to return from recreation, and this eventuated in minor injuries to two inmates.

The employee strike in April caused a deep and potential divisive impact on employee inter-relationships. These effects though had largely abated by the end of the fiscal year.

The Connecticut Correctional Institution at Enfield also notes problems generated by the strike as well as problems derived by acceptance of "marginal candidates" in the inmate ranks coming from Somers. On the positive side, while the Department was stressing suicide prevention, Enfield reported it had had no suicide attempts since it opened eleven years ago. Nonetheless, a program was initiated to qualify 100% of its staff with cardio-pulmonary resuscitation skills.

The Connecticut Correctional Institution at Niantic reported a highly successful REBOUND expedition, a program that utilizes physical challenges to build social strengths. Ten inmates participated with two leaders. The institution benefitted from the volunteer services of a professional librarian, and the drama workshop, initiated during the year by a professional acting group from New York, will be continued in 1977-78. The keypunch industrial operation was revised during the year and thoroughly modernized.

The Connecticut Correctional Institution, Cheshire, reports that the segregation unit continues to be operated according to a medical modality and correction officers are cycled through the program to reach total staff understanding and support. The fire plan has been updated and unannounced drills indicate its functional value. A full-time professional library has upgraded services in this area.

The Community Correctional Center at Hartford notes the preparations, including totally new post orders, that have gone into the move to the new facility in the North Meadows. This move was accomplished without incident at the end of the fiscal year.

At the Community Correctional Center in New Haven, both the advantages and difficulties generated by the new facility are noted. Very positive gains are seen in the facility's ability to enable every day visiting in surroundings far superior to those available in the old nineteenth century structure.

The Community Correctional Center at Bridgeport notes progress in their pre-release unit, where space is available for fifty work and educational releasees, and thirty men in pre-release status after receiving parole release dates. The pretrial detention unit at Bridgeport completed three years of federal funding, but will now be supported by the Department.

The Community Correctional Center at Brooklyn reports a new program for inmates in value clarification provided by an Addiction Services counselor. The institution reports some continuing success in placing men in work release status despite the chronic and widespread unemployment circumstance of the region.

The Community Correctional Center at Litchfield, while noting problems with the drug treatment program, reports that an Alcoholics Anonymous program has been quite successful and a number of furloughs have been granted to enable inmate attendance at group meetings outside. Progress in enabling the release of pre-trial accused persons is also reported.

The Community Correctional Center at Montville reports an

active series of college level courses in which 38 inmates participated. More than 300 furloughs were recorded and work releases earned in excess of \$16,000, a third of which was returned to the institution for room and board.

HEALTH SERVICES

Medical, psychiatric, and dental services in the Department are an integral part of the rehabilitation process. Correctional inmates present a wide variety of medical and psychological illnesses. There are substantial health needs to be met in this population, most of whom have never given proper attention to their health needs prior to assignment to the Department. The hospital facilities at Somers and Enfield are designed to meet all of the health needs of that population. With several full-time physicians, two full-time dentists, and a mental hygiene unit staffed by psychiatrists and psychologists, virtually all health problems may be treated without referral to outside agencies. The addition of a part-time anesthesiologist supports the surgical program which continues to attract surgical specialists from the University of Connecticut Health Center, who hold specialty clinics and provide surgical services to inmate residents not only at Somers but to those who may be referred from other correctional institutions for elective surgery.

At the level of the Community Correctional Center, where the turnover rate is exceptionally high and the physical condition of new admissions is frequently deteriorated, there is a constant need for quick assessment, treatment, and, at times, referral to local health facilities. Each center has physician coverage on a contractual basis with salaried nursing personnel to cover the hospital unit. Each center also has a psychiatrist who visits weekly and provides 24-hour coverage for emergency situations.

The medical department has taken an active role in the planning of medical, dental, and psychiatric services for the several new facilities recently opened and under construction. With the opening of new facilities at Bridgeport, New Haven, and Hartford, the ability to provide better treatment has been enhanced. These new facilities greatly increase the efficiency of the medical staff. Additional hours are available for in-service education of all medical personnel.

Medical services in the Department of Correction continues to receive national recognition for its service to inmate populations.

DRUG AND ALCOHOL TREATMENT

During this fiscal year, Addiction Services division continued to develop the continuity of care model for substance abusers. Focus was maintained on the areas of diversion, mental transfers, treatment and rehabilitation in the correctional facilities, and reentry services.

The number of individuals diverted from pretrial status to treatment facilities is lower than the number diverted last year. Most diversions are developed by facility alcohol counselors working in coordination with court personnel and various community agencies and individuals. However, this year problems such as extended illness, part-time instead of full-time counseling, and two facilities operating without alcohol counselors contributed significantly to a drop-off in this activity.

Mental health transfers became significantly more active during 1976-77, with more drug related transfer proposals being processed than during any previous period. Also, a plan was devised to implement legislation covering the transfer of individuals with alcohol problems. Efforts are being made to resolve the situation and the flow of alcohol clients from the Department of Correction to the Department of Mental Health should soon be under way

Overall, the division has continued to devote more attention to alcohol abusers than drug abusers in the hopes of creating a balanced treatment approach. During the year alcohol counselors were placed in the Waterbury, Norwich, and Bridgeport FIRE (Facilitating Integration and Re-entry Experience) officers, greatly facilitating the continuity of care from facility to community. Also, alcohol counselor vacancies were refilled at Enfield and the Community Correctional Centers at Brooklyn and New Haven. The temporary counselor position was restored to a full-time position.

The Behavior Studies modality which was initiated at Connecticut Correctional Institution, Enfield, in 1975 graduated its third group on May 24, 1977. Also, six additional Addiction

Service staff are being trained in this methodology and their involvement will provide for the expansion of this program. The immediate hope is to be able to initiate behavior studies classes at Connecticut Correctional Institution, Somers and Community Correctional Center, Hartford. Thus far the program has been well received by all who have been in contact with it and early indications are that it is helping people to learn new ways of coping with life situations.

During this past fiscal year Addiction Services staff made eight training day presentations at the Justice Academy, Haddam, and were involved in the training of 135 persons.

Since it is felt that a good introduction to Addiction Services is crucial to the development of well-rounded correctional employees, there is the intention to expand the Haddam input to a 12-hour, or two-day program.

Primarily through a staff planning committee, interviewing various treatment personnel, Addiction Services division is presently analyzing treatment needs and beginning to develop a description of an ideal system-wide program package. This kind of endeavor throws much light on the extent of present inadequacies and makes one hopeful that the decision can, through financial and other assistance, realize the implementation of improved programming very soon.

SOMERS: Empathy I, the full-time drug therapeutic community at Somers began its seventh year of operation in 1977. This past fiscal year saw several staff turnovers which resulted in periods of reduced treatment activity. However, vacant slots are being refilled and the outlook for 1977-78 is promising. If the behavior studies program can be implemented at this institution, it will facilitate Empathy I as well as the ongoing alcohol treatment program.

ENFIELD: Staff turnover presented some problems at this facility and client numbers were somewhat down from the previous year. However, the list of available program/activities remained high and diversified. Also, the new alcohol counselor expanded the existing alcohol program to include more individual counseling and an educational segment having to do with the emotional and physical aspects of alcohol.

CHESHIRE: Through funds made available by this institution, the part-time alcohol counselor was kept in place, and activities still include recruiting through orientation, individual and group counseling, staff and inmate seminars as well as coordination with Project FIRE. This counselor estimates that about 40% of the population is alcohol or poly-addicted, while another 15% are potential addicts signaling the need for an additional full-time alcohol counselor.

Phase III of the ONCIT (Objectivity Now-Community Involvement Tomorrow) program became fully operational during this past year. Also, Thresholds training is now being offered in addition to concept therapy and the overall program continues to be available to more of the Cheshire population.

NIANTIC: At the Niantic institution, the role-playing component of the relaxation and assertive training program offered by the out-patient clinic was enhanced through the use of psychodrama and sociodrama.

COMMUNITY CORRECTIONAL CENTERS: At Brooklyn, a community-oriented program, Project REAP (Rehabilitation and Education of the Addictive Personality) was continued. Recently, a values clarification component was added to the existing activities and thus far is being very well received. In addition to Somers and Cheshire, the centers at Montville and Litchfield continue to offer residential concept programs, though the programs vary considerably depending upon the nature of the institution. In the smaller centers, such as Montville and Litchfield, the focus is more on the community. At Hartford, New Haven and Bridgeport, except for a period of part-time counseling at New Haven and illness at Bridgeport, the alcohol programs in the urban centers were active throughout the year. Emphasis was on identification, individual and group counseling, Alcoholics Anonymous coordination, and improving the working relationship with Project FIRE. Diversion figures were down from the previous year primarily because of the above-cited Bridgeport and New Haven problems.

Drug programming in the urban centers remains underdeveloped. With no staff to provide drug services/treatment this division must continue to rely on the input of the community

agencies and, as previously reported, coordination of these services is lacking.

PROJECT FIRE: Project FIRE, which is the statewide community-based program in the Addiction Services continuity of care model, expanded in terms of the number of clients receiving re-entry services. The program was again commended for its efforts by the Connecticut Justice Commission's Executive Director who writes, "A recent review of our project has identified FIRE as one of the very best that we have founded over the past few years." Funding sources for FIRE during the coming year will include the General Fund, Connecticut Drug Council, State Labor Department (CETA, Special Governor's Grant).

CORRECTIONAL EDUCATION

The Correctional School District carried out its responsibility to provide educational opportunity for inmates within the correctional system during the past year, and expanded its efforts in the area of Special Education and Education for the Handicapped. In addition to the regular course of studies, including adult basic education, secondary education, General Equivalency Diploma examination preparation, vocational education, and college program, the District provided special instruction to those found to have learning disabilities and other handicaps. In expanding its special education instruction, the District, therefore, came into full compliance with both the state and federal mandates for specialized education programs.

A Literacy Volunteer Adult Basic Education Reading Program was established within the District during the past year. Financed through a Law Enforcement Assistance Administration grant, this program provided tutors for individual instruction to inmates in five of the community correctional centers and two institutions who were found to be illiterate. As of June 30, 1977, 70 students received tutorial services, and approximately 40 tutors were trained.

The Follow-Through Counseling Program, founded under Title I, the Elementary and Secondary Act, was established within the School District. This program provides for educational decisional counseling for neglected and delinquent youth. Thirteen counselors were added to the District staff along with a

program director. During the first year of this program approximately 350 youth were provided with this counseling service.

Through a grant received from the Department of Education, the District increased its educational program for non-English speaking students. In addition to the English Second Language teachers at the four institutions, such additional teachers have been placed in the four larger community correctional centers. With the start of the new school year this English Second Language program will be extended to include the smaller community correctional centers. This action by the District is an effort once again to comply with the educational guidelines of the State Department of Education and the Department of Health, Education and Welfare, by providing, as adequately as possible, educational offerings to non-English speaking students.

In order to comply with the various state and federal acts governing education, the School District established teacher evaluation committees, completed its confidentiality policy regarding the student record, established policies and procedures for the evaluation of students, and developed prescriptive educational programs for those who were found to have learning deficiencies.

The State Department of Education continues in its very strong support of the educational effort of the School District, not only in providing some of the much needed funds to carry out the programs of study, but through constant cooperation with consultants from the various disciplines. The State Department of Labor continued to fund the Comprehensive Employment Training Act program at the Enfield Correctional Institution as well as a food service program at the Bridgeport Community Correctional Center.

The staff of the School District is now comprised of 94 professional personnel and 12 supportive staff. The number of General Equivalency Diplomas awarded during the year was 325. In addition, the School District has made available to all staff in the correctional system some four corrections-specific courses through Tunxis Community College.

Appreciation is noted by the School District for the considerable support received from personnel of the Department of Correction as well as from the sister agencies within the state to carry on the very important task of providing educational services.

CORRECTIONAL INDUSTRIES

Elsewhere in this report is a segment devoted to the Model Prison Industries grant and program. This has been the major focus and thrust of Correctional Industries since November, 1976, when the Project Director assumed his duties.

In sum, a great deal of fundamental restructuring of Correctional Industries has been accomplished preparatory to introduction of the Model Prison Industries concept in Connecticut. Cooperation by key personnel in the Department has been excellent. Cooperation of the state fiscal authorities, the Senate/House leadership and the key state agencies concerned facilitated a major refinancing of the Correctional Industries Revolving Fund. Expenditures from the grant were delayed somewhat because of the restructuring, but at year's end these funds had begun to be committed from a solid fiscal structure.

EVALUATION AND INSPECTION SERVICES

DORIN POLVANI, Deputy Commissioner

COMMUNITY RELEASE	John Waters, Chief
PUBLIC INFORMATION	Constance Wilks, Director
PROGRAM EVALUATION	Angelo Zangari, Director
RESEARCH AND INFORMATION SYSTEM	Thomas DeRiemer, Director

In the departmental reorganization of 1975, there was created a new unit to provide evaluation of individuals applying for work and educational release and those asking for furloughs. These are times consuming yet important tasks as the statistics compiled below will disclose. The success of release procedures, it is believed, derives directly from the carefully drawn criteria and screening at several levels.

COMMUNITY RELEASE

In work or education release, typically, the participant is employed or attends school during the day and returns to the institution at night. He lives in a special unit at one of the community correctional centers designed both to segregate him from non-participating inmates, and to afford him a greater measure of freedom in the conduct of his non-working hours. During hours in the work release facility, the participants are both supervised and counseled by specially trained community release counselors.

In some cases the community releasees are housed in facilities other than those operated by the Department. In 1970 there were five such units; in the year just ended some 20 houses were utilized by the Department.

As the statistics below indicate, there has been growing use of community release since its authorization in fiscal year 1969:

1969 - 119	1974 - 582
1970 - 186	1975 - 715
1971 - 202	1976 - 891

1972 - 299

1977 - 849

1973 - 429

In this last year some 79 individuals were removed for cause and there were 14 escapes. This represents a "failure" rate of about 9.1%, a statistic that is down by several percentage points from last year. But, it is important to note that despite these removals and escapes, there has not occurred any serious incident or offense in community release.

The utilization of community release has, in addition to its rehabilitative function, other important advantages to the community. First, work releasees pay back to the state the cost of their room and board. In fiscal year 1975 this return to the state's General Fund was \$36,000. Second, all work releasees pay federal income taxes, and in 1975 this return to the Internal Revenue Service amounted to almost \$50,000. Less definitive figures were available for this report, but indications are they were not changed substantially.

In the case of furloughs, an individual inmate may be released for a period of hours or days according to the individual needs developed in the furlough application by institutional counselors. Furloughs may be granted for any legitimate purpose, including attendance at funerals, death bed visits, employment interviews, pre-parole arrangements, or family visits. This final category is reflected in the exceptionally large number of inmates who are furloughed at Christmas, Thanksgiving, and other days of special family significance.

Since the inception of this program a grand total of 46,030 furloughs have been granted.

Authority for the use of furloughs was expanded by the 1974 legislature to include out-of-state furloughs for men/women whose residential or family situations warrant such releases. About 277 such furloughs were granted in 1976-77. The utilization of furloughs has further been expanded by the granting of renewable 15-day furloughs to selected participants as re-entry experience.

The summary of previous years will indicate how the use of this tool for maintaining family and community ties has grown with each year.

YEAR	NUMBER OF FURLOUGHS	INCREASE OVER PREVIOUS YEAR
1970-71	400	
1971-72	1600	1200
1972-73	4042	2442
1973-74	5640	1598
1974-75	8790	3150
1975-76	12,528	3738
1976-77	1,030	502

Furloughs continue to be carefully screened at the institutional and central office levels. The rate of failure - escape or a new offense - has been less than three-tenths of one percent over the seven year period the program has been in effect.

PUBLIC INFORMATION

The Public Information office has a continuing responsibility to inform citizens and the various "publics" about the Department, its programs, policies and goals. It also has the responsibility of evaluating the public information effort and public opinion/education in that regard.

Throughout the year, this office maintained contact with the general public, numerous school groups, civic organizations, members of the General Assembly, the Council of Correction, department staff and the Commissioner's Office to effect these goals.

During fiscal year 1976-77, public inquiries indicated that a generally enlightened public asked more specifically about programs, issues and policies. Apparently, having gained general knowledge about the Department, many people were interested in learning more. For example, requests from schools for speakers to give "an overview of corrections" were less frequent; instead, requests centered on specific material such as work release, the role of halfway houses, and parole vs. abolition of parole. This

interest by the public was further evidenced through telephone or personal comments on issues presented in the media such as those concerning national rising populations and fixed sentencing. This trend toward greater interest in corrections is heartening, particularly in regard to high school students who are, or soon will be, taxpaying voters.

It appeared, too, that fiscal year 1976-77 brought opportunities for improved relationships with the media in general. Over the past few years the Public Information Office has endeavored to build credibility and rapport with the media in the effort to better inform the public. Apparently this has been accomplished to a desirable degree. On several occasions, for example, when information was received from sources outside this office, members of the media contacted the Public Information Office to determine fact and/or to gain the departmental view of the situation. In effect, while the media had the liberty of reporting freely, more often the choice was to report objectively in regard to Department news.

Generally during the past year the Public Information Office provided information in support of every division of the Department and each facility administrator. Major support was directed to such specific projects as the dedication of the new Hartford Community Correctional Center, the Volunteer Recognition Dinner, Thresholds, educational tours of the old Whalley Avenue jail in New Haven, Operation Santa Claus, internal communications bulletins, prison industries, and employee activities/recognition. Two media conferences were held, one in conjunction with the visit of the national director of VISTA, the second in support of the Niantic Drama Workshop group.

In addition, two events of importance occurred during the past year which made substantial demands in the area of public information; In September, the spontaneous inmate unrest at Somers Correctional Institution with sporadic events such as the impromptu inmate hunger strike and the disquieting incidents in the segregation unit at Somers this past spring; and in April, the strike by correctional employees during the course of contract negotiations.

In line with the fact that fiscal year 1976-77's collective

bargaining effort brought forth issues which had the potential for creating negative reaction toward the Department from the "internal public," the Public Information Office made the effort to improve communications and foster better relations through a series of seminars which stressed the importance of positive public information/relations and the role of the individual correctional worker in maintaining this. The seminars were held at various times of the day to accommodate shift workers, and were given at Somers CCI, Enfield CCI, and Brooklyn CCC. This is an ongoing project and plans are being projected to include all other facilities in the coming fiscal year. The internal bulletins mentioned earlier are another continuing effort in this direction.

Finally, the Public Information Officer was selected to serve on the Public Information Committee of the American Correctional Association, an appointment which offers opportunities for creating change and for educating publics nationally in regard to corrections.

PROGRAM EVALUATION

Evaluation in this realm relates to investigations conducted by the Department to ascertain facts in situations important to the conduct of departmental business. This would include character checks of new employees, allegations involving staff and/or inmates and the accumulation of information essential to the legal obligations of the Department.

Closely related to this evaluative function is the new and enlarged role that inspection is to play in departmental activity. Inspection is to be based on administrative directives of the department, a comprehensive, loose-leaf volume which forms the procedural base of essential operations. Administrative directives were totally revised in 1976-77 and reissued.

The preamble to this volume is the United Nations Minimum Standards for the Treatment of Offenders, which was adopted in late 1974 by the Department in a proclamation that ordered "continuing inspection as to (the standards') adherence." This concept of inspection, with particular evaluation of unit adherence to Directives, was fundamental to the departmental reorganization.

RESEARCH/INFORMATION SYSTEM

The research division operates in three functional areas: computerized information systems (CORRECT), client records management, and research, Public Act #152, 1968, requires that the Department establish a research and statistics program.

The year just past saw the Department's computerized record keeping system under stress. Concurrent with greatly increased demands upon and utilization of the information generated by this section, there were efficacy challenges from which has come a strengthened commitment to computerization of management information systems.

In response to questions about systems operating costs, the information system section prepared an in-depth analysis of equipment and computer usage charges.

In June, 1976, an information system committee was expanded and given an additional short-term assignment to prepare an application to become an LEAA-funded participant in the development of an Offender-Based Correctional Information System (OBSCIS), with the research director serving as project manager.

During the year, considerable progress was made to improve system integrity and dependability. System auditing and security controls were improved. Many programs were adjusted to become more efficient in terms of computer time/changes.

During 1977-78, the central client records office will be consolidating client-related filing systems (which are about ten in number) into the central office filing area. The correctional histories manager will be setting procedures for the reorganization of records at all ten facilities and the parole district offices, leading to a positive program for destroying over-age client files.

Economic restraints have continued to prevent the publishing and distribution of research reports for general public and library consumption. However, eight reports and 20 research "tidbits" were distributed internally. In March and June, the first editions

of the new "Quarterly Statistical Summary" were distributed. The reports contain over thirty statistical tables describing some of the characteristics of Connecticut's offenders. Wardens and program administrators have been receiving print-outs which, since March, show the same statistics as the Quarterly Report, but at the detail level of their individual responsibility.

The Research section continues to respond to a wide range of internal and external requests for information and statistics. The Research Advisory Committee approved eight biomedical and six social/political studies for conducting within agency facilities.

COMMUNITY SERVICES

LAWRENCE ALBERT, Deputy Commissioner

DIVISION OF PAROLE Earl Mercer, Chief, Parole Services

DISTRICT PAROLE OFFICERS

Hartford Arthur Blomberg, Supervisor

New Haven John Morytko, Supervisor

Bridgeport Robert Houston, Supervisor

VOLUNTEER SERVICES Joseph Trotta, Director

PROJECT F.I.R.E. Donald McConnell, Director

Community Services operates to encompass all of parole, including interstate compact cases and the coordination of community sources of assistance for released offenders. New in 1976-77 have been operations of multi-service centers for releasees in Bridgeport, New Haven and Hartford. Additionally, there is coordination and standard setting for group homes and halfway houses utilized by the Department.

Unique to Connecticut has been a whole network of private/public agencies, subsidized by the Department, that serve the interests of released men and women.

Funds were secured during the year to support an evaluation unit for Community Services, and to expand the scope of Volunteer Services. Pre-release programs have been developed for the community correctional centers at Bridgeport and Hartford. Project FIRE (Facilitating Integration and Reentry Experience) made use of a number of employees secured through the Comprehensive Employment and Training Act (CETA). A contract was developed to hold an autumn 1977 session for five-year (1978-83) planning for Community Services.

Among areas of important development has been the halfway houses and programs for men/women returning to the community.

This year's community services activities have yielded improved halfway house services to Department of Correction clients. Three significant improvements were accomplished. First, Halfway House Guidelines were developed by the Department and recently implemented. These guidelines will provide a baseline for evaluating the suitability of halfway houses to serve correctional clients. Compliance with these guidelines should also bring houses very near to or into compliance with the American Correctional Association's Accreditation Standards for Adult Community Residential Facilities which were recently promulgated.

Secondly, a three day training seminar was conducted for the benefit of correctional halfway houses and the Department's institutional work release program. This training covered the topics of house management, counseling techniques, and resource development. The training led to not only better programming in the houses, but it also led to a better working relationship with the Department of Correction. Another three day seminar is being planned for August.

Thirdly, halfway house services have expanded during the year. Twenty-six halfway house facilities were used by the Department. The Department contracted with fourteen of these houses and were able to place individuals without charge in twelve other facilities. Three hundred and sixteen work release inmates resided in halfway houses this fiscal year.

The average number of community releasees residing in a halfway house setting each week was 80 individuals. Two hundred and one inmates were discharged from halfway houses this fiscal year. Almost 75% of these discharges were to parole. There were also 39 individuals returned to institutions for either positive or negative causes, i.e., medical reasons, requests for withdrawal, or non-program compliance. Sixteen residents escaped while at halfway houses.

The average length of stay at halfway houses was 12 weeks or 3 months. A graph of the length of residential stay shows the distribution of lengths of stay is skewed to the right. The median length of stay was nine weeks, three weeks less than the average. 75% of the discharged residents stayed four months or less, and

90% resided in houses less than 5½ months. With the widespread use of the re-entry furlough as another step closer to the community, the lengths of residential stay are reduced even more, in most instances by one month. Problems still exist securing placements so that the community releasee resides in a house for between three and four months, a period for which some research indicates is an optimum time.

In general, halfway house programming has advanced significantly. Next year, efforts will be made both to allow releasees to reside in programs for a period of three to four months and to increase the beds available for placement by 25%.

DIVISION OF PAROLE

The Division of Parole provides supervision and services for all persons released by the Board of Parole from Connecticut correctional institutions, as well as those authorized for release by the Commissioner of Correction under the provisions of Section 19-480 of the Connecticut General Statutes. The Division also administers the Interstate Parole Compact, the New England Correction Compact, the Correction Compact for the Southern and Western States and arranges for transfer of prisoners by contract with the United States Bureau of Prisons. The Chief of Parole Services is the administrative head of the Division of Parole, and he is directly responsible to the Deputy Commissioner for Community Services. There are three major supervision districts with offices at Hartford, New Haven, and Bridgeport. Other small branch reporting stations are maintained in other communities.

At the beginning of the fiscal year the Division of Parole had a total of 1,673 parolees under supervision who had been released from the correctional institutions in Connecticut. In addition, there were 115 parolees from other states under supervision in Connecticut under the terms of the Interstate Compact. One hundred and seventy-five Connecticut parolees were under supervision in other states through the terms of that Compact. During the year the Parole Division released from Connecticut correctional institutions and placed under supervision a total of 1,031 men and women who had been granted parole. In addition, 90 out-of-state parolees were accepted for supervision in Connecticut, making a total of 2,909 persons receiving parole

supervision and services throughout the year. The average caseload per parole officer in Connecticut as of June 30, 1977 was 70 parolees.

Through Connecticut's participation in the Interstate Parole Compact, parole officers conducted 146 investigations requested by other Compact states. At the same time, the Chief of Parole Services initiated 177 requests for Connecticut parolees to be supervised in other states. In addition to these parole compact transfers, the Parole Division Interstate Unit also processed sixty matters on the Detainer Compact and processed 169 warrants from other jurisdictions within the state. It also handled six extradition cases and 20 deportation matters.

Nine hundred and twenty-three Connecticut parolees successfully completed parole and were discharged at the expiration of their maximum sentence during the year and 118 cases were granted early discharge by the Board of Parole.

The Division of Parole investigates all alleged matters of parole violation and reports to the Board of Parole and the Commissioner of Correction concerning these matters. During the year 264 cases of parole violation were reported. Of these, 111 were the result of convictions on new criminal charges, and the remainder were returned to prison for technical violations of parole or as a result of probable cause hearings prior to court conviction. Preliminary hearings by the Parole Division Hearing Unit, under the terms of the United States Supreme Court's Morrissey Decision, were given in all cases where a court conviction had not been obtained, unless waived by the parolee.

The Parole Division continues to cooperate and work with other community units in providing services and supervision to parolees. The parole officer continues to be responsible for monitoring and supervising the activities of parolees in the community, but assistance is also offered to the parolee by private agencies, some of which are funded through the Department of Correction Grants.

Volunteer programs also assist the Parole Division in providing services to parolees. Among them are the Volunteer Parole Aid Program, which was begun in cooperation with the

Bar Association and the Volunteer Sponsor Program maintained by the Connecticut Prison Association.

VOLUNTEER SERVICES

Volunteer Services has only a three-year history with the Department, but during 1976-77 it demonstrated how wide is its applicability to departmental functions and programs.

The outstanding development in Volunteer Services this past year were:

1. The award of a grant of \$37,000 for a program entitled "Volunteers in Re-Entry;" monies from this grant will enable Volunteer Services to contract with Decisions, Inc. for another year and to hire a trainer to work with all volunteer programs and the staffs of pre-release and multi-service centers.

2. The award of a grant for pre-release which will enable Volunteer Services to hire two counselors for pre-release in Bridgeport Community Correctional Center and two volunteer coordinators, one for Bridgeport and one for the Hartford Community Correctional Center.

3. The Volunteer Recognition Dinner was attended by approximately 300 people. The Department had 37 representatives present at this affair. From all indications, this activity was a resounding success.

Some 21 VISTA (Volunteers in Service to America) personnel were made available during 1976-77 to the Department at no state expense. These individuals function in a wide variety of roles with the Department and/or with agencies under contract to the Department. Some outstanding accomplishments of the VISTAs this year have been: (1) A research project on credit unions has been completed; (2) a research project on crisis intervention services in Hartford has been completed; (3) a VISTA raised \$4,600 for a fuel bank; (4) a management system for multi-service center was completed; (5) "IMPACT", a newsletter concerning legislative matters, was developed through the help of a VISTA; (6) the organization of an ex-offender organization was begun; (7) a citizen resource inventory was begun; and (8) assistance in the recruitment, training and placement of 17

volunteers for the "Women in Crisis" program.

"Women in Crisis" is a one-on-one program to assist women whose husbands have been committed to the Connecticut Correctional Institution, Somers. Some thirty women were receiving client services at the end of the year.

Decisions, Inc. provides the Thresholds program, a structured one-on-one activity designed to assist inmates in the learning of the decision making process. One hundred and forty-seven volunteers have been active in this program during the year at Connecticut Correctional Institution, Cheshire and the Community Correctional Centers at New Haven, Hartford, Litchfield and Brooklyn.

Unique to Connecticut has been the development of minicourses staffed by volunteers. This program matches the skills and information qualities of volunteers with the interests of pretrial persons held briefly in confinement. This program has been active at Bridgeport and New Haven, and will reach the Hartford Center in 1977-78.

PROJECT FIRE

This community based unit functions in a half dozen Connecticut urban centers to assist inmates with additional (narcotic or alcohol derived) histories to readjust to the community. Its work is coordinated with institutional components for the addicted and with the Division of Parole.

Since Project FIRE's inception in 1972, some 720 clients have been admitted. The project provides re-entry counseling and services for effective job hunting. The recidivism rate for this group indicates a consistently low rate of 9.8%, substantially beneath the experience tables for this category of offender.

Project FIRE has been recommended for an Exemplary Project Award from the Law Enforcement Assistance Administration in Washington, D.C. The project has accumulated more than a thousand hours of staff training over the past year. Several staff members attended a workshop of the New England School of Alcohol Studies at Colby College in Maine.

The unit in 1976-77 served an average of 25 clients on a per-day basis at each of its offices.

PROGRAM DEVELOPMENT

ROBERT J. BROOKS, Chief of Program Development

STAFF TRAINING AND DEVELOPMENT

Frank Fersch, Director

PROJECT PLAN

James Harris, Senior Planner

LIBRARY SERVICES

Lorraine Guenther, Director

The current organizational structure of the Department provides for a Program Development unit to serve the numerous institutions and other functional units of the system. The original impetus to this division was the inadequate programmatic development within the system at the time of its creation. Over the years, however, these areas have articulated identities of their own and come to represent the Department in explicit efforts to both rationalize programming and to give prominence and appropriate emphasis to each area. Over the years, too, these areas have expanded the scope of their operations and budgetary support for specific programs.

As a consequence of these developments, departmental reorganization incorporated a large number of programmatic areas into units (Institutional Services and Community Services) where they could function with the authority of operational attachments. Those areas left with Program Development represent either staff function or, as in the case of Library Services, an activity area that is funded by another state agency.

Program Development continues to function with respect to federal and private grants, although in most cases the actual administration of these funds is the responsibility of other units within the Department. Program Development is charged with the initial design of pilot programs and the coordination of several activities, such as the model prison industries study, that cut across departmental lines.

STAFF TRAINING AND DEVELOPMENT

The most significant development during this year has been

the response of most of the institutions to the efforts of the regional training officers as reflected in the year-end, in-service training report. Through extensive use of the training coordinators and institutional staff, training is becoming recognized as an integral part of institutional programming. All of the training is being recorded.

A new firearms qualification procedure has been accepted and will be implemented in this coming year. Several parole officers have received the new qualification training.

A video tape on "Classification Procedures" was completed and work is continuing on a tape on disciplinary procedures. The training department acted in a consulting capacity for a tape on parole practices which will have wide distribution. A program on mail procedures utilizing overhead projection was developed and utilized in several of the institutions. A series of twelve self-study booklets with a feedback quiz for each booklet was developed, and training staff worked with personnel at the Training Academy at Haddam in developing aids for the orientation program. -

Much work was done to create a booklet on crisis conflict intervention, which will be used as the basis for a new training program.

A basic in-service training strategy was developed which includes instructions and provisions for feedback from institutional heads on training programs.

A series of training-for-trainers was conducted for institution supervisors. Training officers conducted a number of classes in collective bargaining. And, the training division worked with Academy personnel in establishing Academy training programs for fiscal year 1977-78. A system complete with forms and instructions was developed to assist personnel in requesting Academy courses.

A training grant was completed which will provide for two training officers during the year, secretarial support, and some travel monies. It has been requested that these positions be built into next year's departmental budget.

The Director of Staff Development and the training officers attended a number of training sessions for self-development. One officer became certified to teach first aid, and one was certified as a firearms instructor.

Seven orientation training sessions were held, including one for non-custodial personnel, with a total of 121 trainees. This generated approximately 17,000 man-hours of training. Programs run by the Academy generated approximately 3,593 man-hours of training.

A total of 673 Department personnel achieved a total of 20 or more inservice training hours during the fiscal year. This does not reflect the total number who received training, since many received some training but less than the twenty hours set at the standard.

PROJECT PLAN

Model Prison Industries: As the grant application indicated, the Senior Planner hired under the auspices of PLAN (Program for Long-Range Action Narrative) continued to coordinate the Department's planning and eventual application for funds for the design and implementation of a Model Prison Industries project. During the project year, the planning process was completed, an application was submitted (on file with the Connecticut Justice Commission), the application was approved, and a project director was hired. As was designed, the Senior Planner continued to work with the project director until he had acquired basic working control of the project. At that point, the Senior Planner became an advisor to the project to maintain continuity with the basic planning process. At this time the planner works only in an advisory capacity.

Data Processing: As the grant application indicated, PLAN was asked to be part of the design and management team whose responsibility was to determine the future function of the Department's data processing division. The team was to design a plan by which the Department would move from its current to its planned data processing ability, and then act as advisor to data processing managers. The Senior Planner has therefore attended these management team meetings, worked with a contracted consultant to determine computer and information users needs

and desires for automated information processing, made recommendations to this management group and to other Department managers for data processing development, and met with Connecticut Justice Commission personnel about data processing progress.

Legislative Commission to Study Alternate Methods of Sentencing Criminals: S.A. 76-82 of the 1976 Connecticut General Assembly and S.A. 77-16 of the 1977 General Assembly created and maintained the above reference commission. Its function is to examine the current indeterminate sentencing statutes in Connecticut and determine whether the state should retain these statutes or modify them to a determinate system. The enabling legislation named the Commissioner of Correction to this commission and allowed him to appoint members of his staff to provide staff support for the Commission. PLAN was designated to supply this support. Thus, since December, 1976, the Senior Planner has met weekly with this commission and has provided information about all major United States and European alternate sentencing mechanisms and has conducted research which has gathered the most important works on prosecution and plea bargaining, criminal defense, bail, sentence structures, sentence review functions, corrections procedures, and parole release and supervision effectiveness. The Senior Planner has recruited the following support for this work: one full-time VISTA, one full-time student from the University of Connecticut School of Law, one University of Hartford intern, and one community volunteer. This staff has recently completed a design of a new Connecticut sentencing system based on the discussion and instruction of the Commission. This Commission will make its final report during the fall, 1977. Two booklets (New Foundations I and II) were published; these publications were originally submitted to the Commission as working papers, and provide an insight into the nature of the staff work performed. Other publications are currently in the draft stage.

Time Served Study: With the invaluable assistance of personnel from the Connecticut Justice Commission, the Senior Planner and other Department staff designed and completed a study of the amount of prison time persons detained in Connecticut facilities serve before being released to first parole. The purpose of the study was to determine average lengths of time-served in order to assess the impact on the Department of

altered sentencing, or good time laws. Once completed, the study fulfilled its purpose; it was used extensively by the Department in determining the population - and thus, cost - effects of proposed 1977 General Assembly legislation. Not yet formally published, the study is soon to be updated to determine whether 1977 parole practices significantly changed length of time served. Once updated, the entire study will be submitted to the legislative commission studying alternate sentencing methods for their deliberation about incarcerative sentence lengths.

Restitution Planning: The Senior Planner was recently asked to serve on a management planning group whose function will be to determine the feasibility of implementing a restitution program in a correctional institution. If feasible, this group will also design such a program. The group has met two times, and it is therefore too early to determine whether such a program is feasible, or if so, what form it would take.

In retrospect, Project PLAN has established within the Department of Correction a planning process which has (1) provided direction for long-term projects (Model Prison Industries, Institutional and Classification Procedures, and Correctional Center Pre-Release programming); (2) established the utility within the Department of having staff persons whose job is to research the background of a specific program and bring other jurisdictions' experience to bear upon this Department's development (in addition to the above project, studies of data processing and restitution). PLAN has likewise increased management sensitivity to the need for and utility of research planning; (3) provided research and planning support to the criminal justice system of the State of Connecticut through the Legislature's Alternate Sentencing Commission. This aspect of PLAN will have the greatest possible impact on the long-term future of Connecticut's criminal justice system; the recommendations of this Commission, to be introduced in the next General Assembly through the Judiciary Committee, will, if enacted, determine in large part how and in what numbers charged and convicted defendants will be prosecuted, defended, sentenced, incarcerated, diverted, and released from incarceration for the next several generations. It was to create such an impact, though not necessarily in this fashion, that PLAN was originally conceived and funded.

LIBRARY SERVICES

Library Services for the Department's institutional environment has been provided by the Connecticut State Library, with a full-time Library Supervisor being assigned to the Department. In addition, libraries at Somers and Cheshire are staffed with full-time professional personnel while those at Enfield and Niantic have had part-time professional guidance from professional volunteers.

Several years ago the Department inaugurated a system of microfilmed legal materials. In the year just ended, law journals, the United States Code, Connecticut Digest, and Connecticut Reports were fully updated. In addition, sets of the General Statutes of Connecticut (1977) and the Connecticut Practice Book were obtained for each institution. A new introduction to the use of materials was prepared and the legal index was fully revised during the year. The Department's publication "Landmark Decisions in Correctional Law," a capsule of 200 case decisions, continued to be a hot seller and the full text of each of these cases was added to the microfilm materials.

During the course of the year, the Cheshire library continued its advance toward quality service. A full-time librarian added evening hours to the operation, weeded the collection totally, and added 1500 new titles and obtained for patrons a substantial number of inter-library loan titles. Loans from other libraries were delivered by Connecticut, a routed transportation unit provided by the State Library. In addition to Cheshire, the libraries at Brooklyn, Enfield, Montville, Niantic and Somers use this delivery service.

The annual book fairs at Somers and Enfield grossed \$3,500. Best sellers included Alex Haley's *ROOTS*, *WEBSTER'S COLLEGIATE DICTIONARY*, and Roget's *THESAURUS*.

In addition to other allowances, the Connecticut State Library channeled some \$20,000 into departmental services and materials, not including the salary of the State Library Supervisor.

**A VOCATIONAL PRINTING PROJECT
CONNECTICUT CORRECTIONAL INDUSTRIES**

**CONNECTICUT CORRECTIONAL INDUSTRIES
ENFIELD**



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