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
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

Prison Expenditure: New Haven Neighborhoods

Hill
Total Admissions = $19.8 million
Probation Violations = $6.2 million
Probationers, Unemployment Insurance Claimants, TFA Recipients: New Haven Neighborhoods

Probationers

UI Claimants

TFA Recipients
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

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

“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.”

-Page 25

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


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

**Prison Population Percentage Change, 2001-2002**

**Prison Population Percentage Change, 2010-2012**


Excludes 3 states with that did not report 2012 data.
Trends in Probation / Parole Supervision

Probation and Parole Supervision Populations, 2002-2012

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

<table>
<thead>
<tr>
<th>Recidivism Type</th>
<th>2005 Release Cohort</th>
<th>2008 Release Cohort</th>
<th>Change</th>
</tr>
</thead>
<tbody>
<tr>
<td>Arrested</td>
<td>59.5%</td>
<td>56.0%</td>
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<td>Returned to Prison</td>
<td>49.2%</td>
<td>47.4%</td>
<td>-4%</td>
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<tr>
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<td>48.7%</td>
<td>39.5%</td>
<td>-19%</td>
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<tr>
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<td>27.7%</td>
<td>27.0%</td>
<td>-3%</td>
</tr>
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</table>

Between 2008 and 2012, crime in Connecticut has declined.

- Prison Population down 16% since 2008
- Violent crime rate down 8% since 2008
- Property crime rate down 14% since 2008
- Total arrests down 19% since 2008

Change in Index Property and Violent crime rates from 2008 and 2012 FBI UCR reports.
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.
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

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

- $1.1 Million
- $1.8 Million
- $1.6 Million
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)

<table>
<thead>
<tr>
<th>Program</th>
<th>FY12 Enacted</th>
<th>FY13 Enacted</th>
<th>FY14 Budget Request</th>
</tr>
</thead>
<tbody>
<tr>
<td>Second Chance Act</td>
<td>$63</td>
<td>$67.45</td>
<td>$119</td>
</tr>
<tr>
<td>Justice Reinvestment</td>
<td>$6</td>
<td>$5.88</td>
<td>$85</td>
</tr>
<tr>
<td>Mentally Ill Offender Treatment and Crime Reduction Act</td>
<td>$9</td>
<td>$8.83</td>
<td>$0</td>
</tr>
<tr>
<td>Byrne Justice Assistance Grants</td>
<td>$470</td>
<td>$370</td>
<td>$395</td>
</tr>
<tr>
<td>Adam Walsh</td>
<td>$20</td>
<td>$20</td>
<td>$20</td>
</tr>
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</table>

Sen. John Cornyn (TX)  
Sen. Patrick Leahy (VT)  
Sen. Sheldon Whitehouse (RI)

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.

2012 Incarceration Rate
(Sentenced prisoners per 100,000 population)

Source: BJS, Prisoners in 2012 – Advance Counts.

Council of State Governments Justice Center
Connecticut’s total index crime rate is the seventh lowest in the country.
Corrections spending is up in the last decade but down slightly in recent years

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

National Association of State Budget Officers, 2009 and 2011-2013 State Expenditure Reports
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In the Northeast, Connecticut ranks among the lowest in crime rate, but among the highest in incarceration rate.

<table>
<thead>
<tr>
<th>State</th>
<th>Total Index Crime Rate</th>
<th>Incarceration Rate</th>
<th>Probation Rate</th>
</tr>
</thead>
<tbody>
<tr>
<td>Connecticut</td>
<td>2,423</td>
<td>333</td>
<td>1,700</td>
</tr>
<tr>
<td>Connecticut’s Rank</td>
<td>7th</td>
<td>2nd</td>
<td>3rd</td>
</tr>
<tr>
<td>(Among 9 Northeastern states)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Massachusetts</td>
<td>2,559</td>
<td>199</td>
<td>1,303</td>
</tr>
<tr>
<td>Maine</td>
<td>2,633</td>
<td>145</td>
<td>652</td>
</tr>
<tr>
<td>New Hampshire</td>
<td>2,512</td>
<td>211</td>
<td>390</td>
</tr>
<tr>
<td>New Jersey</td>
<td>2,337</td>
<td>261</td>
<td>1,673</td>
</tr>
<tr>
<td>New York</td>
<td>2,329</td>
<td>276</td>
<td>701</td>
</tr>
<tr>
<td>Pennsylvania</td>
<td>2,515</td>
<td>398</td>
<td>1,768</td>
</tr>
<tr>
<td>Rhode Island</td>
<td>2,825</td>
<td>190</td>
<td>2,848</td>
</tr>
<tr>
<td>Vermont</td>
<td>2,541</td>
<td>242</td>
<td>1,184</td>
</tr>
</tbody>
</table>
Comparison to some northeastern states shows room for improvement

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

Pretrial proportion of the total prison population is up slightly as the sentenced population has decreased.

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

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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

**Who?**

**Identify and Focus on Higher-Risk Offenders**

**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

Social Use  Heavy Use  Hazardous Use  Problem Use  Abuse

Abstinence  Dependence

The Substance Use Disorder Continuum
Mental Illnesses In the General Population

- Diagnosable mental disorders: 16%
- Serious mental disorders: 5%
- Severe mental disorders: 2.5%

Not All Mental Illnesses Are Alike
A Framework to Improve Behavioral Health Outcomes AND Reduce Recidivism
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