



***Building Bridges Revisited
Reflecting on Connecticut's
Pioneering Justice Reinvestment
Work***

January 14, 2014

Council of State Governments Justice Center

Michael Thompson, Director

Council of State Governments Justice Center

- National non-profit, non-partisan membership association of state government officials
- Engages members of all three branches of state government
- Justice Center provides practical, nonpartisan advice informed by the best available evidence



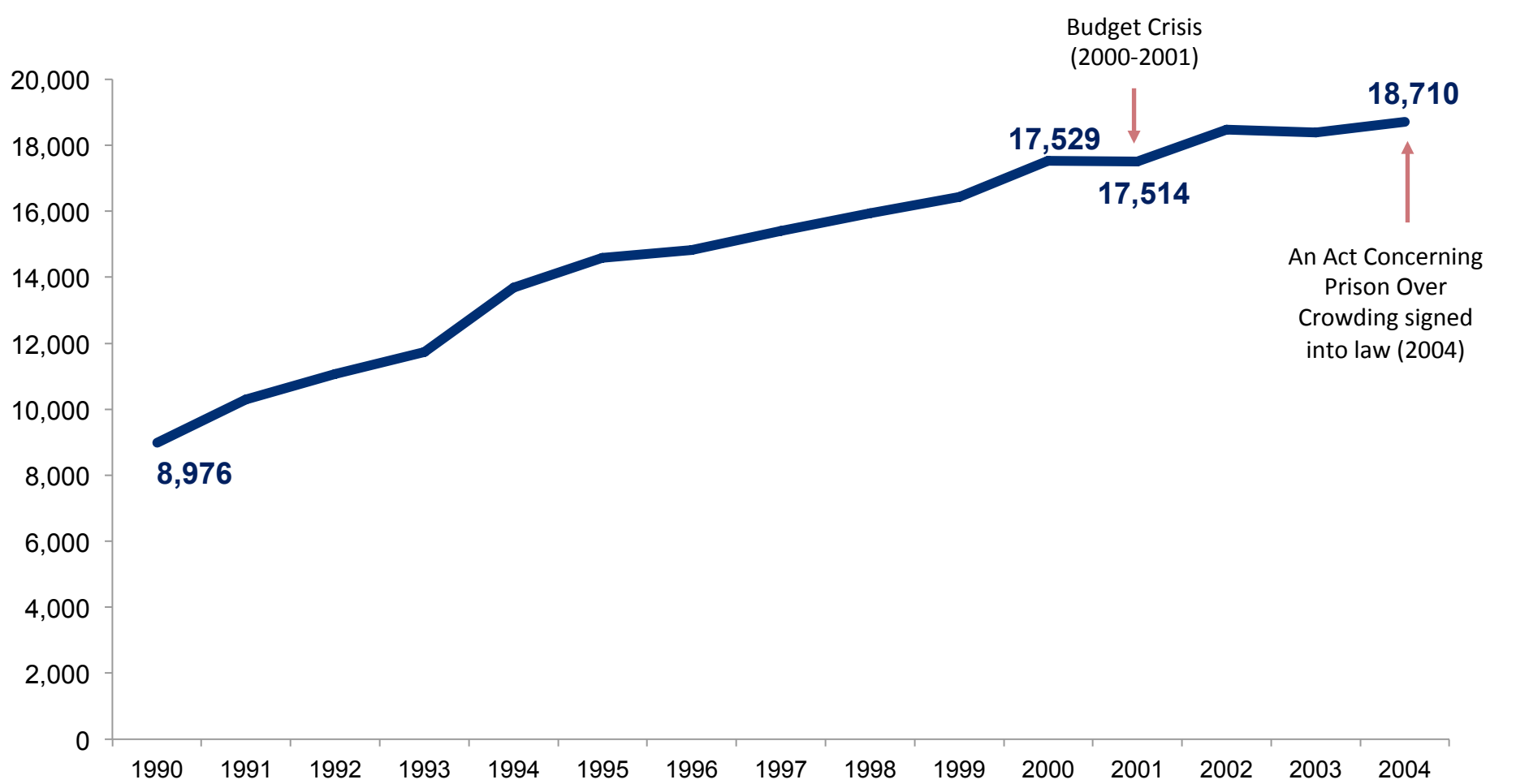
Presentation Overview

Justice Reinvestment efforts in Connecticut have blazed a trail nationally

Examining where Connecticut fits in the national and regional context today

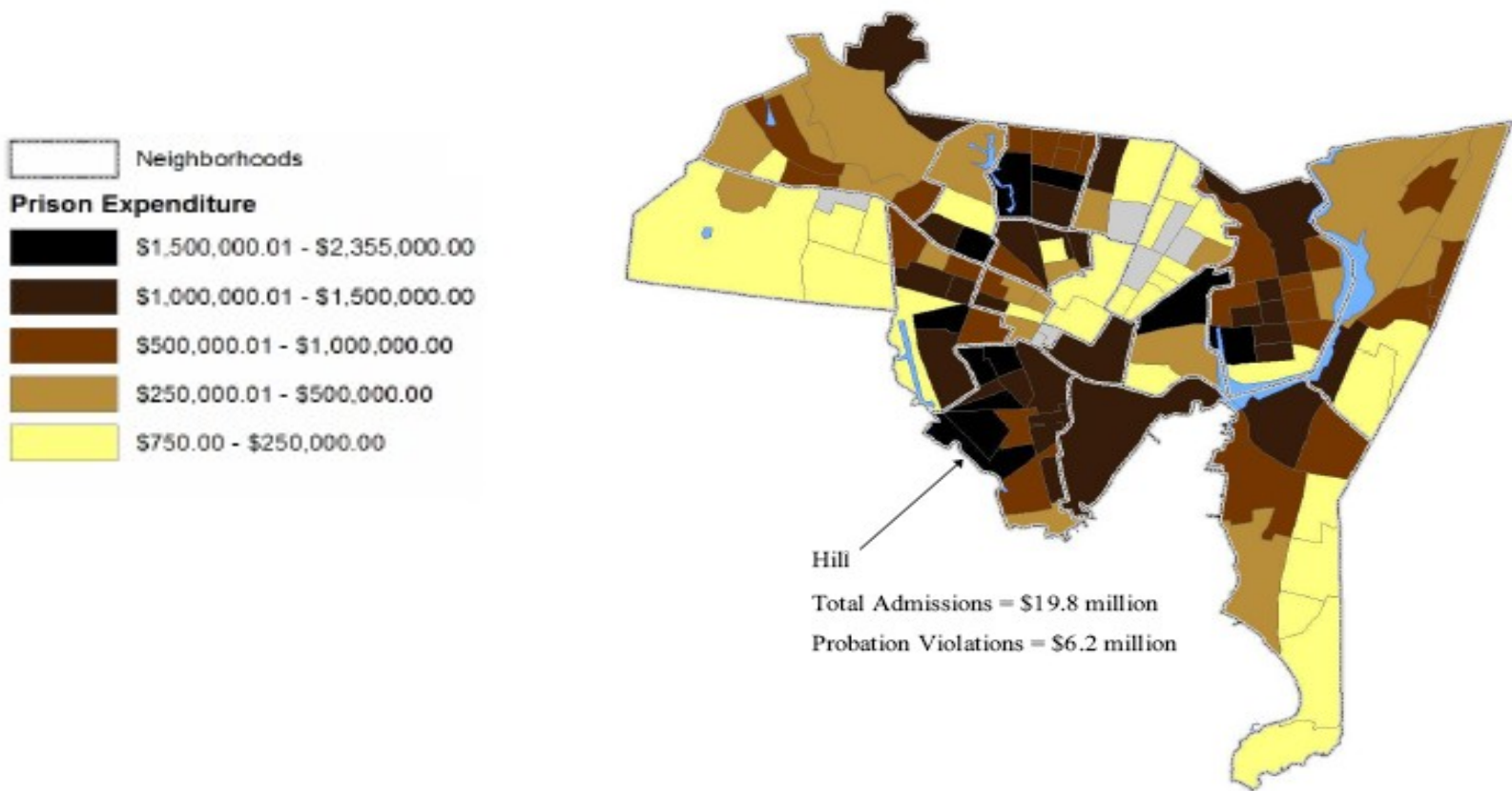
Opportunities to leverage the latest science to further improve outcomes in Connecticut

2003: Connecticut policymakers examine runaway growth of prison population and corrections spending

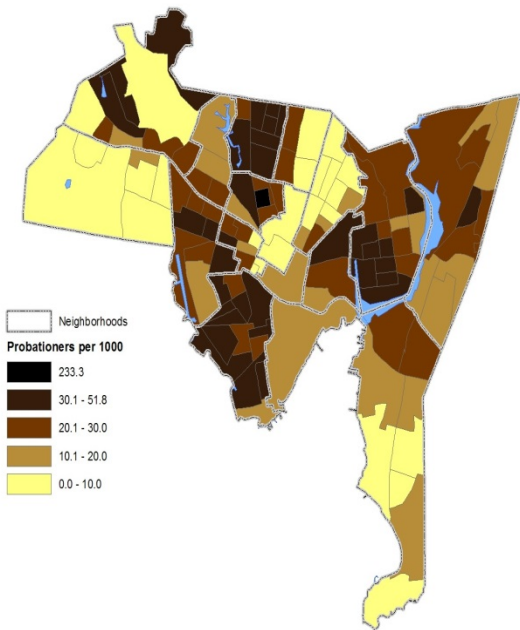


Source: OPM 2012 Prison Population Forecast, prison populations annually as of Feb. 1 - http://www.ct.gov/opm/lib/opm/cjppd/cjresearch/populationforecast/2012_prison_population_forecast_final.pdf

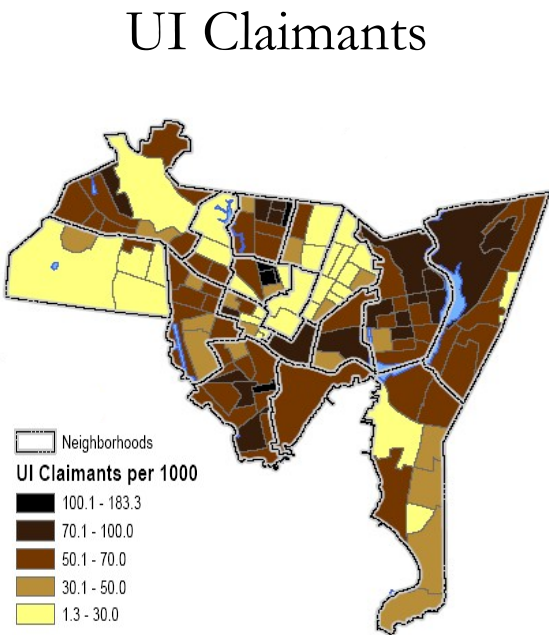
Prison Expenditure: New Haven Neighborhoods



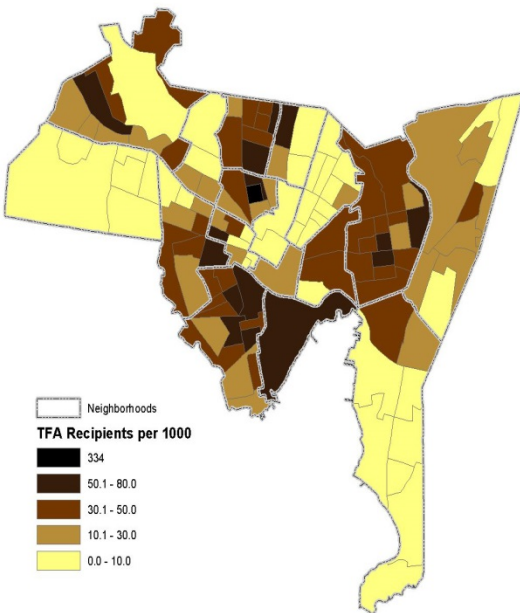
Probationers, Unemployment Insurance Claimants, TFA Recipients: New Haven Neighborhoods



Probationers



UI Claimants



TFA Recipients

2004: With overwhelming bipartisan support, Connecticut becomes first state to enact Justice Reinvestment

Lawmakers approve plan to reduce prison population

May 6, 2004 – Associated Press

HARTFORD, Conn. -- The state Senate passed a plan to reduce Connecticut's prison population Wednesday night, finishing a major legislative priority just an hour before the session's close.

Senators praised the bill as an effort to reduce recidivism and a way to avoid building more prisons. The measure passed 36-0 and now heads to Gov. John G. Rowland's desk.

"The nature of this is to address what we all understand to be an overwhelming problem," said Sen. Andrew McDonald, D-Stamford, co-chairman of the Judiciary Committee. "I think it also represents a recognition of the fact that we will never be able to build our way out of a criminal justice issue."

The state's prison population - around 19,000 - is about 2,000 more than state facilities were built to handle, McDonald said. Advocates of the legislation said it could reduce the prison population by up to 2,000 inmates.

...



2004: With overwhelming bipartisan support, Connecticut becomes first state to enact Justice Reinvestment

Connecticut Case Study

Policy Options	Bed Savings	Cost Savings (in millions)
a. 85 percent release restriction	843	\$15.4M
b. Parolees released, on average, no later than five months after their parole eligibility date	459	\$8.4M
c. Reduce probation technical violation admissions, on average, by 25 percent	488	\$8.9M
d. Reduce, on average, the LOS of probation technical violators by three months	341	\$6.2M
e. Release short term sentenced prisoners after having served 50 percent of the sentence	279	\$5.1M
f. Reduce transitional supervision/ community and parole technical violations	268	\$4.9M
Totals	2,678	\$48.9M

2004: With overwhelming bipartisan support, Connecticut becomes first state to enact Justice Reinvestment

Connecticut Case Study

The Results:

- Inmates housed out of state housed returned to Connecticut
- \$14 million reinvested, much of it in programs administered by the Department of Mental Health / Addiction Services
- Focus on inter-agency collaboration, improved outcomes, and increased accountability

Community-based reinvestment targeting New Haven neighborhoods totals \$1 million, but not a game-changer

Ending Mass Incarceration

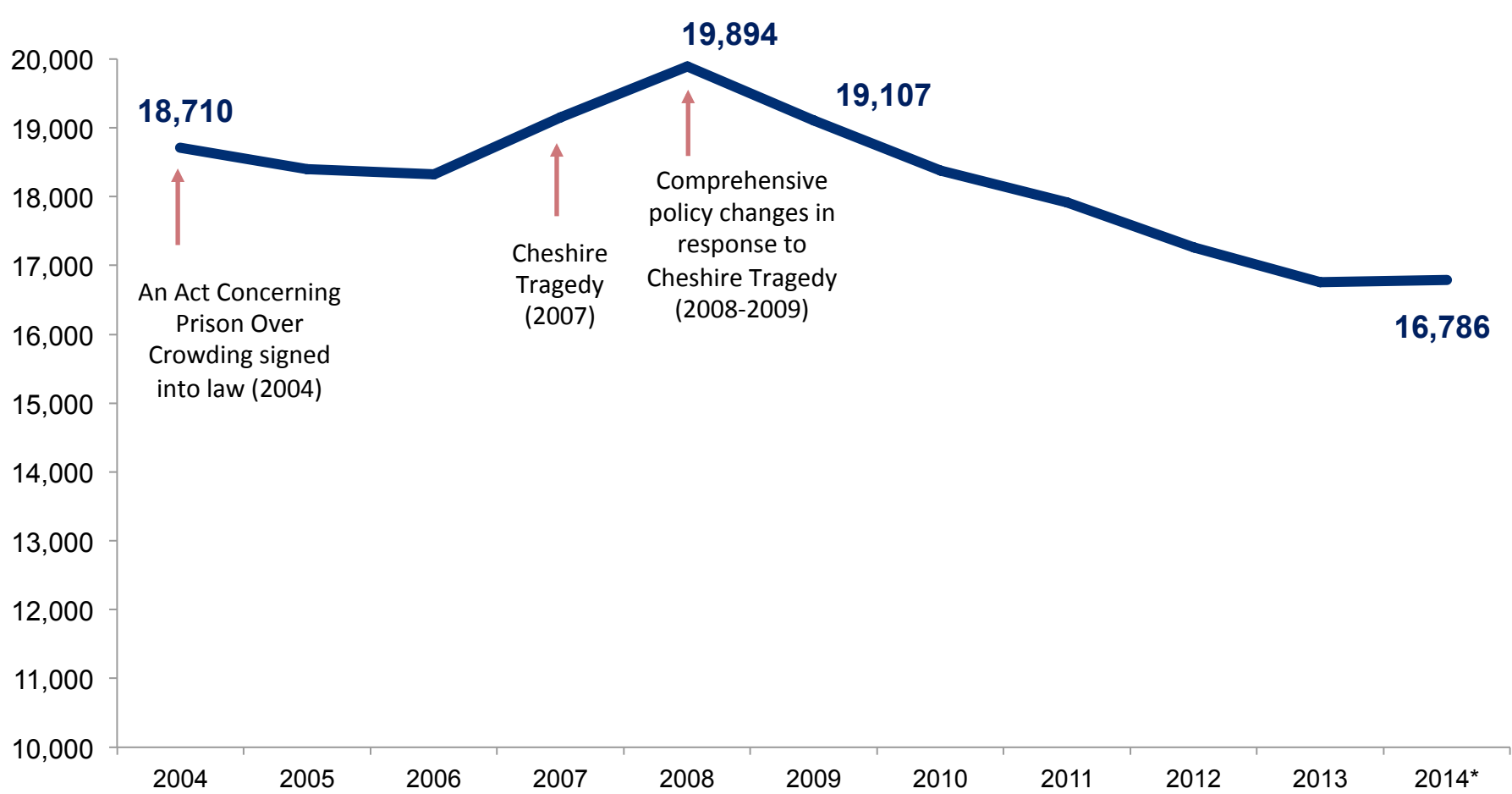
Charting a New Justice Reinvestment

A paper co-authored by a group of researchers, analysts, and advocates dedicated to ending mass incarceration in the U.S.

“In keeping with the original JRI concept, \$1 million was earmarked for creation of pilot projects in New Haven and Hartford to aid re-entry for parolees. But important considerations about which kinds of investments might best improve the circumstances of people returning to the neighborhoods so vividly mapped in “Building Bridges” received scant attention. Rather than concentrating the modest resources provided for employment initiatives within a single neighborhood in each city to which people might return from any of the 20 state prisons, the pilot projects were designed to provide transitional housing for a few hundred people released to any part of the target cities from a prison nearby.”

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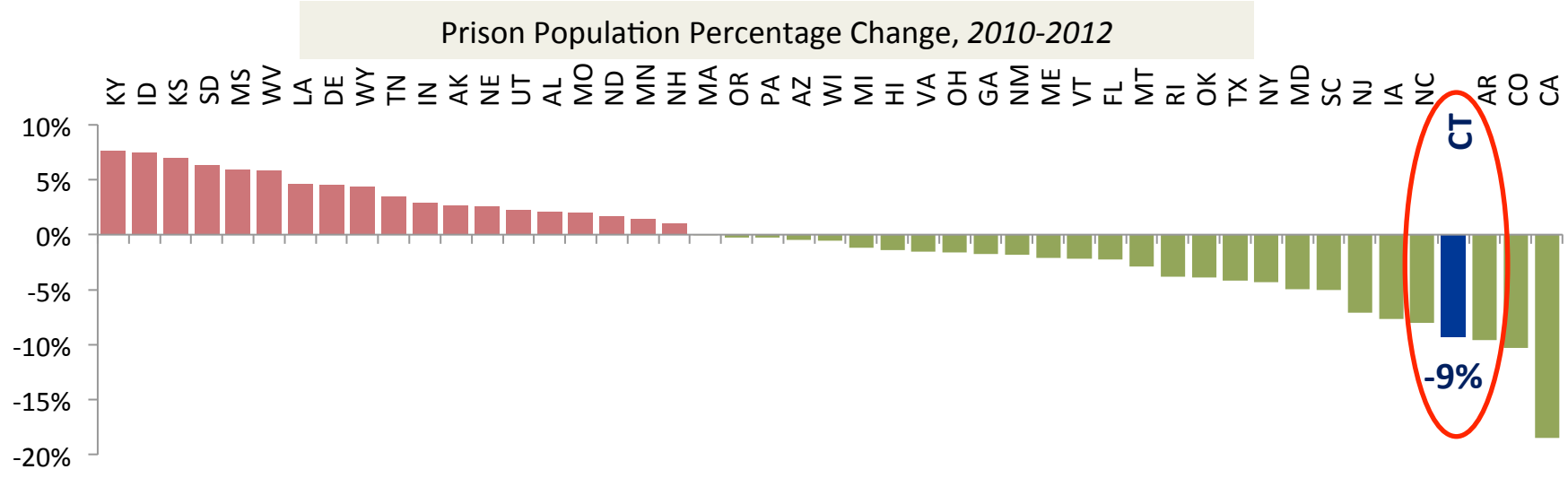
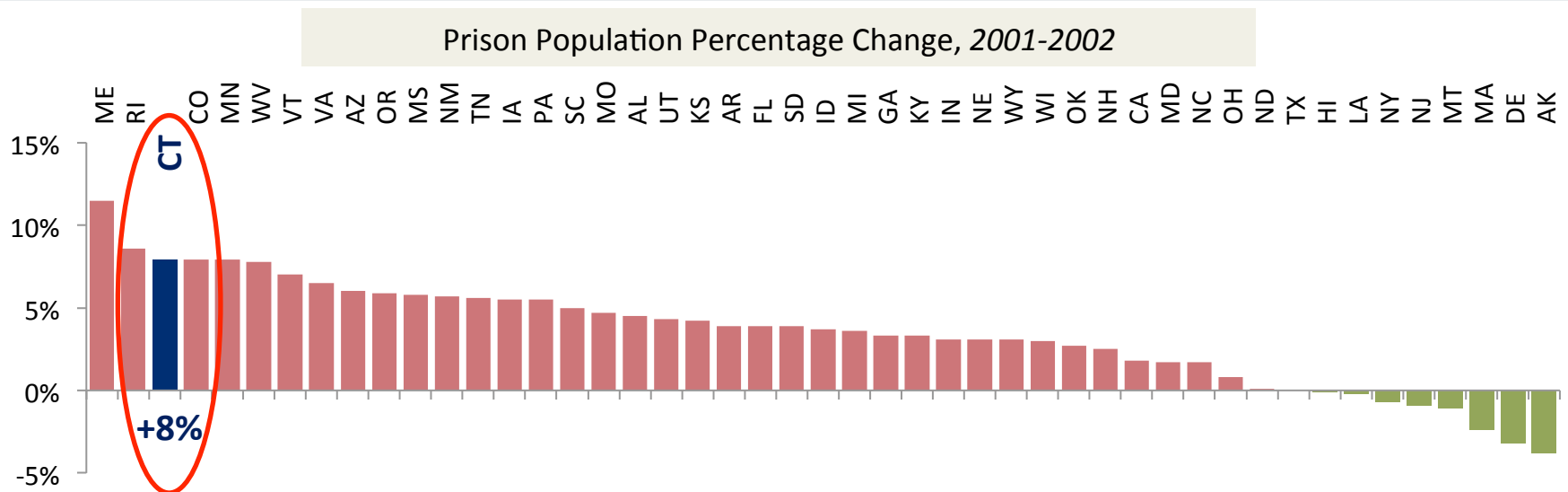
In the wake of key events in the last decade, Connecticut's prison population dropped steadily but may be leveling off



* 2014 data as of most recent OPM Monthly Indicators Report (Dec. 2013).

Source: OPM 2012 Prison Population Forecast, prison populations annually as of Feb. 1 - http://www.ct.gov/opm/lib/opm/cjppd/cjresearch/populationforecast/2012_prison_population_forecast_final.pdf

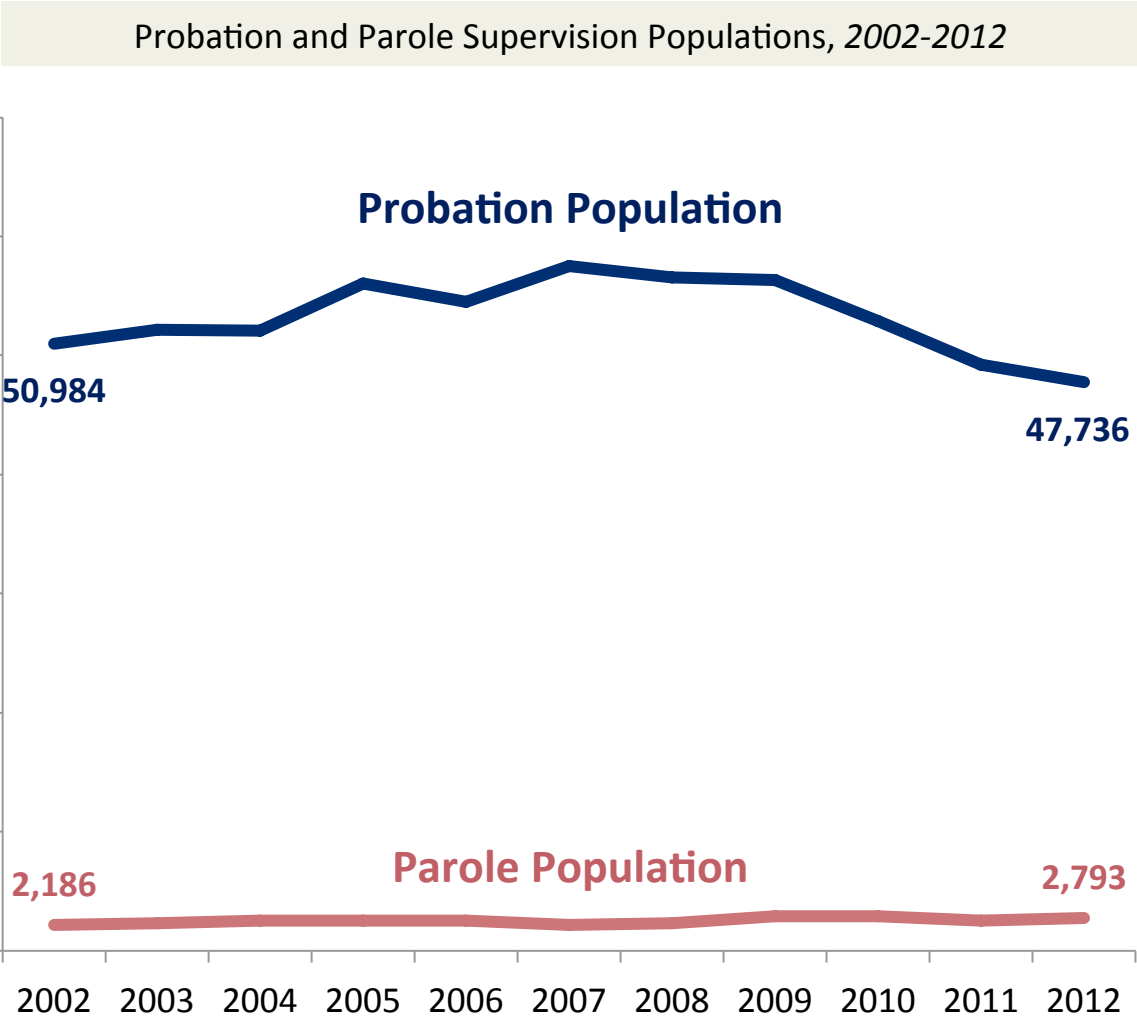
Connecticut had one of the largest prison growths ten years ago and is now among those decreasing most rapidly



Excludes 3 states with that did not report 2012 data

Source: BJS, Prisoners in 2002, 2011 and Prisoners in 2012- Advance Counts.

Trends in Probation / Parole Supervision



Change in Supervision Populations since 2008	
Probation	-16%
Parole	+20%

The rate of people on parole in Connecticut is the 10th lowest in the U.S.

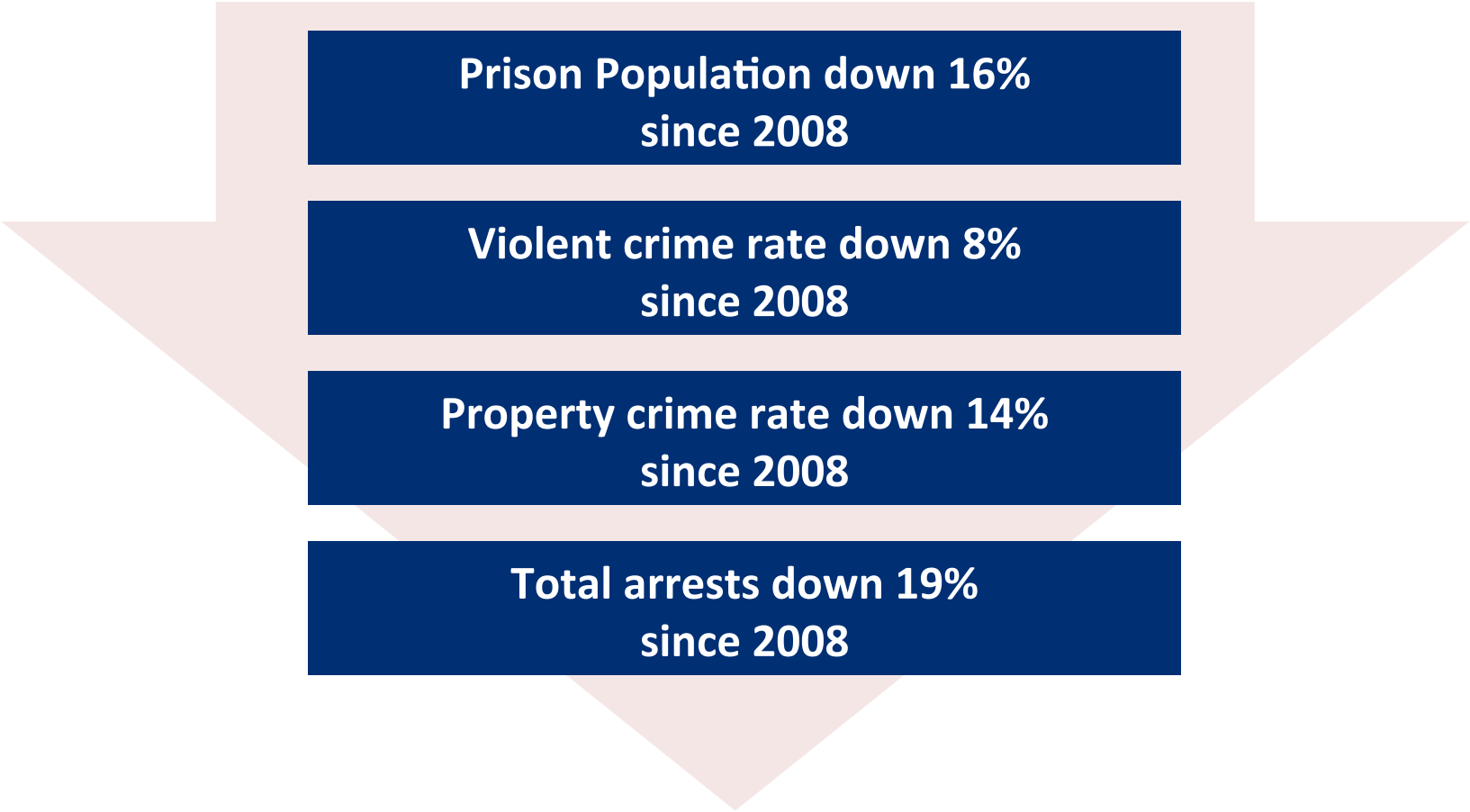
Source: BJS, Annual Probation and Parole Survey data series

Recidivism in Connecticut has declined over past three years

Two-year recidivism rates by release cohort			
Recidivism Type	2005 Release Cohort	2008 Release Cohort	Change
Arrested	59.5%	56.0%	-6%
Returned to Prison	49.2%	47.4%	-4%
New Conviction	48.7%	39.5%	-19%
New Prison Sentence	27.7%	27.0%	-3%

Source: http://www.ct.gov/opm/lib/opm/cjppd/cjresearch/recidivismstudy/2011_recidivism_report_final.pdf

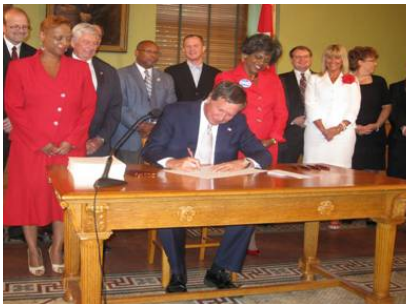
Between 2008 and 2012, crime in Connecticut has declined



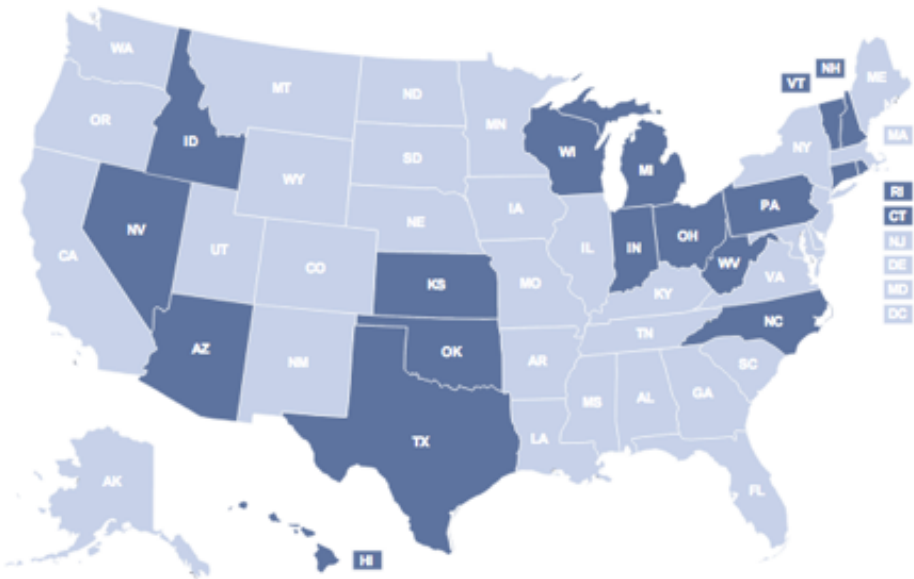
Change in prison population counts from Feb. 1, 2008 to Feb. 1, 2013.
Change in Index Property and Violent crime rates from 2008 and 2012 FBI UCR reports.
Arrest data from Department of Emergency Services and Public Protection, Crime in Connecticut, 2012.

Other states follow Connecticut's lead

Ohio (2011)



North Carolina (2011)



Pennsylvania (2012)



Hawaii (2012)



West Virginia (2013)

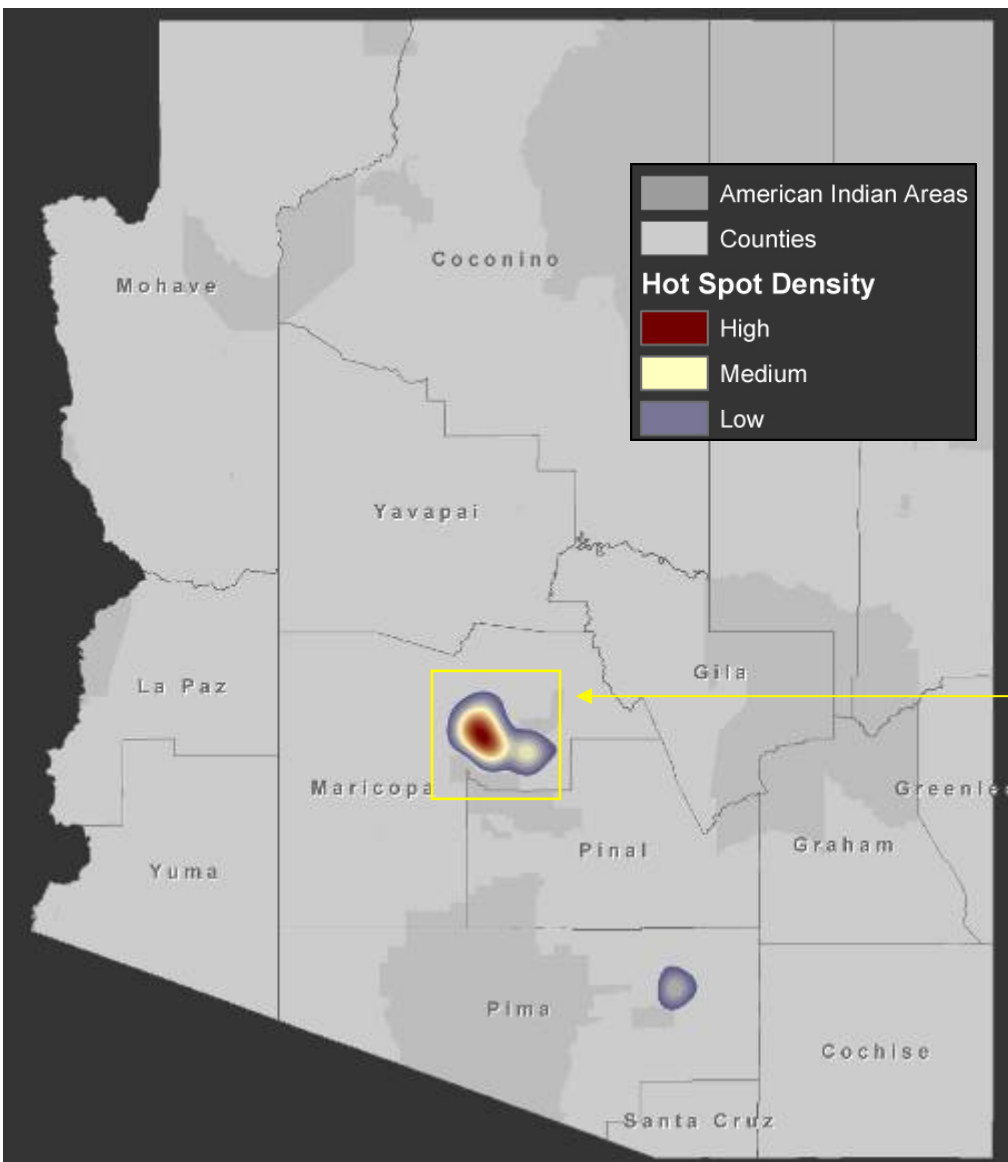


Kansas (2013)



Applying place-based strategies:

Prison admissions hotspots – Arizona, 2004

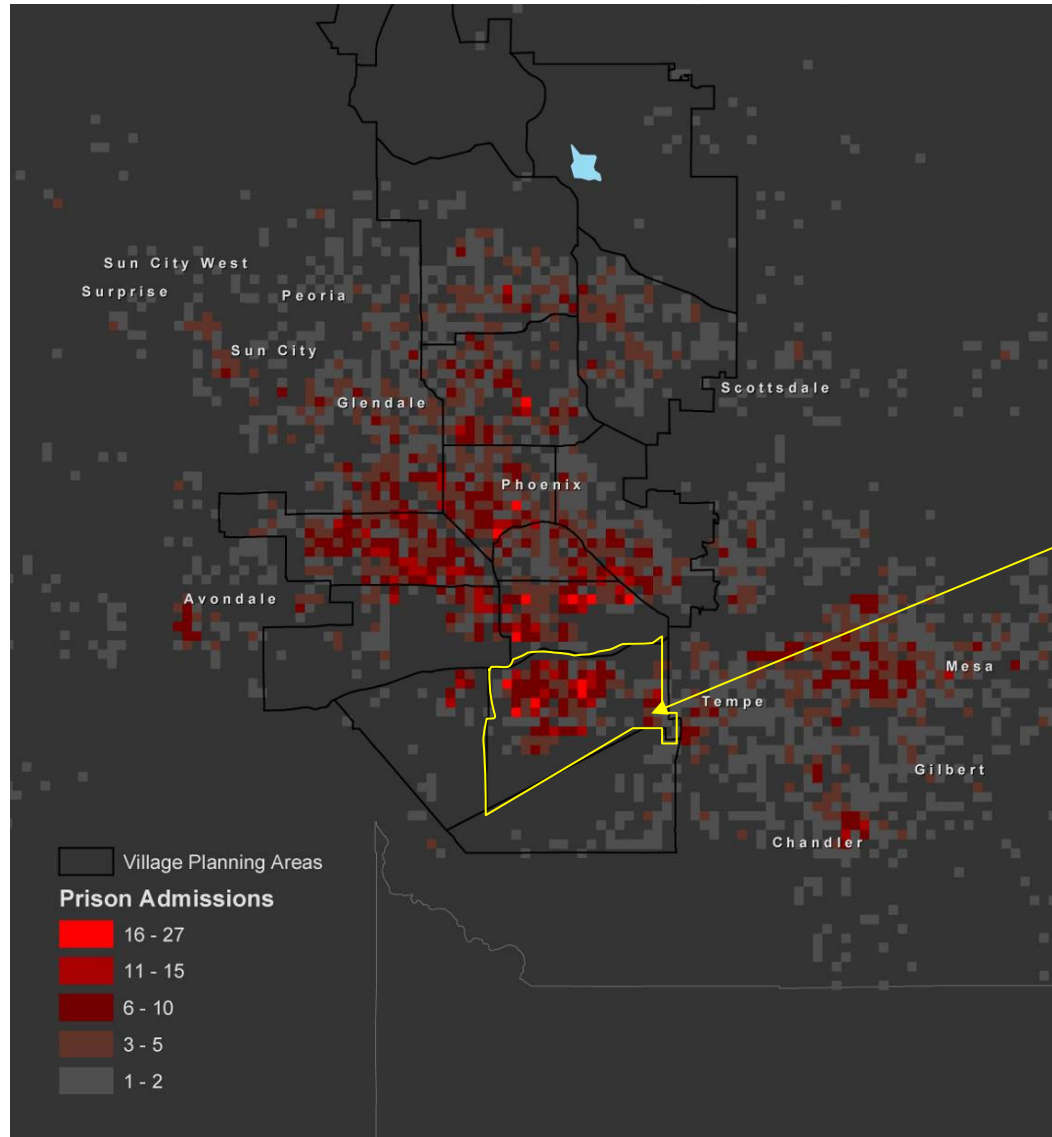


60% of the State's prison population comes from and returns to the Phoenix-Mesa metropolitan area

	Hot Spot 1	Hot Spot 2
Adult Population	1,733,303	337,493
# of Admissions	6,202	1,034
Adm per 1000	3.58	3.06
% of Total Adm.	59.3%	9.9%

Applying place-based strategies:

Prison admissions hotspots – Maricopa County, 2004



A single neighborhood in Phoenix is home to 1% of the state's total population but 6.5% of the state's prison population

South Mountain Zip Code 85041

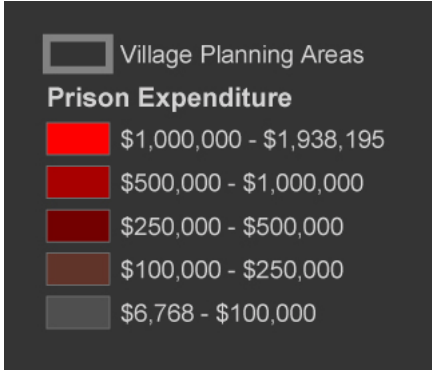
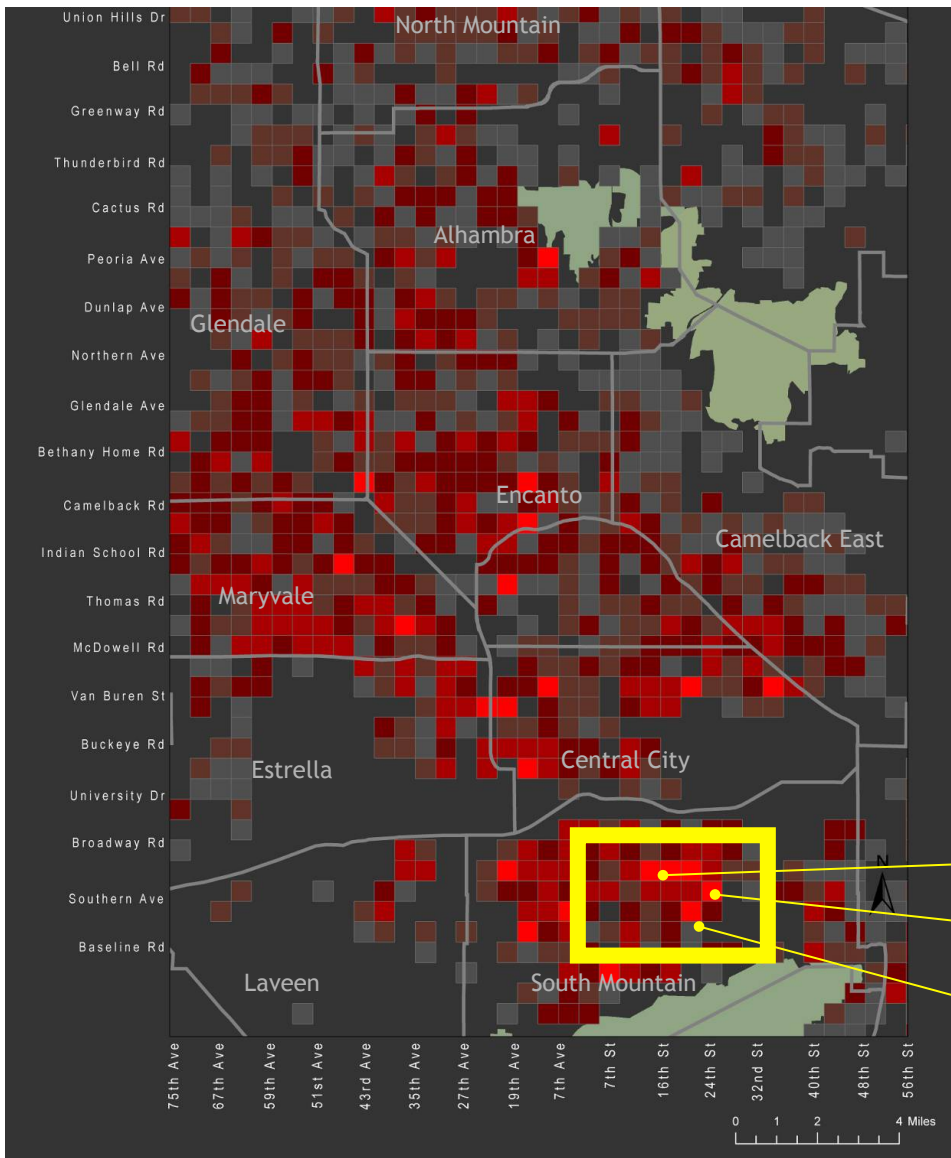
Prison Admissions = 31.8 per 1000 adults

Jail Bookings = 96.5 per 1000 adults

Probation = 25.1 per 1000 adults

Applying place-based strategies:

Prison expenditures in dollars – Maricopa County, 2004



\$1.1 Million

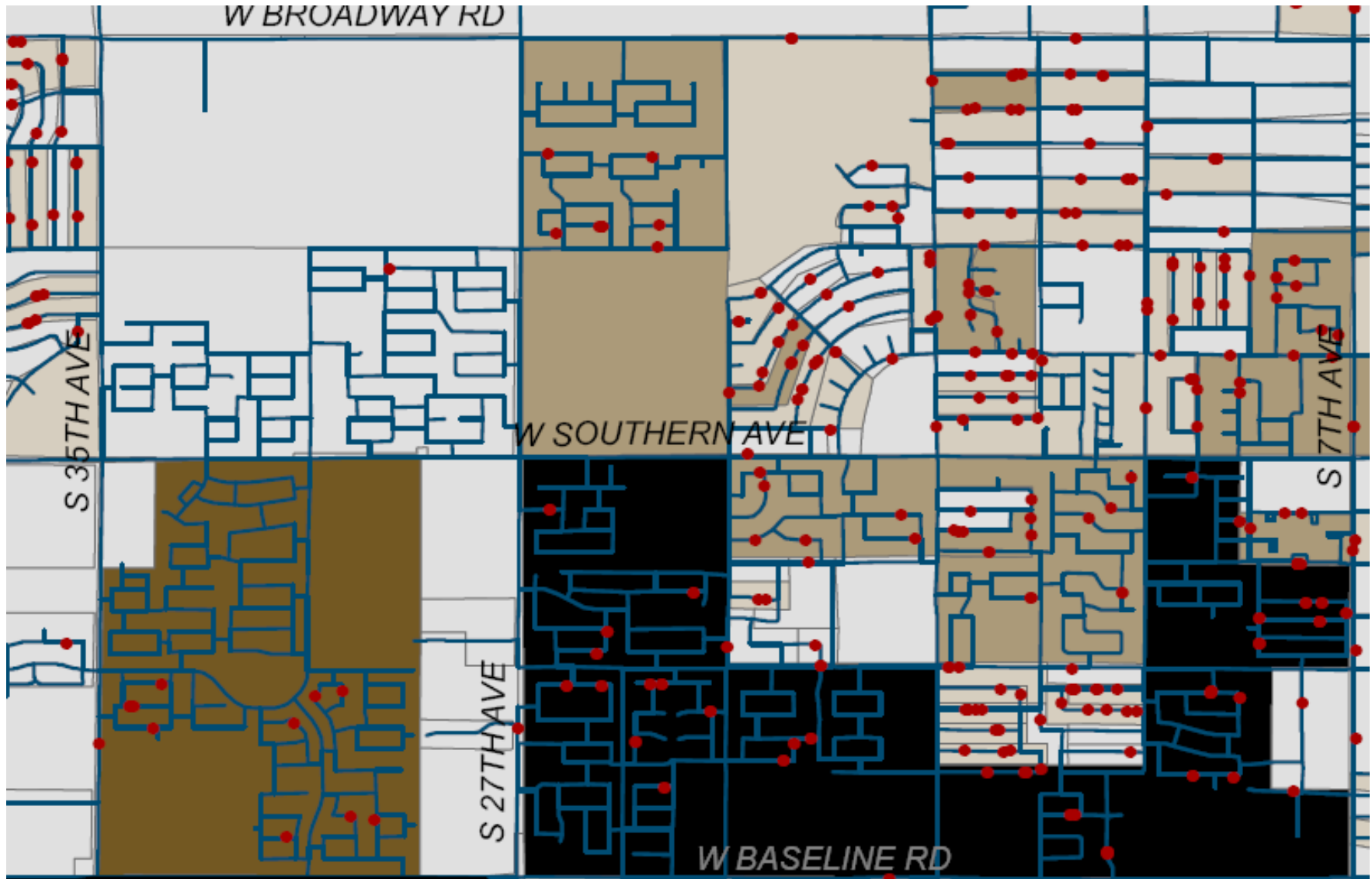
\$1.8 Million

\$1.6 Million

Within high expenditure neighborhoods there are numerous, smaller area, million dollar block groups

Applying place-based strategies:

High density of probationers in South Phoenix



Federal action following Connecticut's lead

President Obama's Justice Funding Highlights (in millions)

Program	FY12 Enacted	FY13 Enacted	FY14 Budget Request
Second Chance Act	\$63	\$67.45	\$119
Justice Reinvestment	\$6	\$5.88	\$85
Mentally Ill Offender Treatment and Crime Reduction Act	\$9	\$8.83	\$0
Byrne Justice Assistance Grants	\$470	\$370	\$395
Adam Walsh	\$20	\$20	\$20

PUBLIC LAW 110-199—APR. 9, 2008 122 STAT. 657

Public Law 110-199
110th Congress

An Act

To reauthorize the grant program for reentry of offenders into the community in the Omnibus Crime Control and Safe Streets Act of 1968, to improve reentry planning and implementation, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

SECTION 1. SHORT TITLE.

This Act may be cited as the “Second Chance Act of 2007: Community Safety Through Recidivism Prevention” or the “Second Chance Act of 2007”.

SEC. 2. TABLE OF CONTENTS.

The table of contents for this Act is as follows:

Sec. 1. Short title.

Sec. 2. Table of contents.

Sec. 3. Purpose.

Sec. 4. Definition of Indian tribe.

Sec. 5. Submission of reports to Congress.

Sec. 6. State of construction.

TITLE I—AMENDMENTS RELATED TO THE OMNIBUS CRIME CONTROL AND SAFE STREETS ACT OF 1968

Subtitle A—Improvements to Existing Programs

Sec. 101. Reauthorization of adult and juvenile offender State and local reentry demonstration projects.

Sec. 102. Improvement of the residential substance abuse treatment for State offenders program.

Sec. 103. Definition of violent offender for drug court grant program.

Sec. 104. Use of violent offender track-in-sentencing grant funding for demonstration project activities.

Subtitle B—New and Innovative Programs To Improve Offender Reentry Services

Sec. 111. State, tribal, and local reentry courts.

Sec. 112. Pre-arrest drug treatment alternative to prison programs.

Sec. 113. Grants for family-based substance abuse treatment.

Sec. 114. Grant to evaluate and improve education at prisons, jails, and juvenile facilities.

Sec. 115. Twinning Career Training Demonstration Grants.

TITLE II—ENHANCED DRUG TREATMENT AND MENTORING GRANT PROGRAMS

Subtitle A—Drug Treatment

Sec. 201. Offender substance abuse and criminal justice collaboration program.

Subtitle B—Mentoring

Sec. 211. Mentoring grants to nonprofit organizations.

Sec. 212. Responsible reintegration of offenders.

(2) There are over 3,000 jails throughout the United States, the vast majority of which are operated by county governments. Each year, these jails will release more than 10,000,000 people back into the community.

Sen. John Cornyn (TX)



Sen. Patrick Leahy (VT)



Sen. Sheldon Whitehouse (RI)



Legislation Sponsors:

Source: <http://www.whitehouse.gov/sites/default/files/omb/budget/fy2014/assets/justice.pdf>

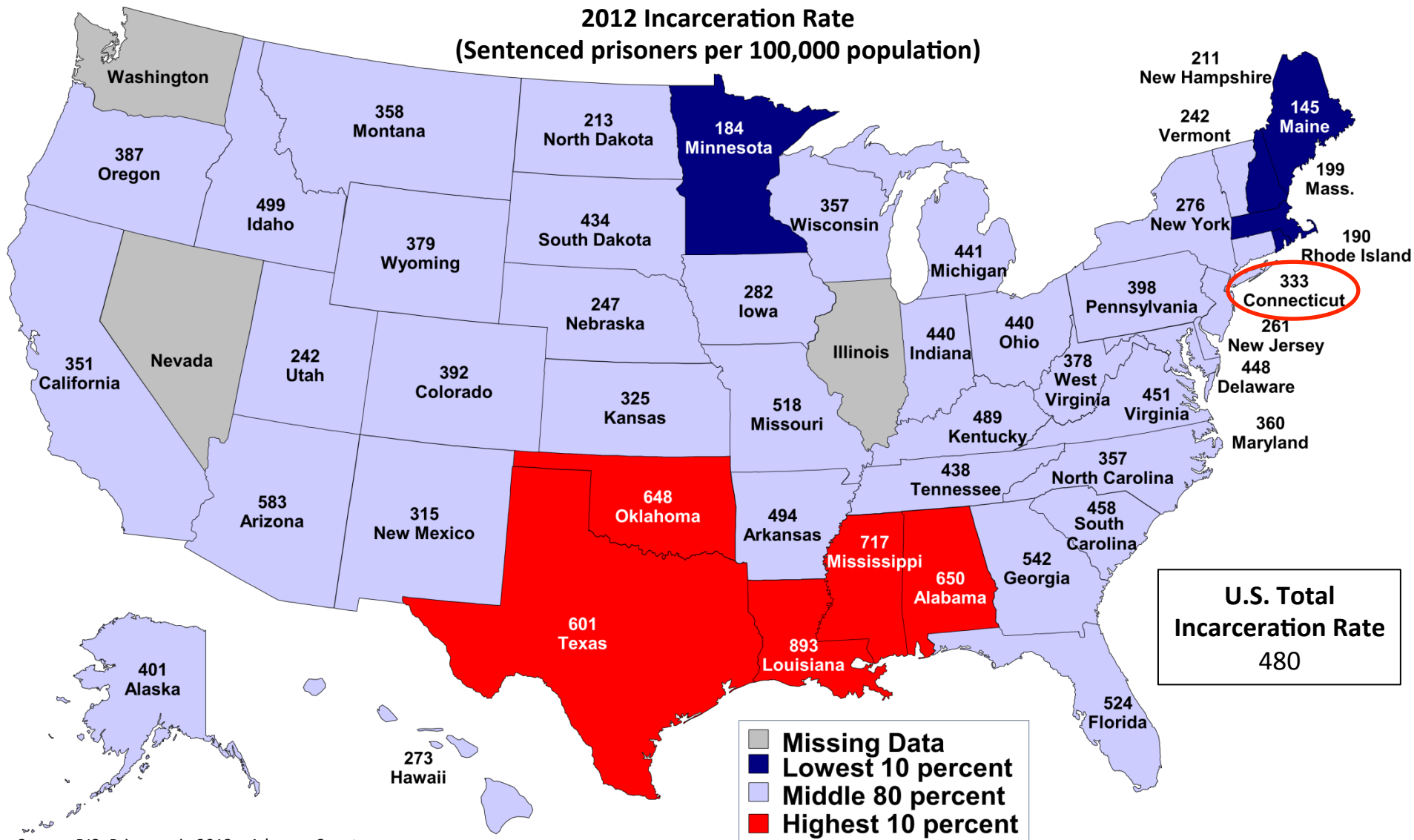
Presentation Overview

Justice Reinvestment efforts in Connecticut have blazed a trail nationally

Examining where Connecticut fits in the national and regional context today

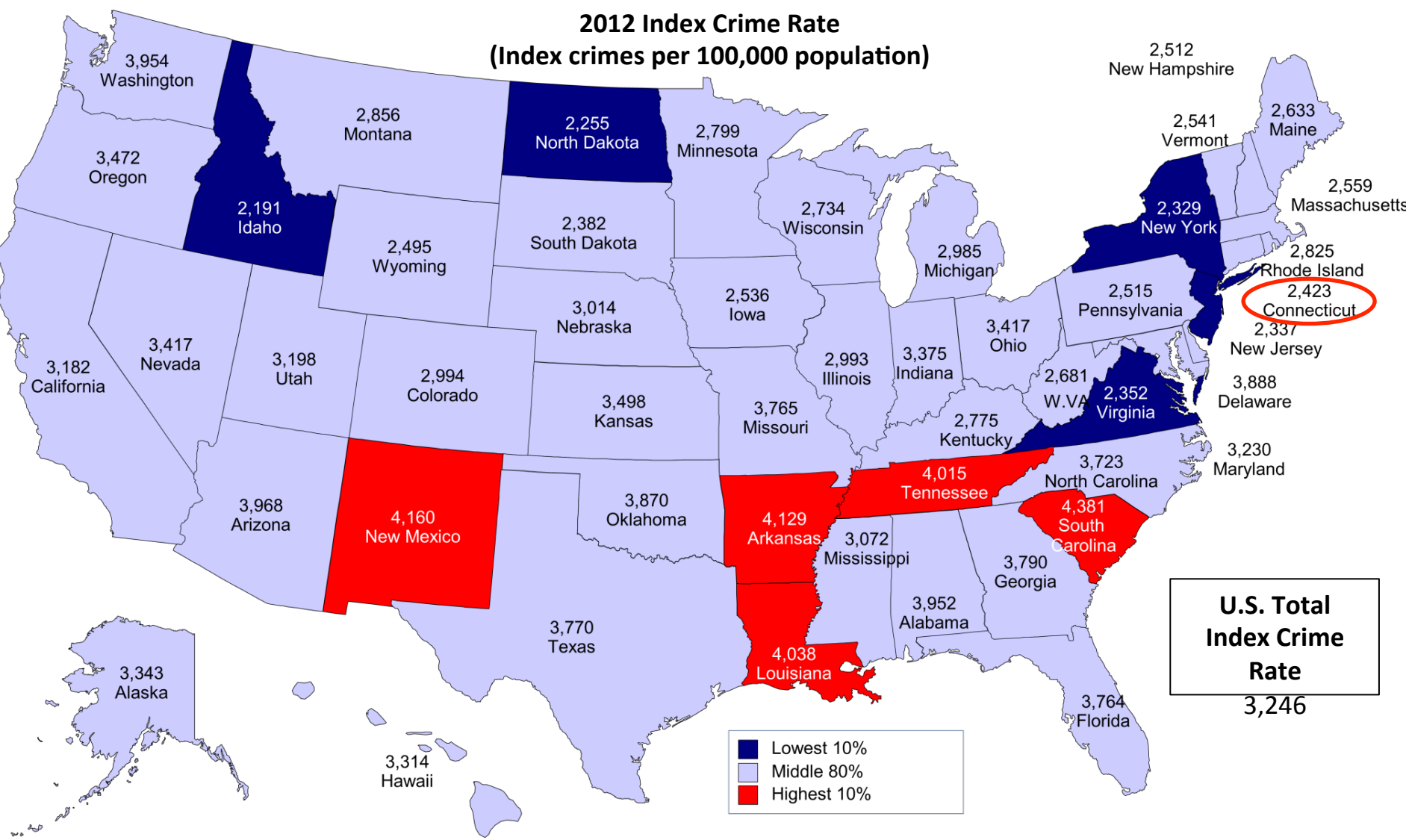
Opportunities to leverage the latest science to further improve outcomes in Connecticut

Two-thirds of U.S. states have a higher total incarceration rate than Connecticut



Source: BJS, *Prisoners in 2012 – Advance Counts*.

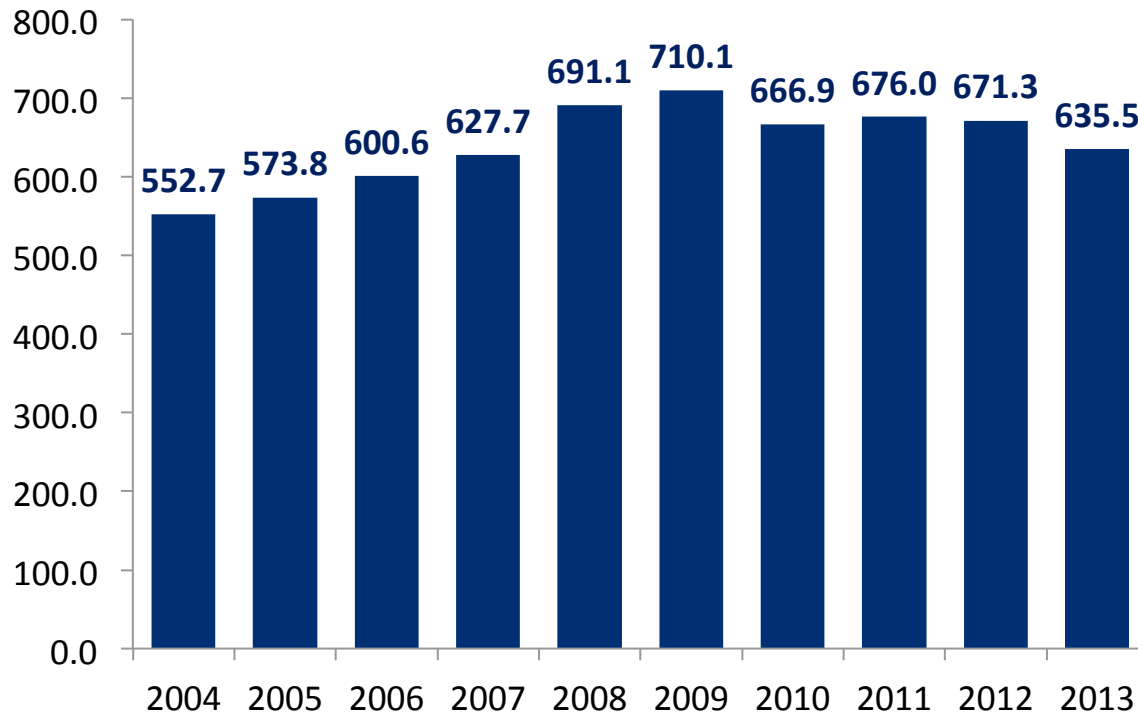
Connecticut's total index crime rate is the seventh lowest in the country



Source: FBI, *Crime in the U.S. 2012*.

Corrections spending is up in the last decade but down slightly in recent years

DOC General Revenue Expenditures (in millions)



State spending on corrections is up 15% from 2004, but down 11% since peaking in 2009

Connecticut was among only 17 states that showed a decrease in state fund corrections spending from 2011 to 2012

Nationally, general revenue expenditures are unchanged from 2009 to 2013

Source: <http://www.ct.gov/doc/cwp/view.asp?a=1505&q=265586>

National Association of State Budget Officers, *2009 and 2011-2013 State Expenditure Reports*

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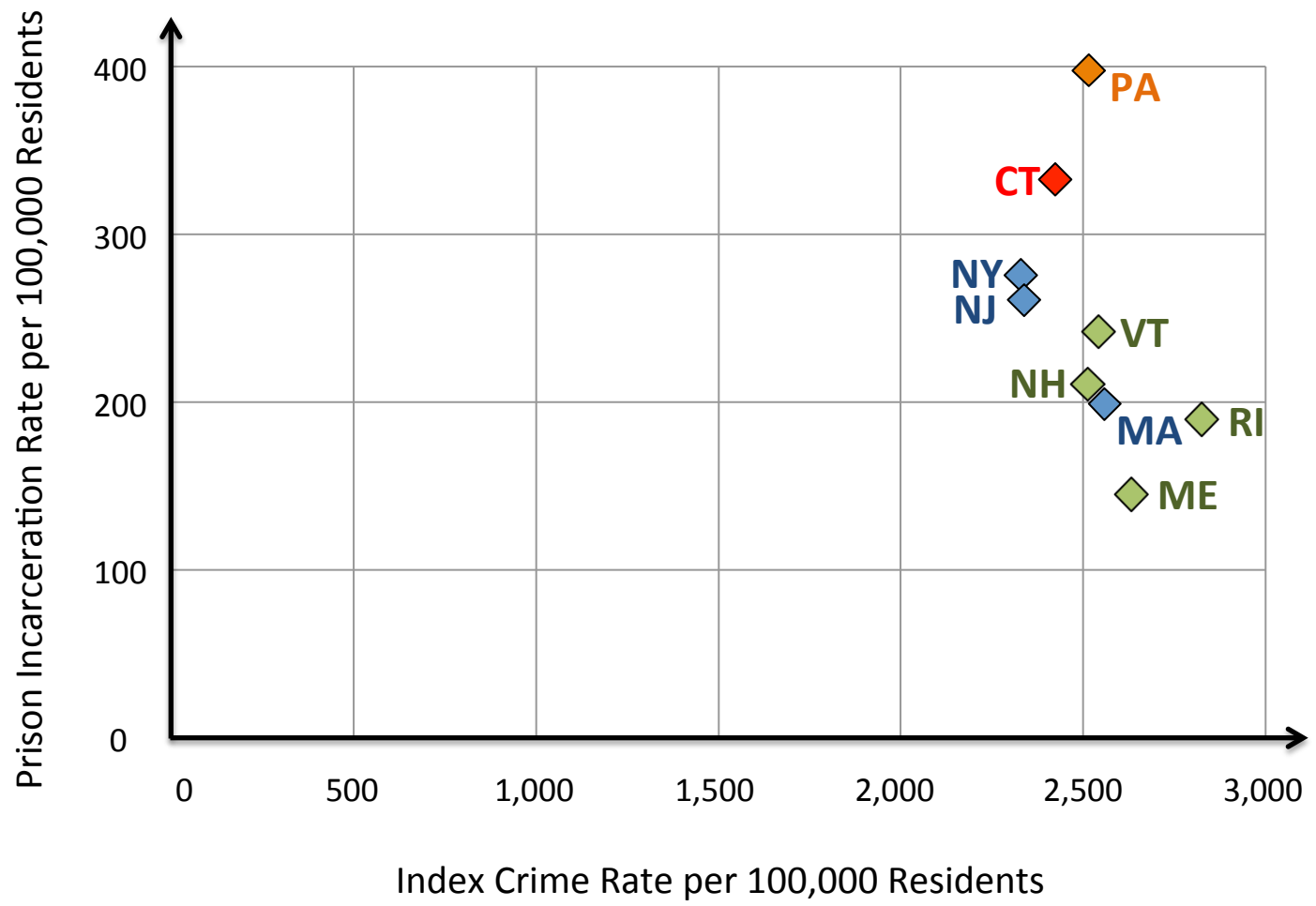
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In the Northeast, Connecticut ranks among the lowest in crime rate, but among the highest in incarceration rate



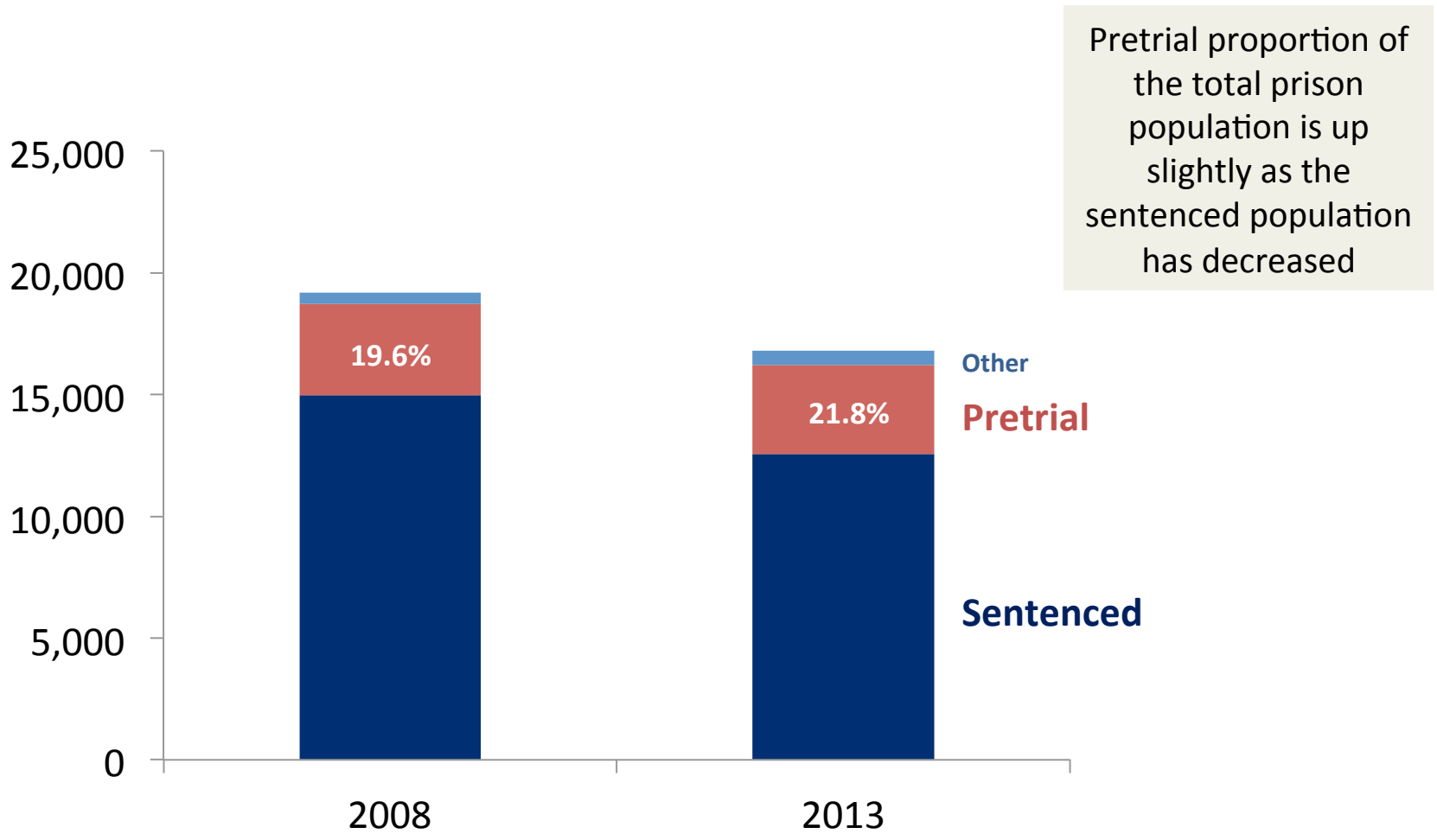
	Total Index Crime Rate	Incarceration Rate	Probation Rate
Connecticut	2,423	333	1,700
Connecticut's Rank (Among 9 Northeastern states)	7 th	2 nd	3 rd
Massachusetts	2,559	199	1,303
Maine	2,633	145	652
New Hampshire	2,512	211	390
New Jersey	2,337	261	1,673
New York	2,329	276	701
Pennsylvania	2,515	398	1,768
Rhode Island	2,825	190	2,848
Vermont	2,541	242	1,184

Comparison to some northeastern states shows room for improvement



Source: BJS, *Prisoners in 2012* and FBI, *Crime in the U.S. 2012*.

Pretrial proportion in Connecticut is in line with other states but is on the rise



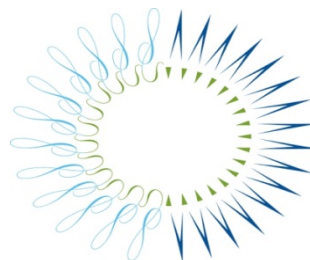
Source: OPM Monthly Indicators Reports, December 1, 2013 and 2008.

Although recidivism rates have declined, they still seem high and need to be unpacked further

Two-year recidivism rates by release cohort			
Recidivism Type	2005 Release Cohort	2008 Release Cohort	Change
Arrested	59.5%	56.0%	-6%
Returned to Prison	49.2%	47.4%	-4%
New Conviction	48.7%	39.5%	-19%
New Prison Sentence	27.7%	27.0%	-3%

Justice Reinvestment

*a data-driven approach to reduce corrections spending
and reinvest savings in strategies that can
decrease recidivism and increase public safety.*



Questions for potential study

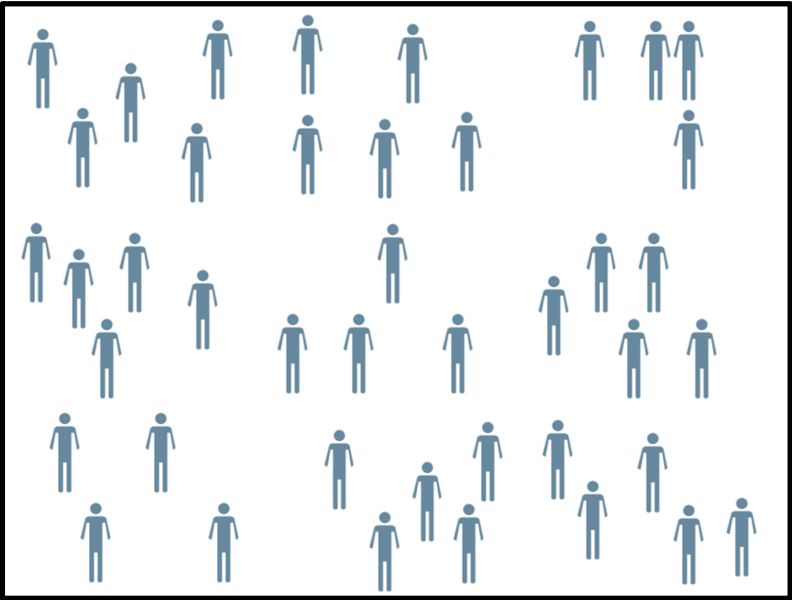
- Why is Connecticut's incarceration rate higher than much of the rest of the Northeast?
- To what extent is the pretrial population growing and why?
- How can recidivism rates be driven down further?
- Are there opportunities to inform the parole decision making process?

1. Focus on individuals most likely to reoffend

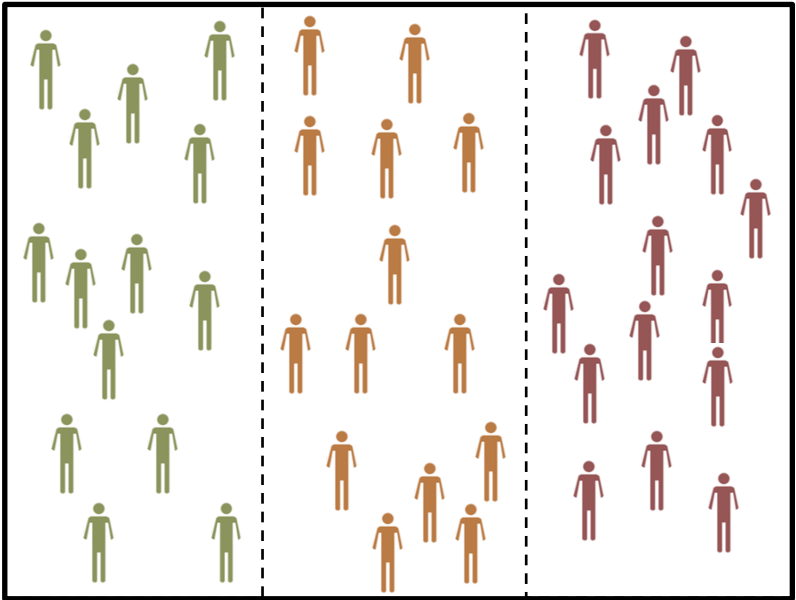
Identify and Focus on Higher-Risk Offenders

Who?

Without Risk Assessment...



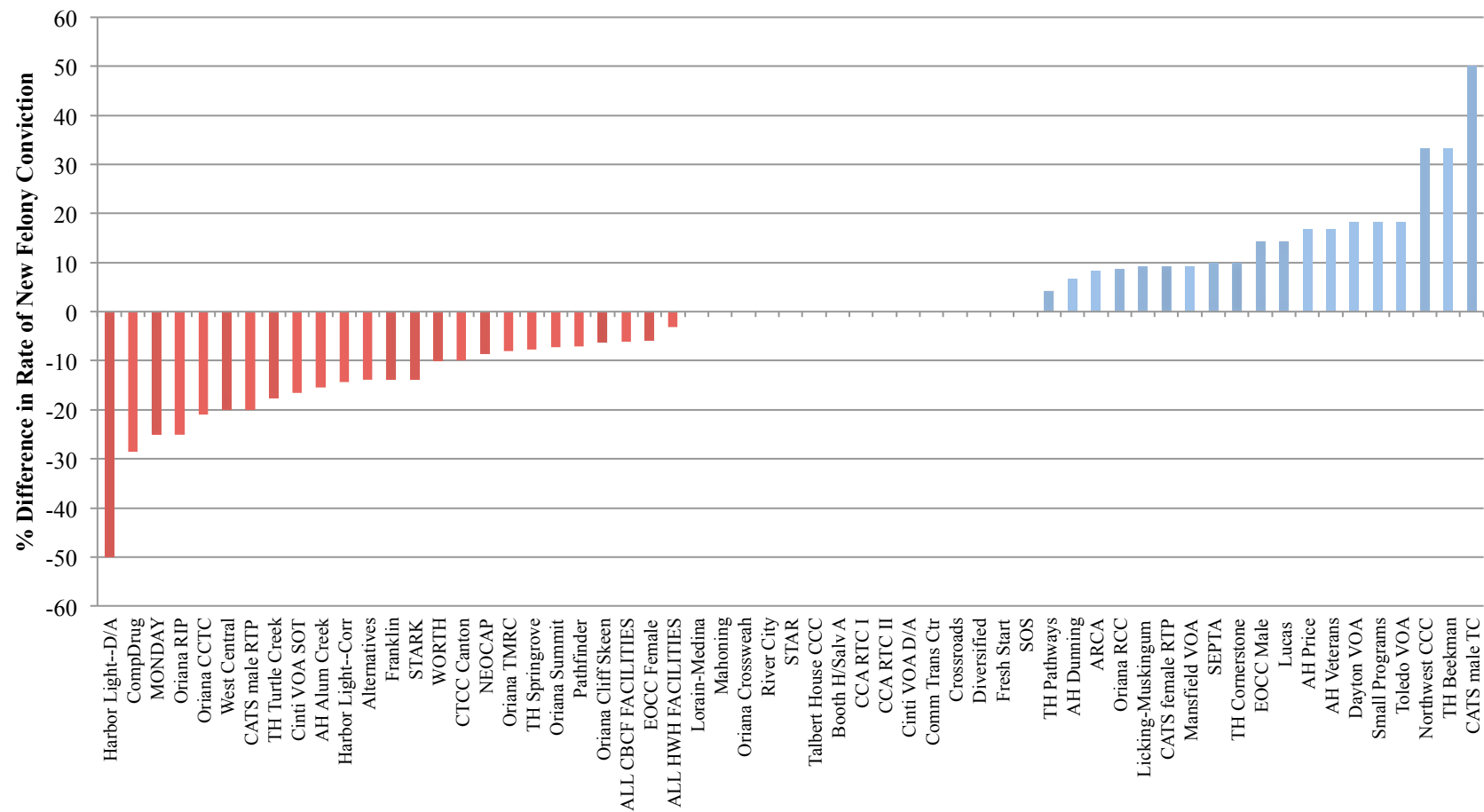
With Risk Assessment...



Risk of Re-offending		
LOW 10% re-arrested	MODERATE 35% re-arrested	HIGH 70% re-arrested

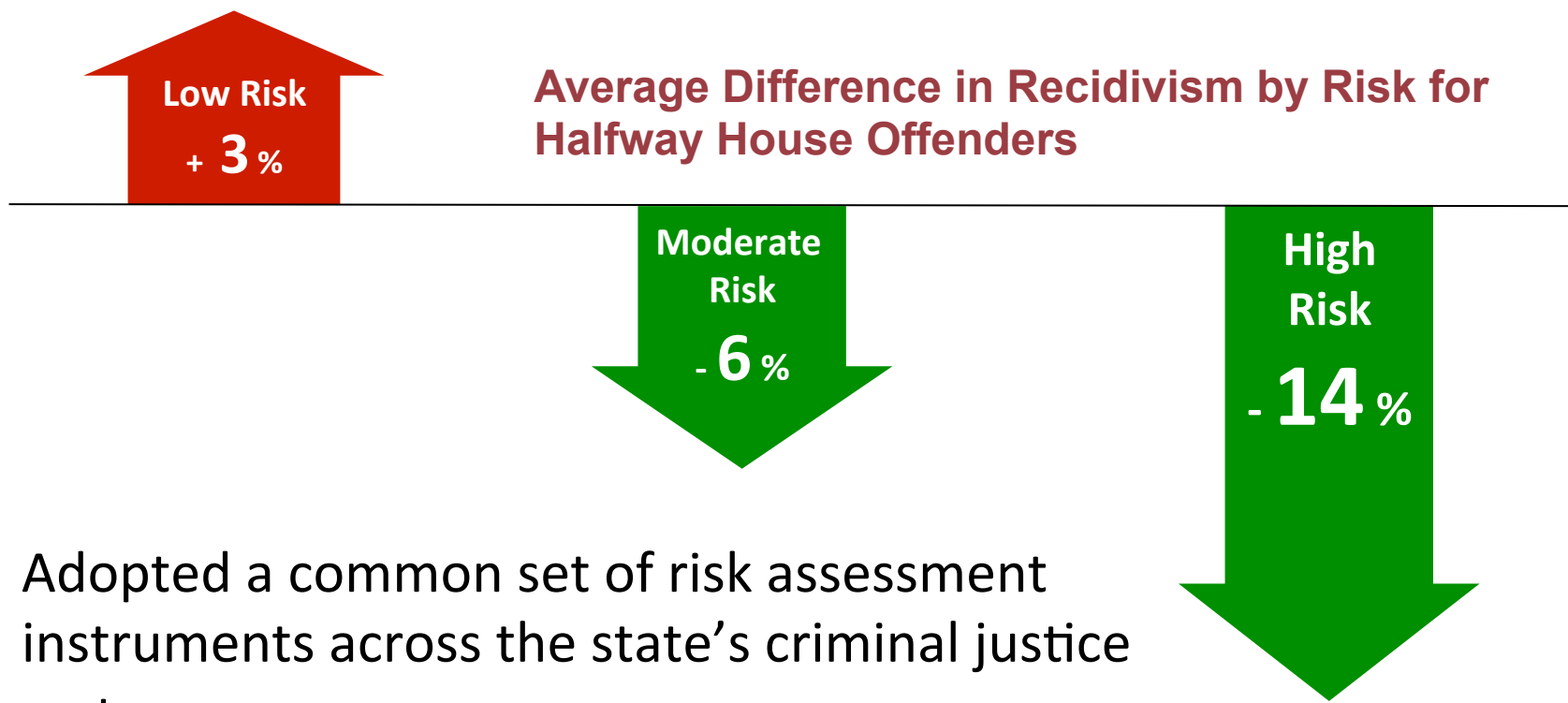
Reinvest in High-Performing Programs

Impact of Ohio Residential Correctional Programs on Recidivism (Annual State Funding: \$104m)



1. Focus on
individuals most
likely to reoffend

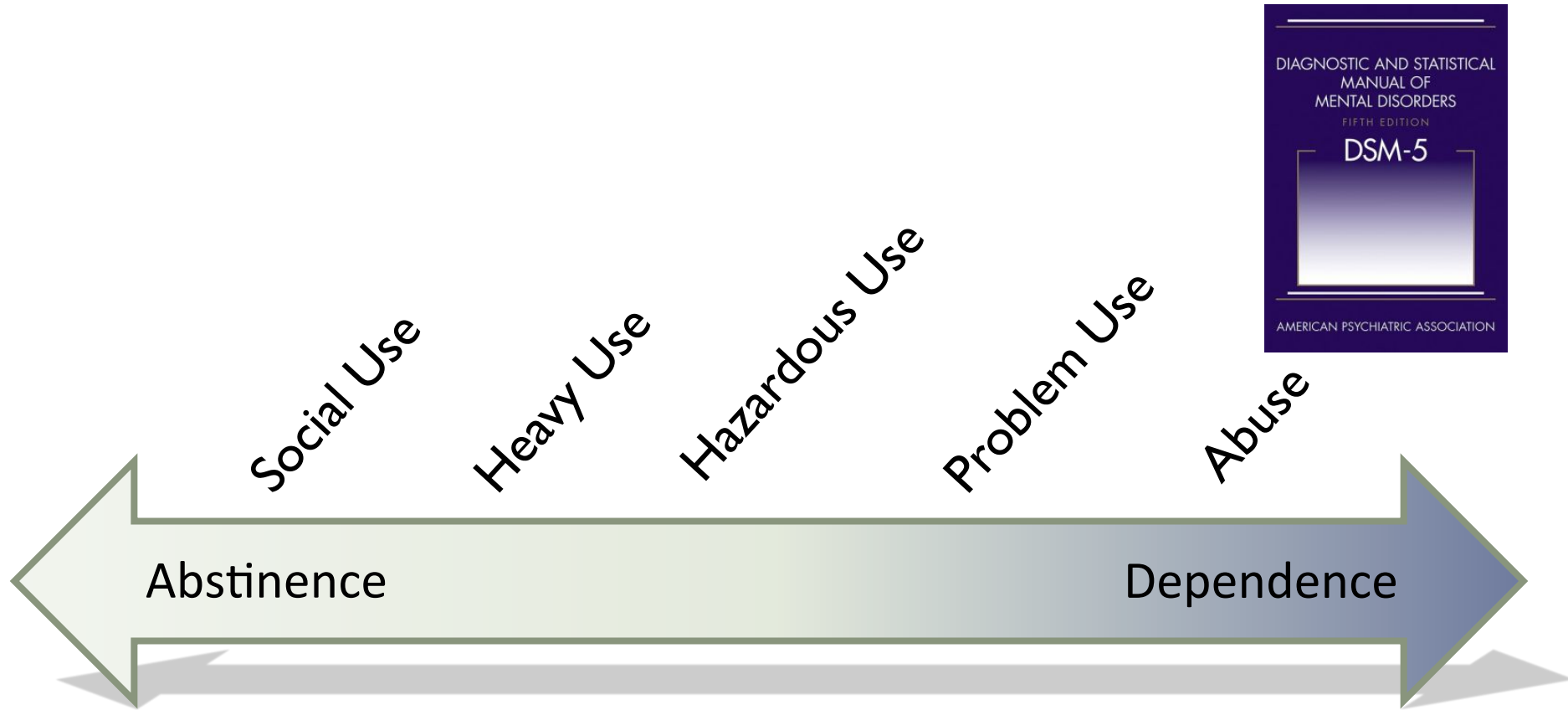
Identify and Focus on Higher-Risk Offenders



- Adopted a common set of risk assessment instruments across the state’s criminal justice system.
- Ensured that program placement is driven by risk assessment score.

*Presentation by Latessa, “What Works and What Doesn’t in Reducing Recidivism: Applying the Principles of Effective Intervention to Offender Reentry”

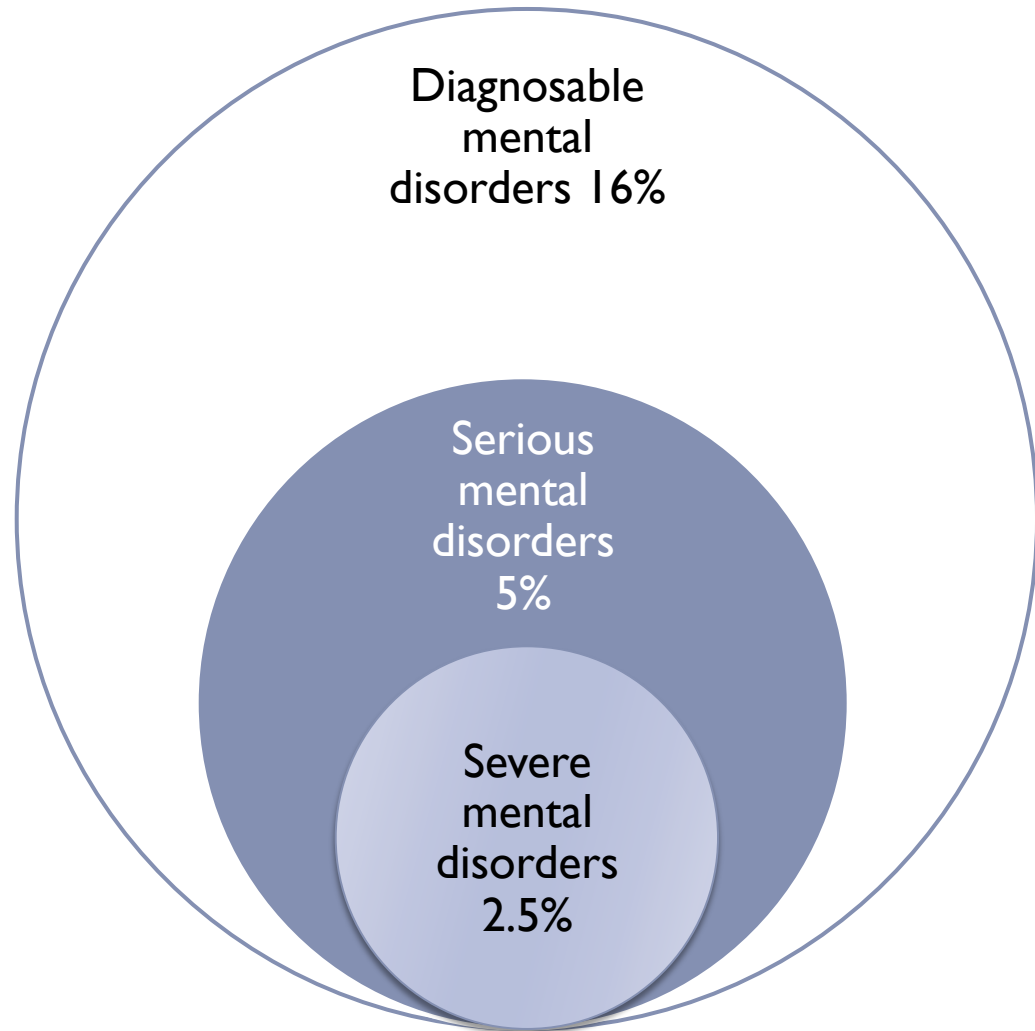
Not all Substance Use Disorders are Alike



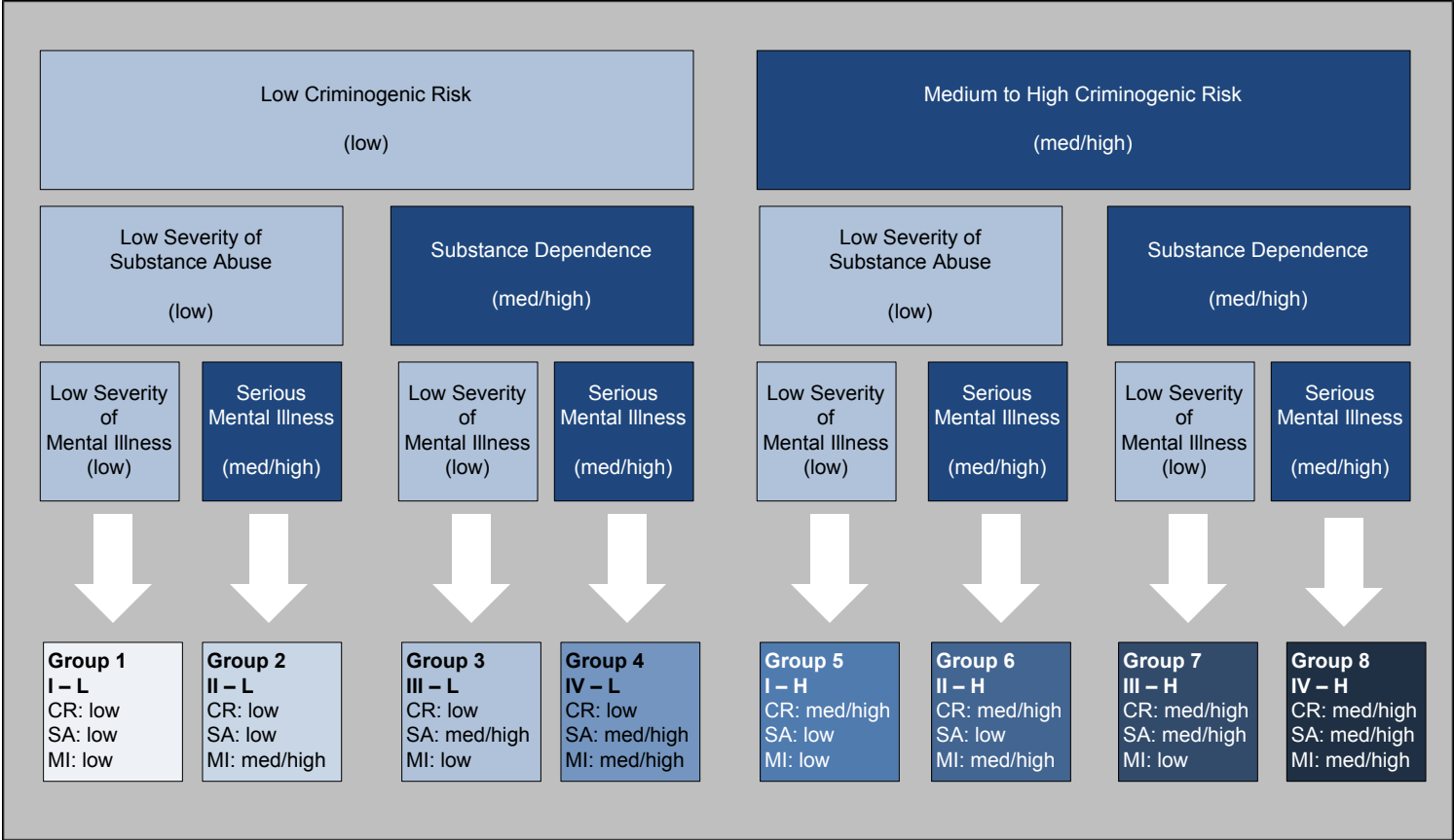
The Substance Use Disorder Continuum

Not All Mental Illnesses Are Alike

Mental Illnesses In the General Population



A Framework to Improve Behavioral Health Outcomes AND Reduce Recidivism



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