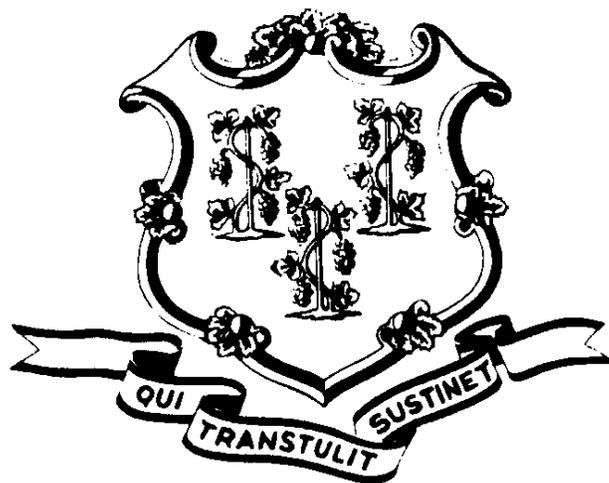


A STUDY OF INCENTIVES TO SITE CRIMINAL JUSTICE FACILITIES

A Report of the Siting Incentives Committee



State of Connecticut
Office of Policy and Management

December 30, 2008

A Study of Incentives to Site Criminal Justice Facilities

The Siting Incentives Committee conducted a study of incentives to promote developments of community-based criminal justice facilities and services pursuant to Section 33 of [Public Act 08-01, January Special Session entitled "An Act Concerning Criminal Justice Reform"](#). The legislation required a committee comprised of state government officials from the Executive, Judicial and Legislative branches, and appointees of local municipal governments and non-profit private providers

“to study the manner in which the state may effectively provide incentives to municipalities throughout the state to allow the siting of community-based facilities such as halfway houses and transitional and supportive housing for offenders released into the community.”

The Governor appointed the Undersecretary of Criminal Justice Policy and Planning Division (CJPPD), Office of Policy and Management, to serve as the chair for the Siting Incentives Committee.

The Siting Incentives Committee examined the challenges and opposition to siting of community-based criminal justice facilities and identified incentives to help promote development of these facilities. Research and analysis indicates that community-based services for the criminal justice population can reduce future expenditures for incarceration and reduce the risk of repeat criminal behavior. Local and national demonstration projects have found that community-based criminal justice facilities can serve as a resource to neighborhoods to help prevent or reduce criminal behavior by supervising individuals who might not otherwise be monitored.

Despite the opportunity that community-based facilities can improve public safety, state agencies face significant challenges in siting these services. The Committee found that the most promising incentives revolve around educating the community and local leaders about the function and effectiveness of community-based criminal justice services. The Committee identified eight recommendations to develop incentives for communities to voluntarily allow establishment of community-based criminal justice facilities and programs.

The report recommends that the Criminal Justice Policy Advisory Commission (CJPAC) form a workgroup to oversee the development and implementation of the incentive programs. Any evaluations or analysis of the CJPAC workgroup shall respect the autonomy of the municipalities and the voluntary nature of incentives and existing state statutes.

It is important to recognize that many people and organizations across the criminal justice system in the state of Connecticut contributed their ideas and insights for the development of this report. I am grateful for their contributions and wish to offer all of them my sincere thanks for their participation.

Brian Austin, Jr., Esq.
Undersecretary
Criminal Justice Policy and Planning Division
Office of Policy and Management
December 2008

A STUDY OF INCENTIVES TO SITE CRIMINAL JUSTICE FACILITIES

A Report of the Siting Incentives Committee

Executive Summary

The Siting Incentives Committee was established, pursuant to Section 33 of Public Act 08-01, January Special Session entitled "An Act Concerning Criminal Justice Reform", "to study the manner in which the state may effectively provide incentives to municipalities throughout the state to allow the siting of community-based facilities such as halfway houses and transitional and supportive housing for offenders released into the community." The Governor appointed the Undersecretary of Criminal Justice Policy and Planning Division (CJPPD), Office of Policy and Management to serve as the chair for the Siting Incentives Committee. According to the legislation, the Committee must report its findings and recommendations to the Governor and General Assembly no later than January 1, 2009.

Most offenders who enter prison will eventually return to a community. In Connecticut, more than 95% of offenders leave the prison system and re-enter society. The vast majority of offenders spend less than two years in prison before returning to a local community. Given this reality, it is imperative that Connecticut's criminal justice system and municipalities develop ways to support successful return of offenders back to society while ensuring the safety of communities. Community-based criminal justice facilities, such as supervised housing and day-reporting centers, can serve as effective tools for building a continuum of accountability and monitoring to transition offenders to self-sufficiency and becoming law-abiding citizens.

Community-based criminal justice facilities and services help safeguard the community through offender supervision and address the causes of criminal behavior, thus minimizing risk of future crime.

Scope of Study

The Siting Incentives Committee examined the challenges and opposition to siting of community-based criminal justice facilities and identified incentives to help promote development of these facilities. Although there are several state agencies that fund community-based services for special populations, the Siting Incentives Committee's scope of analysis and discussion focused on residential and non-residential community-based facilities for the adult criminal justice population. These facilities are mainly funded by the Department of Correction (DOC) and the Judicial Branch's Court Support Services Division (CSSD); these facilities include halfway houses, day-reporting centers, transitional housing, work release programs and treatment centers. The Committee identified eight recommendations to develop incentives for communities to voluntarily allow establishment of community-based criminal justice facilities and programs. The Criminal Justice Policy Advisory Commission (CJPAC) is charged with forming a workgroup to oversee the development and implementation of the incentive programs.

The Need to Site Community-Based Criminal Justice Facilities

For more than four years, Connecticut has been building a multidisciplinary criminal justice system that includes a broader range of sanctions and greater use of community-based supervision and transitional support services. Assessments indicate that community-based services help increase the chances for successful community re-integration while decreasing the risk of repeat crime and re-incarceration. Local and national demonstration projects have found that community-based criminal justice facilities can serve as a resource to neighborhoods to help prevent or reduce criminal behavior by supervising individuals who might not otherwise be monitored. The research conducted by the *Council of State Governments Re-Entry Policy Council* shows that housing and stable employment used in concert with treatment and social services can decrease the chance of repeat arrest and re-incarceration of offenders. [Reentry Policy Council Publications www.reentrypolicy.org](http://www.reentrypolicy.org)

Stable housing and employment are key determinative factors in successful community re-entry and ensuring accountability.

Significant Barriers

Although community-based services may offer the opportunity to reduce crime and improve community safety, state agencies face significant challenges in siting these facilities. In the past, state criminal justice agencies had access to funds to operate facilities such as halfway houses and day-reporting centers, but were unable to negotiate agreements with municipalities and neighborhoods to establish the sites.

The committee found that the strongest opposition and, conversely, the most promising incentives are rooted in four major areas: **Community Education, Confidence in the Quality and Competence of a Facility, Equity and Fairness, and State Agency Planning and Procurement.**

Although financial issues were cited as obstacles, the committee concluded that the greatest challenge was the communities' fear of re-victimization and perceived adverse impact on a neighborhood's quality of life. The public, in general, fails to see community-based facilities as long-term safety measures and doesn't understand how the facilities can prevent future crime. Safety concerns are compounded by a lack of confidence in the quality and competence of a facility, as well as a mistrust of the state agencies that fund the facility. The public usually has little knowledge of management practices within the facilities or procedures to supervise and monitor the offender. Issues of equity and fairness were also major points of opposition, as well as lack of a coordinated state agency siting process.

Municipal leaders often oppose the siting of offender facilities based on concerns of adverse financial impact on local government budgets including property devaluation, loss of property tax revenue and increased burden of local funding for police, fire and other public services. In addition, municipalities lack confidence that the State will maintain its commitment to fully fund incentive-type programs such as the PILOT (Payment in Lieu of Taxes) program. Some municipalities feel disproportionately burdened by a saturation of criminal justice facilities, as well as overwhelmed with unsupervised and homeless offenders. Similarly, some towns feel unfairly burdened by large-scale state-operated institutions. Towns that have existing state prison facilities are reluctant to allow expansion of state properties given that there are other municipalities with no such facilities.

Recommendations for Incentives

The Committee conducted the study in accordance with the intent and scope of PA 08-01 and subsequently developed eight recommendations for incentives which address the four areas of concern. The Criminal Justice Policy Advisory Commission (CJPAC) shall establish a workgroup to implement the recommendations stated herein as well as examine any strategies and models the workgroup deems appropriate including those identified in the appendix. Any evaluations or analysis of the CJPAC workgroup shall respect the autonomy of the municipalities and the voluntary nature of incentives and existing state statutes.

Recommendation #1

- Develop a format for a **public education initiative** and public comment sessions for state criminal justice agencies to implement prior to releasing Requests for Proposals (RFPs) for procuring new community-based services for the criminal justice population. The public education initiative should include opportunities for participation from the community stakeholders and local government leaders, and sharing of information on successful community re-entry model programs. Public comment sessions should provide information on site selection criteria, provider selection criteria and selection process, and licensing and monitoring procedures and protocols.

Objectives:

Increase awareness of how facilities can reduce neighborhood crime.

Increase local leader's understanding of facilities' procedures for offender accountability.

Expand opportunities for public participation in siting process.

Improve state agency regulation and oversight of facilities

Improve state's planning and contracting process.

Recommendation #2

- Review existing **licensing, certification and inspection requirements** for residential and non-residential facilities serving the criminal justice populations, including housing units, such as “sober houses”, funded by sources other than state agencies. Identify needs for revisions in licensing requirements, certification procedures, monitoring and inspection procedures, and develop a proposal to address revisions.

Recommendation #3

- Determine the **uniform set of data** which state agencies must post on their website for public access to information on community-based residential and non-residential facilities for the criminal justice population, including the licensing standards, oversight and monitoring process for each facility type, and links to information on individual state agency websites.

Recommendation #4

- Develop a proposal for a **compensation program** to provide funds to municipalities that accept community-based residential and non-residential facilities for the criminal justice population.

Recommendation #5

- Allow state agencies to contract funds, within available appropriations, to private providers in exchange for **waiver of property tax exemption** status.

Recommendation #6

- Allow state criminal justice agencies to use **bond funds** and/or operation funds for renovating buildings for community-based facilities for offenders.

Recommendation #7

- Examine **zoning issues** associated with siting of community-based facilities for the criminal justice populations, including the need for zoning definitions.

Recommendation #8

- Propose an inter-agency **strategic plan** for siting of future community-based facilities serving criminal justice clients which includes analysis of local and national models of successful community-based re-entry programs, distribution of offender population and projection of future offender population demographics, assessment of fiscal impact of existing community-based facilities and forecast of future impact, identification of ways to promote public safety and develop community-based partnerships that build positive community relationships.
- State agency requests for bond funding should be consistent with the objectives and criteria established in the strategic plan.

A STUDY OF INCENTIVES TO SITE CRIMINAL JUSTICE FACILITIES Report of the Siting Incentives Committee

The Siting Incentives Committee was established, pursuant to Section 33 of Public Act 08-01, January Special Session entitled "An Act Concerning Criminal Justice Reform", " to study the manner in which the state may effectively provide incentives to municipalities throughout the state to allow the siting of community-based facilities such as halfway houses and transitional and supportive housing for offenders released into the community." The Governor appointed the Undersecretary of Criminal Justice Policy and Planning Division (CJPPD), Office of Policy and Management to serve as the chair for the Siting Incentives Committee. According to the legislation, the Committee must report its findings and recommendations to the Governor and General Assembly no later than January 1, 2009.

Committee's Scope of Work: Study of Incentives to Site Community-Based Residential and Non-Residential Facilities for the Adult Criminal Justice Population

Over the past four years, the Connecticut Legislature has enacted laws and led initiatives to expand the use of community-based sanctions and supervision programs in an effort to reduce crime and decrease the prison population. **An evolving body of research and analysis indicates that community-based services for the criminal justice population can reduce future expenditures for incarceration and reduce the risk of repeat criminal behavior.** Despite the opportunity that community-based facilities can improve public safety, state agencies face significant challenges in siting these services for the criminal justice population. The Siting Incentives Committee examined the challenges and opposition to siting of community-based criminal justice facilities and recommended incentives to help promote development of these facilities.

Although there are several state agencies that fund community-based services for special populations, the Siting Incentives Committee's scope of analysis and discussion focused on residential and non-residential community-based facilities for the adult criminal justice population. These facilities are mainly funded by the Department of Correction (DOC) and the Judicial Branch's Court Support Services Division (CSSD) to provide services to offenders released from prison, as well as offenders on probation or under supervision of other alternative criminal sanctions programs. These facilities include halfway houses, day-reporting centers, transitional housing, work release programs, treatment centers and other forms of community-based supervision and oversight.

Community-based supervision facilities and transition services can maximize effective expenditure of public funds and help ensure that prison beds remain available for the most violent criminals and those who pose the greatest risk to community safety.

The Committee identified eight recommendations to develop incentives for communities to voluntarily allow establishment of community-based criminal justice facilities and programs. The Criminal Justice Policy Advisory Commission (CJPAC) is charged with forming a workgroup to oversee the development and implementation of the incentive programs.

Composition of the Siting Incentives Committee

PA 08-01 designated the state government officials (Executive, Judicial, and Legislative branches) and appointees (municipal local government and private, non-profit providers) to serve as committee members. Committee members are: Hon. Brian Austin, Jr., Esq, Chair, Undersecretary, Criminal Justice Policy and Planning Division, Office of Policy and Management; Rosemary Arway, Deputy Police Chief, City of Norwalk, Municipal Official of a municipality of 75,000-100,000 population, appointed by President Pro Tempore Donald Williams; Representative Penny Bacchiochi, Ranking Member, Planning and Development Committee; Hon. Woody Bliss, First Selectman, Town of Weston, Municipal Official of a municipality of under 25,000 population, appointed by Minority Leader of the Senate John McKinney;

William H. Carbone, Executive Director, Judicial Branch's Court Support Services Division; Senator Eric Coleman, Esq, Co-Chair, Planning and Development Committee; Senator Leonard Fasano, Esq, Ranking Member, Planning and Development Committee; Representative Arthur Feltman, Esq, Co-Chair, Planning and Development Committee; Senator John A. Kissel, Esq, Ranking Member, Judiciary Committee; Hon. Theresa C. Lantz, Commissioner, Department of Correction; Representative Michael Lawlor, Esq, Co-Chair, Judiciary Committee; Senator Andrew McDonald, Esq, Co-Chair, Judiciary Committee; Representative Arthur O'Neill, Esq, Ranking Member, Judiciary Committee; Maureen Price-Boreland, Esq, Executive Director, Community Partners in Action, representing a community-based facility, appointed by House Majority Leader Christopher Donovan; Sally Schenk, Board President, Family Re-Entry, representing a community-based facility, appointed by Minority Leader of House Lawrence F. Cafero; Hon. Jeffrey Wright, Mayor, Town of Newington, Municipal Official of a municipality of 25,000-50,000 population, appointed by the Governor, M. Jodi Rell; two (2) legislative appointments remained vacant.

Committee's Process:

The Siting Incentive Committee met six times during an eight month study period: May 16, 2008, June 26, 2008, September 25, 2008, October 23, 2008, November 20, 2008 and December 18, 2008. The list of committee members, meeting agendas, and meeting minutes were posted on the Office of Policy and Management website at www.ct.gov/opm.

At the first committee meeting, the Department of Correction (DOC) and the Judicial Branch's Court Support Services Division (CSSD) presented information on community-based diversion type programs and community re-entry programs which support offender's transition from prison back into the community. Although DOC's core function includes transition and community re-entry services; it does provide some diversion services. Likewise, CSSD's focus is diversion yet it also provides community re-entry programming. These agencies serve a similar offender population, in the same communities, with similar programs operated by the same non-profit agencies, and face the same challenges to siting of facilities.

In Connecticut, more than 95% of prisoners will eventually return to the community.

During the second meeting, the committee was provided Connecticut-specific information and data analysis on recidivism and outcomes of community-based supervision programs for adult offenders. "Recidivism" is defined as new criminal activity by a person after a criminal conviction that resulted in either imprisonment or another sanction against them. The three most common measures used to track recidivism rates are new arrest, new conviction and new prison sentence. National and local studies indicate that offenders released from prison with no community supervision were more likely to be arrested, convicted, and incarcerated for a new offense than offenders who received some type of post-release supervision. [Office of Policy and Management CJPPD 2008 Annual Recidivism Study www.ct.gov/opm/cwp](http://www.ct.gov/opm/cwp)

The committee dedicated the subsequent three meetings to gathering information and various perspectives on the barriers and incentives to siting of community-based criminal justice facilities. Representatives from the Connecticut Conference of Municipalities (CCM) and Council Of Small Towns (COST) presented findings from surveys of CCM and COST members on local government leaders' concerns and issues. Representatives for the private sector non-profit providers addressed the committee and provided comments on the issues and challenges of siting facilities and offered recommendations for incentives. The Committee meetings included opportunities for public comment. (Copies of meetings materials and presentations are included in the Appendix.)

Our negative experiences with high rates of incarceration and homelessness provide a good argument for redirecting funds from incarceration to support for former inmates. (Urban chief of administration, CCM Survey)

Recommendations

Although many barriers and challenges were identified, the committee concluded that the most significant opposition and, conversely, the most promising incentives are rooted in four major areas:

Community Education and Awareness, Confidence in the Quality and Competence of a Facility, Equity and Fairness, and State Agency Planning and Procurement.

The Committee developed eight recommendations to address these areas of concern. The primary objectives are:

- Increase the public's knowledge and awareness of the mission and functions of community-based facilities,
- Educate local officials and community leaders about the impact of facilities,
- Improve state agency regulation and oversight of community-based facilities,
- Improve the state's planning and contracting process,
- Provide financial compensation to municipalities, and
- Support community access to appropriate level of information on facilities.

The **Criminal Justice Policy Advisory Commission (CJPAC)** shall establish a workgroup to implement the recommendations stated herein as well as examine any strategies and models the workgroup deems appropriate including those identified in the appendix. Any evaluations or analysis of the CJPAC workgroup shall respect the autonomy of the municipalities and the voluntary nature of incentives and existing state statutes.

Recommendation #1

- Develop a format for a **public education initiative** and public comment sessions for state criminal justice agencies to implement prior to releasing Requests for Proposals (RFPs) for procuring new community-based services for the criminal justice population. The public education initiative should include opportunities for participation from the community stakeholders and local government leaders, and sharing of information on successful community re-entry model programs. Public comment sessions should provide information on site selection criteria, provider selection criteria and selection process, and licensing and monitoring procedures and protocols.

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- Determine the **uniform set of data** which state agencies must post on their website for public access to information on community-based residential and non-residential facilities for the criminal justice population, including the licensing standards, oversight and monitoring process for each facility type, and links to information on individual state agency websites.

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- Propose an inter-agency **strategic plan** for siting of future community-based facilities serving criminal justice clients which includes analysis of local and national models of successful community-based re-entry programs, distribution of offender population and projection of future offender population demographics, assessment of fiscal impact of existing community-based facilities and forecast of future impact, identification of ways to promote public safety and develop community-based partnerships that build positive community relationships.
- State agency requests for bond funding should be consistent with the objectives and criteria established in the strategic plan.

The Need to Site Criminal Justice Facilities

For more than four years, Connecticut has been building a multidisciplinary criminal justice system that includes a broader range of sanctions and greater use of community-based supervision and transitional support programs. The experience indicates that appropriate use of these programs can maximize effective expenditure of public funds and help ensure that prison beds remain available for the most violent criminals and those who pose the greatest risk to community safety. Preliminary assessments suggest that these models can de-escalate criminal behavior and lead to extended periods of recovery which can increase the chances for successful community re-entry. Local and national demonstration projects have found that community-based criminal justice facilities can serve as a resource to neighborhoods to help prevent or reduce criminal behavior by supervising individuals who might not otherwise be monitored. <http://www.hud.gov/offices/cpd/homeless/library/bibliobytitle.pdf>

Community-based criminal justice facilities and services help safeguard the community through offender supervision and addressing the causes of criminal behavior, thus minimizing risk of future crime.

Although specialized offender facilities and services may offer the opportunity to reduce crime and improve community safety, the state agencies face significant challenges in siting these services and facilities. In the past, state criminal justice agencies had funding to operate specialized types of housing and supervision centers but were unable to negotiate agreements with municipalities and neighborhoods to establish the sites.

In most cases, the private provider that serves as the facility operator must assume the costs for securing zoning approvals, and compliance with local building ordinance and codes, as well as absorb the legal and administrative costs to engage in a lengthy approval process. These costs can become prohibitively high, forcing the provider to abandon the project and leaving the state agencies without a service delivery site and, possibly, exposing the community to increased risk of unsupervised offenders.

Types of Community-Based Criminal Justice Facilities

The Department of Correction (DOC) and the Judicial Branch's Court Support Services Division (CSSD) are the two major agencies responsible for planning and administration of services for offenders released from prison, as well as offenders on probation or under supervision of other alternative criminal sanctions

programs. The DOC and CSSD service delivery systems use the following types of facilities and services:

Half way house: Provide assistance for offenders who require greater support and supervision in the community. Offenders who are within 18 months of release date or have been voted to parole may participate in these structured programs. Placement is made for those who need housing, education or employment assistance, or intensive residential substance abuse treatment.

Transitional Housing: Offenders may be transferred by the Commissioner of Correction or designee to an approved community or private residence after satisfactory performance in a residential program. This program is for Parole ineligible offenders or those offenders who would benefit from a period of structured supervision following halfway house placement.

Work-release: Work Release programs assist offenders to become responsible members of the community. Individual treatment plans are developed with a focus on employment, substance abuse education, life skills, and discharge planning. The goal is to transition offenders onto Parole, Transitional Supervision, or End-of-Sentence release.

Treatment Center: non-residential facility providing addiction services to offenders.

Day Reporting centers: offenders must report while on probation or parole, and receive an increased intensity of services; may include educational services, vocational training, or treatment.

Community-Based Supervised Housing and Re-Entry into the Community

Most offenders who enter prison will eventually return to a community. In Connecticut, more than 95% of prison inmates leave the prison system and re-enter society. The vast majority of offenders spend less than two years in prison before returning to a local community. Re-entry and re-integration into the community may be significantly enhanced through community-based residential and non-residential facilities and services. Specialized offender services such as supervised housing, job training, and addiction treatment can serve as effective tools for building a continuum of accountability and monitoring to transition offenders to self-sufficiency and becoming law-abiding citizens.

In Connecticut, the vast majority of offenders spend less than two years in prison before returning to a local community

Studies have shown that housing and stable employment used in concert with treatment and social services can decrease the chance of repeat arrest and re-incarceration of offenders. Research has shown that people who do not find stable housing in the community are more likely to recidivate than those who do. According to a qualitative study by the Vera Institute of Justice, people released from prison and jail to parole, who entered homeless shelters in New York City, were seven times more likely to abscond during the first month after release than those who had some form of housing. [Issue Brief: Homelessness and Prisoner Re-entry www.reentrypolicy.org/housing_pubs_tools](http://www.reentrypolicy.org/housing_pubs_tools)

- According to national studies, the number of people released from prison has increased 350 percent over the last 20 years. During the same time period, the number of people who are homeless has swelled dramatically, to the current level of up to 850,000 people on any given day. Martha R. Burt et al., Homelessness: Programs and the People They Serve: Findings From the National Survey of Homeless Assistance Providers and Clients, U.S. Department of Housing and Urban Development (Washington, DC: 1999), cited in Stephen Métraux and Dennis P. Culhane, "Homeless Shelter Use and Reincarceration Following Prison Release: Assessing the Risk," *Criminology & Public Policy* 3, no. 2 (2004): 201–222

Stable housing and employment are key determinative factors in successful community re-entry and ensuring accountability.

- According to Bureau of Justice Assistance studies, supportive housing has been documented to drastically reduce criminal justice involvement, reducing jail incarceration rates up to 30 percent and prison incarceration rates up to 57 percent. Dennis P. Culhane et al. "Public Service Reductions Associated with Placement of Homeless Persons with Severe Mental Illness in Supportive Housing," in *Housing Policy Debate*, Vol. 13, Issue 1.

- Shelter use, both before incarceration and after release, is associated with an increased risk of return to prison; in a study of 50,000 individuals who were released from New York State prisons and returned to New York City between 1995 and 1998, the risk of re-incarceration increased 23 percent with pre-release shelter stay, and 17 percent with post-release shelter stay. Métraux and Culhane; David Michaels et al., "Homelessness and indicators of mental illness among inmates in New York City's correctional system." *Hospital and Community Psychiatry* 43 (2002):150–155.
- Job training and employment stabilization services and related social services are critical to helping offenders support themselves and their children without resorting to illegal activities. Research shows a clear relationship between work and criminality, and higher rates of labor force participation correspond to lower crime rates among returning offenders. Additionally, as wages go up, criminal behavior decreases. Council of State Governments, Report of the Re-entry Policy Council
- According to the Justice Policy Institute, Washington D.C., a review of the research literature found, for populations who are most at-risk for criminal justice involvement, supportive or affordable housing has been shown to be a cost-effective public investment, lowering corrections and jail expenditures and freeing up funds for other public safety investments. Additionally, providing affordable or supportive housing to people leaving correctional facilities is an effective means of reducing the chance of future incarceration. [Justice Policy Institute November 01 2007 http://www.justicepolicy.org/images/upload/07-11_REp_HousingPublicSafety_AC-PS.pdf](http://www.justicepolicy.org/images/upload/07-11_REp_HousingPublicSafety_AC-PS.pdf)

Community residential treatment programs cost less than incarceration – the community residential program averages \$20,000 per person compared to a range of \$31,000-\$64,000 per person in prison depending on level of service provided by the DOC.

Community-Based Facilities and Neighborhood Crime

The strongest barrier to siting community-based criminal justice facilities is the community's fear that neighborhood crime will increase. The National Law Center on Homelessness and Poverty polled 89 supportive housing programs and found that 41 percent had experienced "not in my backyard" opposition from prospective neighbors and local governments prior to beginning their operations. Sixty-one percent of these opponents listed a potential increase in crime as their major concern with having supportive housing in their community. However, studies have shown not only that the addition of supportive housing to a community does not increase crime, but also that investments in supported housing have been associated with improved neighborhood quality and property values.

Supportive housing can improve a neighborhood and contribute to community re-vitalization.

Research published in the *Journal of Urban Affairs* in 2002 examined 14 Denver neighborhoods in which supportive housing facilities opened between 1992 and 1995 to determine the impact of categories of reported crime (total, violent, property, disorderly conduct, or criminal mischief offenses) experienced statistically significant increases near a supportive housing facility after it was developed and began operating. Galster, George, Kathryn Pettit, Anna Santiago, and Peter Tatian. 2002. The impact of supportive housing on neighborhood crime rates. *Journal of Urban Affairs* 24(3): 289-315.

Impact on Property Values

A study of Connecticut supportive housing sites (Bridgeport, Hartford, New Haven, Middletown, Stamford and Windham) measured and assessed each supportive housing project's impact on neighboring property values. The data collected to assess the impact of the projects on neighboring property values implied that the markets surrounding all but one of the projects improved from the date of first evaluation, June 25, 1999, through March 1, 2002. Only the values of properties sold in a Stamford neighborhood decreased during that time period; the decrease in value, however, was a nominal \$1.96 weighted average price per square foot. It is important to note, however, that a number of factors contribute to the sales price of a property, including, but not limited to, conditions of sale, location, building size, building age and condition, and construction quality. This information is not meant to imply that the development of the project caused or alone was responsible for an increase or decrease in the market. It is to be used only as an indication of market trends. 2002 Connecticut Supportive Housing Demonstration Program Evaluation Report Commissioned by CSH, Prepared by: Arthur Andersen LLP, University of Pennsylvania Health System, Department of Psychiatry, Center for Mental Health Policy and Services Research; Kay E. Sherwood TWR Consulting 2001

Barriers and Incentives to Promote Siting of Community-Based Facilities

The committee gathered information on the effectiveness of community supervision and listened to various perspectives on the barriers and incentives to siting of community-based facilities. Representatives from the Connecticut Conference of Municipalities (CCM) and Council Of Small Towns (COST) presented findings from surveys of CCM and COST members on local government leaders' concerns and issues. Representatives for the private sector non-profit providers addressed the committee and provided comments on the issues and challenges of siting facilities and offered recommendations for incentives.

The committee found that the strongest opposition and, conversely, the most promising incentives are rooted in four major areas: **Community Education, Confidence in the Quality and Competence of a Facility, Equity and Fairness, and State Agency Planning and Procurement.**

Significant Barriers

Although financial issues were cited as obstacles, the committee concluded that the greatest challenge was the communities' fear of re-victimization and perceived adverse impact on properties values, as well as erosion of a neighborhood's vitality. The public, in general, fails to see community-based facilities and services as long-term safety measures and does not understand how the facilities and services prevent future crime.

Safety concerns are compounded by a lack of confidence in the quality and competence of a facility, as well as a mistrust of the state agencies that fund the facility. The public usually has very little knowledge of management practices within the facilities or procedures to supervise and monitor the offender. Communities are unaware of the state agency's certification requirements and operating standards for the facilities.

Issues of equity and fairness were also major points of opposition, as well as lack of a coordinated state agency siting process. Municipal leaders often oppose the siting of offender facilities based on concerns of adverse financial impact on local government budgets including property devaluation, loss of property tax revenue and increased burden of local funding for police, fire and other public services. In addition, municipalities lack confidence that the State will maintain its commitment to fully fund incentive-type programs such as the PILOT (Payment in Lieu of Taxes) program. Some municipalities, particularly urban towns, feel disproportionately burdened with a saturation of criminal justice facilities, as well as overwhelmed with unsupervised and homeless offenders. Similarly, some suburban towns feel unfairly burdened by the presence of large state-operated juvenile and adult institutions. Towns, such as those in the north central Connecticut area that house eight prison facilities, are reluctant to allow expansion of existing state properties given that there are other municipalities with no such facilities. Behavioral health specialists and corrections professionals are opposed to the expansion of state institutions as sites for transitional programs.

Given that more than 95% of prison inmates will eventually return to the community, additional time in an institutional environment will inadequately prepare offenders for the dynamics of a community environment.

Recommendations for Promising Incentives

The Committee developed eight recommendations for incentives which address the four areas of concern. The primary objectives of the recommendations are:

- Increase the public's knowledge and awareness of the mission and functions of community-based facilities,

The strongest opposition and the most promising incentives are rooted in four major areas:

Community Education and Awareness,

Confidence in the Quality and Competence of a Facility,

Equity and Fairness

State Agency Planning and Procurement

- Educate local officials and community leaders about the impact of facilities,
- Improve state agency regulation and oversight of community-based facilities,
- Improve the state’s planning and contracting process,
- Provide financial compensation to municipalities, and
- Support community access to appropriate level of information on facilities.

The **Criminal Justice Policy Advisory Commission (CJPAC)** shall establish a workgroup to implement the recommendations stated herein as well as examine any strategies and models the workgroup deems appropriate including those identified in the appendix. Any evaluations or analysis of the CJPAC workgroup shall respect the autonomy of the municipalities and the voluntary nature of incentives and existing state statutes.

Community Education and Awareness

Studies and polls indicate that the greatest obstacle to siting of criminal justice facilities is the public’s perception of risk and lack of knowledge about the purpose of community-based facilities and how they help prevent criminal behavior. The Committee discussed the following barriers and identified options for strategies to address the community’s concerns:

*The community needs to be educated that the halfway house will help solve the community’s problems and not that the community must tolerate other’s problems.
(Administrator, Supervised Housing Facilities)*

Table #1

Barriers and Issues	Options: Strategies and Incentives
<ul style="list-style-type: none"> • Safety, particularly children’s safety, is the strongest concern. • Communities fear that close proximity to offender facilities may lead to increased risk of victimization. • Community leaders may not perceive any benefit in advocating for siting of offender facilities. • Communities have very little awareness or knowledge about how the facility can reduce the risk of criminal behavior. • Communities and local leaders lack understanding of the various types of housing projects funded by state agencies and the target population for housing units. 	<ul style="list-style-type: none"> • Develop stable and positive community relations: Involve police officials, local leaders and community members prior to siting a facility. • Maintain full, frank and continuous communication between facility operators and community. • Ensure that municipalities are aware of the existing DOC process for notifying local police regarding upcoming release of new parolees to their communities. • Ensure that municipalities are aware of the existing CSSD process for notifying local police regarding release of offenders to probation, and are familiar with web-based resources that allow the public access to records of outstanding arrest warrants for violation of probation by offender name; the site is www.jud2.ct.gov/VOP/ (CTRL+link). • Demonstrate to the community the facility’s program is designed to ensure safety of the community. • Provide information and resources to inform the community that facilities can promote public safety through monitoring and supervision, compared to those released without supervision and pose problems for the communities.

Recommendation #1

- ◆ The CJPAC workgroup should develop a format for a **public education initiative** and public comment sessions for state criminal justice agencies to implement prior to releasing RFPs for procuring new community-based services for the criminal justice population. The public education initiative should include opportunities for participation from the community stakeholders and local

government leaders and sharing of information on successful community re-entry model programs. Public comment sessions should provide information on site selection criteria, provider selection criteria and selection process, licensing and monitoring procedures and protocols.

Confidence in Competence and Quality of the Facility

Safety concerns are compounded by a lack of trust in the criminal justice agencies and facility operators; the public usually has very little knowledge of management practices of the facilities or procedures to supervise and monitor the offender.

Table #2

Barriers and Issues	Options: Strategies and Incentives
<ul style="list-style-type: none"> • Community lacks trust that the state government will act fairly or adequately protect the public from possible risk or economic harm that may arise from community-based facilities. • Communities lack information concerning a facility’s internal operation and lack an understanding of offender services. • Communities lack understanding of how offenders are supervised and how the facility can safeguard the community. • Communities are unaware of how state agencies certify, regulate, monitor and inspect the community-based facilities. Often, the community’s attention is drawn to these facilities in response to issues or incidents. • Communities are unsure of the quality and professionalism of the facility staff and management. • Communities mistrust the state agencies that fund the facilities. • Communities are unaware of the effectiveness of facilities in changing offender’s behavior and reducing crime. • Communities lack understanding of how a facility can contribute to the neighborhood. 	<ul style="list-style-type: none"> • Provide information on facility regulation including licensing, periodic inspections, and a set of standards for the facilities’ mission and procedures. • Establish qualification standards or licensing requirements for various types of housing facilities and professional qualifications required to operate/staff the halfway house. • Inform neighborhood of the track record of the facility operating organization as well as the number of calls (lack of) to police to demonstrate program success. • Maintain privacy areas inside facility to enable families’ to work out their problems in private. • Maintain programs that “put the community” around the client. • Ensure that facilities are well-maintained. • Provide adequate funding for a non-profit to hire quality professional staff. • Provide funds for public transportation.

Recommendation #2

- ◆ The CJPAC workgroup should review existing **licensing, certification and inspection requirements** for residential and non-residential facilities serving the criminal justice populations, including housing units, such as “sober houses”, funded by sources other than state agencies. Identify needs for revisions in licensing requirements, certification procedures, monitoring and inspection procedures; develop a proposal to address revisions.

Recommendation #3

- ◆ The CJPAC workgroup should determine the **uniform set of data** which state agencies should post on their website for public access to information on community-based residential and non-residential facilities for the criminal justice population including of the licensing standards, oversight and monitoring process for each facility type and links to information on individual state agency websites.

Equity and Fairness

Table #3

Barriers and Issues	Options: Strategies and Incentives
<ul style="list-style-type: none"> • Municipalities believe that the state criminal justice agencies should not have the authority to over-ride local zoning regulations or ordinances. • Municipalities lack confidence that the State will maintain its commitment to fully fund incentive-type programs such as the PILOT (Payment in Lieu of Taxes) program and the Education Cost Sharing grants. (Towns are entitled by law to annual grant payments in lieu of taxes on state-owned properties within their boundaries. PILOT grant payments equal 20 percent of the local property tax that would otherwise be paid by a state facility, subject to certain minimum and maximum amounts.) • Municipalities are wary of allowing siting of “tax exempt” facilities that erode the property tax revenue base. • Municipalities believe that community-based facilities eventually create a need for town-funded social services without any reimbursement from the State. • Community members fear that siting of offender facilities will “de-value” surrounding property in the neighborhood. • Communities believe that offender facilities may prevent or interfere with neighborhood revitalization initiatives. 	<ul style="list-style-type: none"> • Provide state funds to municipalities to offset the costs of lost local government property tax revenue. • Provide community leaders and local officials with information and research on the impact of facilities and potential to serve as a resource to the neighborhood in supporting re-vitalization initiatives. • Provide aid to compensate for increased usage of resident troopers, local police and fire department. • Provide funds to augment neighborhood safety projects and other re-vitalization projects.

Recommendation #4

- ◆ The CJPAC workgroup should develop a proposal for a **compensation program** to provide funds to municipalities that accept community-based residential and non-residential facilities for criminal justice population.

Recommendation #5

- ◆ Allow state agencies to contract funds, within available appropriations, to private providers in exchange for **waiver of property tax exemption** status.

State Agency Planning and Procurement Process

Table #4

Barriers and Incentives	Options: Strategies and Incentives
<ul style="list-style-type: none"> • There is no State-level coordination of siting across state agencies. • Urban towns feel disproportionately burdened with a saturation of criminal justice facilities, as well as overwhelmed with unsupervised and homeless offenders. • Towns feel unfairly burdened by the presence of large state-operated juvenile and adult institutions. • Communities are strongly opposed to large residential facilities. However, state agency RFPs often seek large scale facilities. • State agency funding limitations often prohibit the development of smaller scale facilities which, generally, have higher per capita costs. • Smaller towns do not have the job market or transportation services to support the offender in the re-entry process. • Capital bonding funds are not available to the DOC for physical renovations to community-based facilities. • Private providers must assume responsibility and expenses for the siting process. The legal costs and administrative costs may be prohibitively high and force the providers to abandon a potential site. • Zoning requirements, approval process and definitions are inconsistent across municipalities. 	<ul style="list-style-type: none"> • Establish a state agency planning and coordination process. • Achieve a more equitable distribution of facilities across municipalities. • State agencies should develop smaller scale facilities. • State agencies must become a leader and significant partner in the siting process. There needs to be recognition that this is a mutually beneficial relationship designed to provide services to the community. • Procurement process should require state agencies to fund the costs for the siting approval process and physical renovation of buildings.

Recommendation #6

- ◆ Allow state criminal justice agencies to use **bond funds** for renovating buildings for community-based facilities for offenders.

Recommendation #7

- ◆ The CJPAC workgroup should examine **zoning issues** associated with siting of community-based facilities for the criminal justice populations, including the need for zoning definitions.

Recommendation #8

- ◆ Propose an inter-agency **strategic plan** for siting of future community-based facilities serving criminal justice clients which includes analysis of local and national models of successful community-based re-entry programs, distribution of offender population and projection of future offender population demographics, assessment of fiscal impact of existing community-based facilities and forecast of future impact, identification of ways to promote public safety and develop community-based partnerships that build positive community relationships.
- ◆ State agency requests for bond funding should be consistent with the objectives and criteria established in the strategic plan.

Collaborative Contracting with the Department of Mental Health and Addiction Services (DMHAS)

DOC and CSSD are collaborating with DMHAS to develop a more comprehensive and coordinated continuum of criminal justice services including “model programs” for community supervision, treatment and transitional support. An increasing number of persons with psychiatric needs are involved in the criminal justice system and need mental health treatment. Many of these individuals also require substance abuse treatment. The DMHAS service network provides non-residential and residential community-based services that may be accessed by all adults with psychiatric disorders and/or addiction disorders. Offenders who utilize these services can increase their chance of successful transition to productive lives in the community and avoid the need for in-patient hospitalization or re-incarceration.

Community Supervision Functions

Department of Correction’s Division of Parole and Community Services

This division represents the consolidated community supervision and enforcement functions of the Department of Correction and the Board of Parole, which were combined in the fall of 2004 at the direction of the General Assembly. The Division operates under a Community Reintegration Model which supports the offenders successful reentry back into the community by setting expectations, assisting with the attainment of those goals, providing oversight to determine if expectations are being met and, when necessary, removing the offender from the community when further confinement is warranted.

Offenders within the Department of Correction may be placed in the community under the supervision of this Division if they meet several specific criteria based on the nature of their offense, behavior while incarcerated, and length of time before the completion of their sentence. Offenders are also approved for community supervision under the discretionary powers and jurisdiction of the Board of Parole. Offenders may be placed with an approved sponsor in the community under Transitional Supervision or in a halfway house bed.

Judicial Branch’s Court Support Services Division

Court Support Services Division (CSSD) operates under the auspices of the Chief Court Administrator of Connecticut’s Judicial Branch. CSSD oversees:

- **Adult Probation Services**
Conducts pre-sentence investigations ordered by the Superior Court and supervises probationers in all cases except juvenile matters.
- **Office of Alternative Sanctions**
Creates and sustains a full range of alternatives to incarceration for both pre- and post-conviction adult and juvenile populations.
- **Bail Services**
Interviews and investigates individuals accused of crimes to assist the Superior Court in determining terms and conditions of pretrial release.
- **Family Services**
Assists the Superior Court in the resolution of problems and the adjudication of cases involving family relationships, family support, child protection and juvenile delinquency.
- **Juvenile Detention Services**
Provides pretrial secure detention and programming services to juveniles accused of delinquent acts.
- **Juvenile Probation Services**
Supervise juvenile probationers and cases referred by the Superior Court for Juvenile Matters.

Table # 5 Types of Community Supervision in Connecticut

Who decides if the inmate is released to the community?	Types of Release	Defintion
<p>Department of Correction (DOC)</p> <p><i>Supervised by DOC Parole Officers</i></p>	<p>Transitional Supervision (TS)</p>	<p>Inmates with sentences of two years or less are eligible to be released on TS after serving 50% of their sentence. The DOC provides supervision and case management through its Parole and Community Services Unit for offenders on TS status.</p>
	<p>Halfway House (HWH)</p>	<p>Inmates can become eligible to live in a halfway house if they have been voted to parole or are within 18 months of their release date. Halfway houses provide offenders with structured programs and supervision to help them obtain employment, housing, education, or residential substance abuse treatment.</p>
	<p>Furlough</p>	<p>The authority to place offenders on 30-day re-entry furloughs has been revoked by statute with the following exceptions: to visit a dying relative or to a relative's funeral; to receive medical services not otherwise available; or for an employment opportunity or job interview.</p>
	<p>Transitional Placement</p>	<p>After a successful term in a halfway house, inmates can be transferred to an approved community placement or private residence.</p>
<p>Board of Pardons and Paroles (BOPP)</p> <p><i>Supervised by DOC Parole Officers</i></p>	<p>Parole</p>	<p>Inmates serving sentences greater than two years may be eligible for parole. Offenders convicted of non-violent crimes can become eligible after serving 50% of their sentences and offenders convicted of violent crimes can become eligible after serving 85% of their sentences. The parolee must comply with the imposed conditions of parole; violators may be remanded to prison.</p>
	<p>Transfer Parole</p>	<p>An offender can be released to transfer parole 18 months prior to his or her being voted to their parole date. Offenders on transfer parole are placed under the same or, in some cases, stricter supervision conditions than offenders on parole.</p>
	<p>Special Parole</p>	<p>Special parole is a mandatory, court-imposed period of parole following the completion of a sentence. If an inmate violates special parole, he or she may be remanded to prison for the remainder of the sentence. In general, special parole is reserved for high-risk offenders.</p>
<p>Judicial Branch's Court Support Services Division (CSSD) / Courts</p> <p><i>Supervised by CSSD Probation Officers</i></p>	<p>Probation</p>	<p>Probation is a mandatory, court-imposed period of probation that allows a defendant to forego incarceration. Instead, the offender is subject to specific conditions of supervision (paying a fine, doing community service, attending a drug treatment program, etc.).</p>
	<p>Split Sentence Probation</p>	<p>A mandatory, court-imposed period of supervision following DOC sentence completion. If an offender violates split sentence probation, her or she may be remanded to court.</p>

Source: Office of Policy and Management, Criminal Justice Policy and Planning Division, 2008 Correctional Population Projection Study

Existing State Agency Siting Process

DOC and CSSD have separate policies and practices for siting of community-based service facilities. DMHAS also funds community-based facilities for general use and implements a separate siting process; however, only a limited number of their community-based programs are available to offenders with mental illness and behavioral health issues. Currently, CSSD contracts with the Department of Mental Health and Addiction Services (DMHAS) for more than 278 program service “slots”; and DOC contracts to use 70 slots for community-based services provided by DMHAS providers. The DMHAS provider services are utilized by thousands of state residents every year.

Although the state agencies have separate siting processes, they all mainly serve as the funder of services, and the private providers are responsible for establishing the community-based facility, securing local zoning approvals, complying with the local ordinances and addressing legal challenges to facility development. Currently, DOC and CSSD have no legislative authority to override local zoning regulations.

DOC does not have access to bond funds for capital improvements for community-based residential facilities.

Table #6 Overview of Existing Siting Process

State Agency	Statutory Siting Requirements	Role of Private Provider	Licensing and Other Requirements	Operation Oversight and Monitoring	Formal Siting Policy
DOC	No statutory siting requirements. There are statutory requirement pertaining to service type: CGS 18-81(g), requires DOC to contract for 15-bed female substance abuse program.	Locate building, submit proposal for local zoning approvals and comply with local building regulations and address legal challenges.	Requires local certificate of occupancy, and compliance with zoning regulations, local building, health and fire codes. No licensing authority.	Operation standards and staffing requirements are uniform within a service type and defined in contract. Inspections, performance and administrative requirements are established in agency policy.	No
CSSD	No statutory siting requirements. There are statutory requirements pertaining to service type: CGS 54-103b and 54-123a;46b-121i,j and k; 46b132 and 46b141b.	Locate building, submit proposal for local zoning approvals and comply with local building regulations and address legal challenges.	Requires local certificate of occupancy, and compliance with local building, health and fire codes. No licensing authority.	Operation standards and staffing requirements are uniform within a service type and defined in contract. Inspections, performance and administrative requirements are established in agency policy.	No

Note: CSSD and DOC contracts with DMHAS to purchase behavioral health services from community-based providers that must meet the DMHAS certification and licensing requirements.

Detail and links to additional information in Appendix

Distribution of Offenders Prior to Prison Entry

Upon entering DOC facilities, inmates are asked to identify their home towns. The data analysis presented below is based on the assumption that the “self-reported” information is generally accurate.

Based on home town information provided by sentenced inmates released in CY 2004, it appears that approximately 49% of released inmates came from six towns.

Table #7

Inmate “Home – Town” Prior to Prison Entry (Sentenced Population)		
Reported Residence Prior to Prison	CY 2004 Number of Released Inmates	Percent of CY 2004 Released Inmates
HARTFORD	2,216	13%
BRIDGEPORT	1,880	11%
NEW HAVEN	1,674	10%
WATERBURY	1,238	8%
NEW BRITAIN	660	4%
MERIDEN	420	3%
6-town sub-total	8,088	49%
Total (All towns)	16,519	

Source: Office of Policy and Management, Criminal Justice Policy and Planning Division (OPM/CJPPD)

Table #8

Inmates Released in 2004 (Sentenced Population)	
Discharge (End-of-Sentence) (No data available on residence subsequent to release)	10,228
Parole/Transitional Supervision (Data only available on location of supervision office)	4,565
Halfway-House (Data available on community placement)	1,726
Total	16,519

Source: Office of Policy and Management, Criminal Justice Policy and Planning Division (OPM/CJPPD)

Distribution of Inmates Post Release

In 2004, DOC released 16,519 sentenced inmates. Approximately 62% of these inmates were released at end-of-sentence without DOC community supervision; therefore, there is no data on the geographic distribution of end-of-sentence inmates.

Table #9

Inmates Released in 2004 (Sentenced Population)	
Discharge (End-of-Sentence) (No data available on residence subsequent to release)	10,228
Parole/Transitional Supervision (Data only available on location of supervision office)	4,565
Halfway-House (Data available on community placement)	1,726
Total	16,519

Source: OPM/CJPPD

Table #10

Distribution of Inmates Released to Halfway Houses in CY 2004		
Towns with Halfway Houses	Number of Offenders released to Halfway Houses in 2004	Percentage of Offenders released to Halfway Houses In 2004
Bridgeport	322	19%
Brooklyn	31	2%
Groton	30	2%
Hartford	421	24%
Litchfield	37	2%
Middletown	16	1%
New Haven	326	19%
New London	1	0%
Norwalk	121	7%
Stamford	1	0%
Torrington	20	1%
Uncasville	27	2%
Waterbury	337	20%
Willimantic	36	2%
TOTAL	1,726	100%

Source: OPM/CJPPD

Profile of DOC Contracted Community-Based Facilities

Approximately 16,500 DOC sentenced inmates return to the community annually. The process by which offenders are released is governed by statute and length of sentence. Essentially, offenders are released two ways from DOC: 1) via non-discretionary release at End-of-Sentence (EOS) with no supervision, on Split Sentence with the offender on probation supervised by CSSD, on Special Parole supervised by DOC; or 2) via discretionary release: on Transitional Supervision if the sentence is under 2 years on length, on Parole (at 50% of sentence served if for a non-violent crime or 85% of sentence served if for a violent crime) supervised by the Board of Pardons and Paroles, on Work Release for rehabilitative reasons supervised by DOC.

Table #11 Profile of DOC Community-Based Residential Programs

DOC Residential Services Network		Number of Beds	Number of Offenders/Year
Work Release <i>60% of DOC residential contracts</i>	Provide treatment services, life skills training and education. Goal is to transition offenders onto Parole, Transitional Supervision, or End-of-Sentence Release	766	2,300
Inpatient <i>15% of DOC residential contracts</i> <i>Includes collaborative programs with DMHAS & CSSD</i>	Provide relapse prevention, Narcotics Anonymous and Alcoholics Anonymous, group therapy, and family counseling. Goal is to transition offenders into a work release program and then onto Parole, Transitional Supervision, or End-of-Sentence Release.	207	415
Mental Health <i>2% of DOC residential contracts</i>	Provide structured environment offering mental health treatment, therapy, family counseling, substance abuse treatment, and discharge planning. Programs work with local LMHA and DMHAS to enhance continuity of care while transitioning offenders onto Parole, Transitional Supervision, or End-of-Sentence.	23	46
Women and Children <i>2% of DOC residential contracts</i>	Provide female offenders residential social re-unification programming. In conjunction with DCF, offenders are re-united with their children prior to Paola, transitional supervision or End-of-Sentence.	31	62
Alternative Supportive Housing <i>21% of DOC residential contracts</i>	Provides transitional housing in both scattered-site and congregate settings	236	775
TOTAL		1,245	3,598

Profile of Court Support Services Division Contracted Community-Based Facilities

The Judicial Branch's CSSD has approximately 55,000-57,000 individuals on probation throughout the state.

SFY 07/08

Total CSSD Programs	40
Total Contracts	187
Total Services sites	231
Total Zoning Issues sites	189

(Totals include 13 contracts managed by DMHAS for CSSD under MOU)

Table #12

CSSD Residential Services Contracts		Number of Beds	Number of Offenders/Year
Adult Residential Service contracts	Provide substance abuse treatment services, re-entry housing, medical detoxification, transitional housing, women and children specialized services, mental health services	628	2,352
Juvenile Residential Services	Provide community detention services, alternative to detention programs, FWSN programs, assessment, respite and enrichment	66	667

CSSD Contracted Services for Adult Population

- Adult Behavioral Health Services
- Alternative Incarceration Center Services
- Adult Mediation Services
- Adult Risk Reduction Center
- Access and Visitation
- Building Bridges
- Community Court
- Community Service Offices
- Drug Intervention Program
- Domestic Violence – Evolve
- Domestic Violence – Explore
- Family Violence Education Program
- Latino Youth Offender Services
- Residential Services - Halfway House
- Residential Services - Jail Re-Interview
- Residential Services - Medical Detoxification
- Residential Services - Project Green
- Residential Services - Substance Abuse
- Residential Services - Youthful Offender
- Sex Offender Services
- Women and Children Services
- Zero Tolerance Drug Supervision Program

Mapping:

- CSSD contracted program locations
- CSSD Adult Residential bed Locations
- CSSD Juvenile Residential bed Locations

Property Tax Status of Private Providers:

Table #13 Comparison of Property Tax Exemption Status for Private Provider Contractors for DOC and CSSD

	Private Provider Contractors for DOC		Private Provider Contractors for CSSD	
	Number of Sites	Percent	Number of Sites	Percent
PAY PROPERTY TAX FOR SITE	28	30%	116	55%
DO NOT PAY PROPERTY TAX FOR SITE	58	62%	94	45%
Tax Status Unknown	7	8%	0	0

Given that CSSD and DOC often contract with the same providers, the data table above may include duplicative counts between DOC and CSSD.

- **CSSD Sites:** Includes contractors that provide juvenile and adult court-based and community-based services including day-reporting centers, sex-offender treatment and supervision sites, juvenile justice service sites, alternative to incarceration sites, diversion program sites, alternative sanction programming sites, family violence education program sites and other types of service sites.
- **CSSD Data:** State and municipal owned properties account for approx. 14% of the CSSD “tax exempt” properties.
- **DOC Sites:** Includes contractors that provide residential services, supportive housing, transitional services and other community re-entry services.
- **DOC Data:** State and municipal owned properties are included in the DOC “tax exempt” properties.

APPENDIX I

Enabling Legislation of the Siting Incentives Committee

Public Act 08-01

An Act Concerning Criminal Justice Reform

Sec. 33. (NEW) (*Effective from passage*) (a) There is established a committee to study the manner in which the state may effectively provide incentives to municipalities throughout the state to allow the siting of community-based facilities such as halfway houses and transitional and supportive housing for offenders released into the community.

(b) The committee shall be composed of the following members: The Commissioner of Correction; the executive director of the Court Support Services Division of the Judicial Department; the undersecretary of the Criminal Justice Policy and Planning Division within the Office of Policy and Management; the chairpersons and ranking members of the judiciary and planning and development committees of the General Assembly; two representatives of community-based facilities, one of whom shall be appointed by the majority leader of the House of Representatives and one of whom shall be appointed by the minority leader of the House of Representatives; one representative of a municipality with a population of less than twenty-five thousand persons, appointed by the minority leader of the Senate; one representative of a municipality with a population of twenty-five thousand or more but less than fifty thousand, appointed by the Governor; one representative of a municipality with a population of fifty thousand or more but less than seventy-five thousand, appointed by the speaker of the House of Representatives; one representative of a municipality with a population of seventy-five thousand or more but less than one hundred thousand, appointed by the president pro tempore of the Senate; and one representative of a municipality with a population of one hundred thousand or more, appointed by the majority leader of the Senate. The Governor shall appoint a chairperson of the committee from among the members.

(c) The committee shall report its findings and recommendations to the Governor and the General Assembly in accordance with section 11-4a of the general statutes not later than January 1, 2009.

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APPENDIX III

Glossary and Count Rules

Connecticut Criminal Justice System: Admissions & Discharges

Total Arrests: The number of occurrences for which individuals were taken into police custody for a violation of the Connecticut Motor Vehicle and Criminal Statutes.

Counting Rule: The number of different occurrences. That is, individuals who were arrested on three separate occasions would be counted three times.

Criminal Arrests: The number of occurrences for which individuals were taken into police custody for a violation of the Connecticut Criminal Statutes.

Counting Rule: The number of different occurrences. That is, individuals who were arrested on three separate occasions would be counted three times.

Total DOC Admissions: The number of individuals admitted into Connecticut Department of Correction facilities.

Counting Rule: The number of individuals admitted to any Department of Correction facility from January 1st of the current year to the last day of the monthly reporting period. Individuals who are admitted, released, and re-admitted from DOC custody are counted each time they are admitted.

Pre-Trial Detention Accused/Unsentenced: Arrested individuals who cannot pay the bond amount are held in jail prior to their trial.

Counting Rule: Number of arrestees in jail from January 1st to the last month of the reporting period. This number represents the number of different occurrences per arrestee. That is, individuals who were arrested on three separate occasions and placed in jail prior to trial would be counted three times.

New Sentenced: Convicted offenders who were admitted to a DOC facility only after being convicted and sentenced to prison.

Counting Rule: The number of convicted offenders admitted to a DOC facility. This number does not include offenders who were in jail/prison during the pre-trial process and were subsequently convicted and sentenced to jail.

Federal/Other: Offenders who were pre-trial or sentenced Federal detainees and being housed in a Connecticut DOC facility.

Counting Rule: The number of Federal offenders in Connecticut DOC facilities.

Community Returns: Offenders who have been released to a DOC community program but were returned to prison for not fulfilling the conditions of the release or for committing a new offense.

Counting Rule: The number of offenders released to a community program and returned to prison from January 1st to the end of the monthly reporting period.

Fixed Beds: The total number of permanent jail and prison beds within DOC facilities.

Average Daily Count (ADC):

Counting Rule: An average of the daily count.

Arraignment: The pre-trial stage of the court process where arrested individuals hear the formal charges against them, are allowed to enter a plea, and where the judge sets the bond amount to determine whether they will be released from jail prior to their trial.

Judicial/CSSD Bail Supervision and Pre-Trial Diversion: Arrestees can be released from jail prior to their trial under specific conditions (e.g., drug treatment/education, mental health assessment and treatment, community service, conditional release etc). These individuals are supervised by CSSD pre-trial staff.

Counting Rule: The number of cases with a pre-trial condition or cases referred to a pre-trial diversion program that were being supervised by CSSD pre-trial staff. This number represents different occurrences per arrestee. That is, individuals who were under pre-trial supervision on three separate occasions and would be counted three times.

Release on Recognizance: The court releases the defendant on a signed agreement that he or she will appear in court as required. This category also includes citation releases in which arrestees are released pending their first court appearance on a written order issued by law enforcement or pre-trial staff. This type of release is also known as a Written Promise to Appear.

Trial Court Adjudication: The trial stage of the court process where a verdict is made regarding an accused individual's guilt.

Judicial/CSSD Sentenced Supervision Probation: A court sentence where convicted offenders are supervised in the community rather than placed in prison. Requires offenders to abide by certain rules and conditions set by the judge and probation officer.

Counting Rules: Number of convicted offenders given a probation sentence from January 1st to the end of the monthly reporting period.

Nolled: A disposition of a criminal or motor vehicle case where the prosecutor agrees to drop the case against the defendant but keeps the right to reopen the case and prosecute at any time during the next thirteen months. The nolle is entered on the court record and the defendant, is released from custody. If the defendant stays out of trouble during the thirteen months, the case is removed from the official court records.

Dismissed: The decision made by prosecutors or judges to drop the charges brought against an accused individual.

Not Guilty: Judge or jury finding that the accused individual did not commit the crime for which charges were brought forward.

Guilty but Not Incarcerated: Accused individual is guilty of the charges, but the judicial sentence does not include jail or prison time.

Releases: Offenders who are released from DOC facilities.

DOC Community Supervision: DOC releases certain offenders to a variety of community programs prior to the end of their prison sentence. These programs primarily consist of parole, transitional supervision, halfway houses, and re-entry furloughs.

Counting Rules: Number of offenders released to a DOC community program between January 1st to the end of the monthly reporting period.

End of Sentence: Sentenced offenders who complete their sentence and are no longer in the custody of the Connecticut DOC.

Counting Rules: Number of sentenced offenders who completed their sentence and left DOC supervision. This includes offenders and individuals in DOC community programs.

Split Sentence Probation: A judicial sentence that requires convicted offenders to serve a set amount of time in DOC custody followed by a set amount of time on probation.

DOC Admissions by Type

Accused: Arrested individuals who cannot pay the bond amount and are held in jail prior to their trial.

Counting Rule: Number of arrestees in jail by month. This number represents the number of different occurrences per arrestee. That is, individuals who were arrested on three separate occasions and placed in jail prior to trial would be counted three times.

New Sentence: Convicted offenders who were admitted to a DOC facility only after being convicted and sentenced to prison.

Counting Rule: The number of convicted offenders admitted to a DOC facility. This number does not include offenders who were in jail/prison during the pre-trial process and were subsequently convicted and sentenced to jail.

Federal/Other: Offenders who were pre-trial or sentence Federal detainees and being housed in a Connecticut DOC facility.

Counting Rule: The number of Federal offenders in Connecticut DOC facilities.

Prison Re-Admissions from DOC Community Supervision

Parole: Program available to certain offenders serving sentences of greater than two years. By statute, offenders convicted of non-violent crimes are eligible for parole after serving 50 percent of their sentence. Those offenders convicted of violent crimes must serve 85 percent of their sentence.

TS (Transitional Supervision): Eligible offenders must serve at least 50 percent of a sentence of two years or less. The facility Warden is the designated release authority and the DOC provides supervision and case management, through its Parole and Community Services Unit for offenders on TS status.

HWH (Halfway House): Utilized to provide assistance for those offenders who require greater support and supervision in the community. Offenders who are within eighteen months of release date or have been voted to parole may participate in these structured programs.

Furlough*: The release of an offender to an approved residence for up to 30 days in the final portion of their sentence for the purpose of re-entry support into the community.

*Effective from passage, Section 16 of Public Act 08-01 statutorily removed the Commissioner of Correction's authority to place offenders on 30 day (re-entry) furloughs with the exception of: visit to a dying relative or relative's funeral; medical services not otherwise available; if an employment opportunity exists or an employment interview is scheduled.

Counting Rules: The number of offenders placed in each program during each particular month. Parolees who were placed in Halfway Houses were counted only as parolees. The same rule was applied for individuals in Transitional Supervision.

Prison Re-Admissions from DOC Community Supervision

Technical Violation: Failure to abide by rules or conditions as part of release in the program (e.g., failure to meet with community supervision officers, violating curfew, contacting crime victim, carrying a weapon, etc.).

Criminal: Being arrested for committing a new criminal offense while in the community.

Escape: Leaving a halfway house without permission (running away).

Abscond: Failure to report to community supervision for an extended period of time (running away).

Other: Miscellaneous reasons that do not fall into any of the above categories.

Counting Rules: The number of individuals re-admitted to prison for various violations. The count only consists of the most serious violation (criminal, technical violation, escape, abscond, other).

Prison Re-Admissions Sentenced Offenders with Violations of Probation (VOP)

Violation of Probation: Failure to abide by rules or conditions as part of release in the program.

Counting Rules: The number of sentenced offenders (each offender counted once) with violation of probation in any docket, with latest admission date within the specified month, broken down by length of controlling sentence for two years or less or greater than 2 years.

DOC Releases by Type

End of Sentence: Sentenced offenders who complete their sentence and are no longer in the custody of the Connecticut DOC.

Counting Rules: The number of sentenced offenders who completed their sentence and left DOC supervision. This includes offenders and individuals in DOC community programs. Transfer Parole and Special Parole are counted in Parole. Transitional Placement is counted in furlough.

Parole Approval (Number Granted), and Parole Approval (Granting) Rate

Full Panel Hearings: An official parole board hearing that consists of three members of the Board of Pardons and Paroles. The Board of Pardons and Paroles members review the offenders' case file and discuss the possibility of parole with the offender. After which, they vote on whether the offender should be granted parole.

Administrative Reviews: A less formal process that is often used for less serious offenders. A hearing officer interviews the offender and makes a recommendation to the Board of Pardons and Paroles. The Board of Pardons and Paroles members vote on whether the offender should be granted parole.

Transfer Parole Reviews: The Chairperson of the Board of Pardons and Paroles may transfer to any public or private nonprofit halfway house, group home or mental health facility or to an approved community or private residence any person confined in a correctional institution or facility who has been granted parole release and is within eighteen months of the parole release date established by the board.

Counting Rules: The granting rate was calculated by dividing the number of paroles granted by the total number of parole hearings/reviews.

Monthly Probation Sentences

Counting Rules: Number of clients who had Adult Probation Supervision cases starting in the month.

Monthly CSSD Direct Sentenced and Probationer Community Placements

Community-Based Services: Alternative to Incarceration programs for less serious offenders. These programs provide a variety of services including day reporting, substance abuse services, full time education components, vocational assistance, counseling, supervision and extensive community service.

Outpatient: Alternative to Incarceration programs where probationers are required to report at specific times to receive program services including: Substance abuse evaluation and treatment; Mental Health Evaluation and treatment; and Anger Management groups.

Inpatient/Residential: Alternative to Incarceration programs where probationers stay for a pre-determined period and receive a variety of services, such as work release supervision, substance abuse treatment, educational services, life skills training, job development, family counseling, and intensive case management.

Counting Rules: The number of clients who were added to this program model per month. In November of 2006 a database change occurred. Data prior to November 2006 included some reporting inconsistencies which were corrected with the new database.

Monthly Prison Population

Counting Rules: The number of offenders in the custody of DOC facilities on the first day of the given month.

Snapshot of Prison Population by Age

Counting Rules: The number of offenders by age grouping in the custody of DOC facilities on the given day.

Snapshot of Prison Population by Race and Gender

Counting Rules: The number of offenders by racial and gender groupings in the custody of DOC facilities on the given day.

Connecticut Prison Population

Total Facility: The number of offenders in all DOC facilities.

Supervised Home Release: A DOC community program that was discontinued in 1995.

Counting Rules: The number of individuals in each category on January 1st of the given year.

Actual and Projected Monthly DOC Facility Population: January 2007 to November 2008

Actual Population: The number of offenders in all DOC facilities.

Counting Rules: The number of offenders in the custody of DOC facilities on the first day of the given month.

Projected Population: The estimated number of offenders in DOC facilities on the first day of the given month.

Counting Rules: This six-month projection is based on the following facts: (1) the total DOC supervised population has remained stable (2) the unsentenced/accused population has declined, and (3) PA 08-1 has provided funding for additional re-entry/diversionary beds. This projection is also based on: (1) the expectation that transitional supervision placements will increase and (2) that parole supervision placements should return to pre-July 2007 levels.

APPENDIX IV

Family ReEntry *Empowering Individuals & Strengthening Families to Reduce Crime, Violence, Abuse, & Neglect*



December 22, 2008

Honorable Brian Austin
Undersecretary, Criminal Justice Policy and Planning Division
Office of Policy and Management
Chair of the Siting Incentives Committee

Dear Brian,

Thank you for a most comprehensive report and recommendations from the Siting Incentives Committee. I am supportive of all the recommendations and have cast my vote electronically in favor of them.

I would also like to suggest the inclusion of three additional recommendations (attached on page two). I do strongly believe that the state of Connecticut has a powerful opportunity not only to help diffuse concerns but to build opportunities. Since ultimate success is completely dependent on building a coalition of inspired community, state and city partners, it seems fitting that the state could/should take a position of leadership in encouraging and facilitating those partnerships. Simply depending on an RFP process to accomplish this goal will not be effective in my opinion. I have worded a sample of this recommendation below. The state could help facilitate and encourage this process. At Family ReEntry, we have found visits to other successful models to be transformational, not only for us, but for our key partners, especially potential employers.

Thank you so much for all your work and leadership. Feel free to share these ideas with the balance of the committee.

I sincerely appreciate the opportunity to serve on this committee and thank you for your leadership.

Best regards,

A handwritten signature in blue ink that reads "Sally Schenk".

Sally Schenk
Board President, Family ReEntry

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Family ReEntry *Empowering Individuals & Strengthening Families to Reduce Crime, Violence, Abuse, & Neglect*



Recommendation # 1:

Facilitate community visits to other reentry models that are successful both for former offenders, and in reducing community barriers. Ideally, these visits would be composed of a range of stakeholders including state and community officials, potential employers, community service providers, and philanthropists. Some programs to consider visiting include Delancey Street Foundation in San Francisco and Pioneer Services in Seattle.

Rationale:

The state should not only be available to listen to concerns, but also to facilitate innovative solutions. This is consistent with the Second Chance Act passed by Congress last spring, which calls for a sharing of information regarding successful reentry demonstration programs in order to accelerate success. The most intriguing aspect of these successful programs is not only that they improve offender success, decrease crime and improve safety, but that they also both depend upon, and build an inspired coalition of community partners, especially amongst employers that reduces the barriers so well described in this document. By fostering visits to some of these programs, the state will create highly productive dialogues and encourage the very partnerships that will build success.

Recommendation # 2:

Encourage the development models that do work to increase offender success, decrease crime and improve public safety and decrease local barriers. Facilitate sharing of successful results throughout the state.

Recommendation # 3:

Encourage the development of residential models that use the Restorative Justice framework.

Rationale: There is a considerable body of literature and experience that suggests that Restorative Justice concepts are both effective for offender success and highly effective in building positive community relationships, which in turn, reduces the barriers and resistance. In effect, this builds a positive cycle of success in a neighborhood, replacing the negative cycle which is so costly and destabilizing to people and neighborhoods. Family ReEntry is finding this concept to be highly effective and we plan to build on it in the future.

Sally Schenk
Member of Siting Incentives Committee
Board President, Family ReEntry

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APPENDIX V

**SITING INCENTIVES COMMITTEE
VOTE ON SITING INCENTIVES REPORT
DECEMBER 18, 2008**

MEMBER	YES	NO	ABSTAIN	ABSENT AND NOT VOTING
Hon. Brian Austin, Jr., Esq, Undersecretary, Chair Criminal Justice Policy and Planning Division Office of Policy and Management	X			
Rosemary Arway, Deputy Police Chief City of Norwalk				X
Representative Penny Bacchiochi Ranking Member, Planning and Development Committee				X
Hon. Woody Bliss, First Selectman Town of Weston	X			
William H. Carbone, Executive Director Judicial Branch's Court Support Services Division	X			
Senator Eric Coleman, Esq Co-Chair, Planning and Development Committee				X
Senator Leonard Fasano, Esq Ranking Member, Planning and Development Committee				X
Representative Arthur Feltman, Esq Co-Chair, Planning and Development Committee				X
Senator John A. Kissel, Esq Ranking Member, Judiciary Committee	X			
Hon. Theresa C. Lantz, Commissioner Department of Correction	X			
Representative Michael Lawlor, Esq Co-Chair, Judiciary Committee				X
Senator Andrew McDonald, Esq Co-Chair, Judiciary Committee				X
Representative Arthur O'Neill, Esq Ranking Member, Judiciary Committee	X			
Maureen Price-Boreland, Esq, Executive Director Community Partners in Action	X			
Sally Schenk, Board President Family Re-Entry	X			
Hon. Jeffrey Wright, Mayor Town of Newington	X			
Vacant				
Vacant				