OFFICE OF POLICY & MANAGEMENT

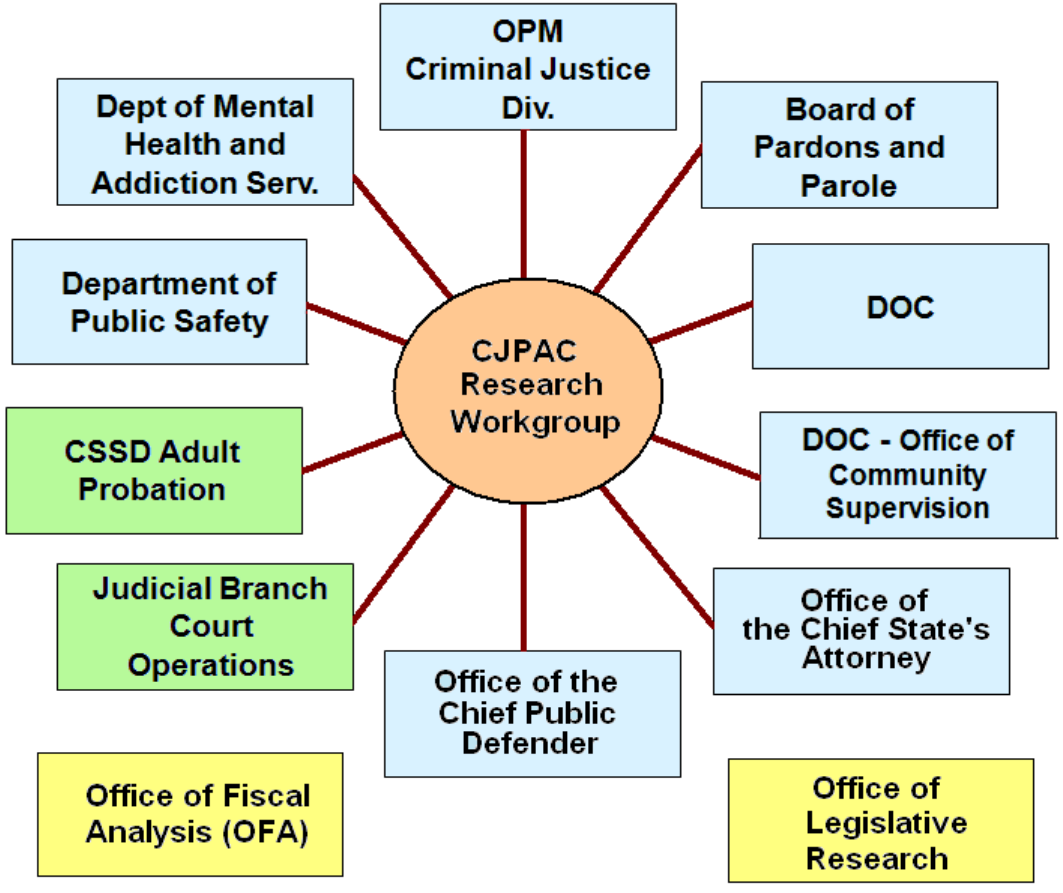
Criminal Justice Policy & Planning Division

Using data analysis to explain the State's criminal justice system

Presented

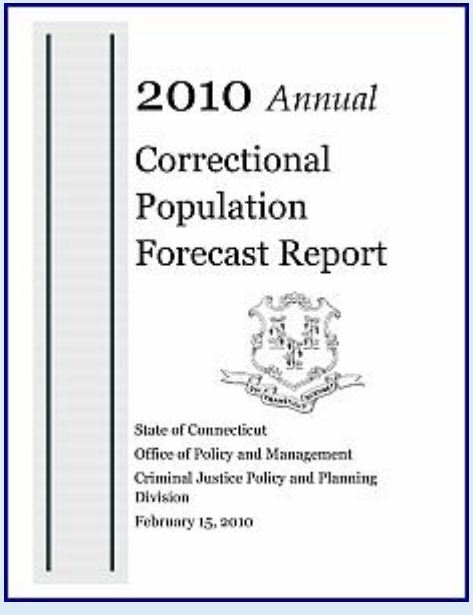
Criminal Justice Cross-Training Conference
August 2010

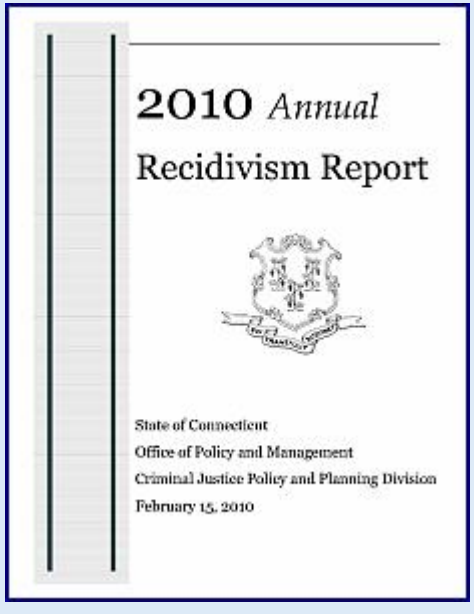
CJPAC – Research Workgroup

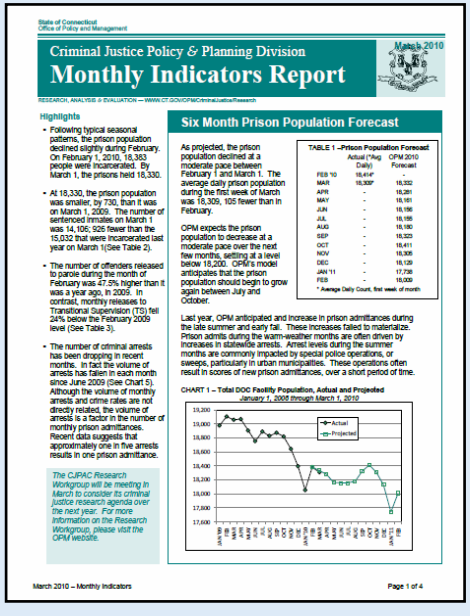


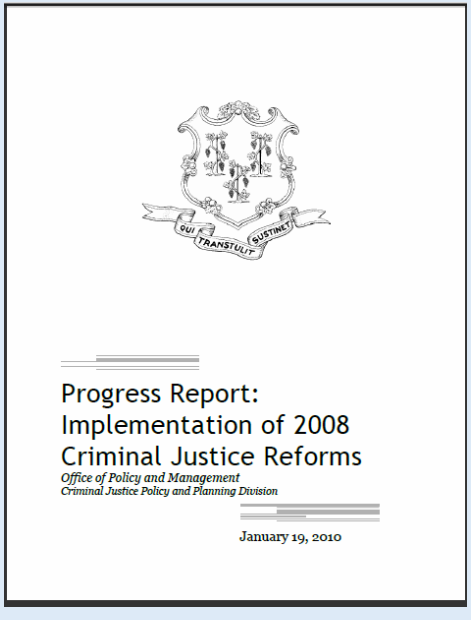
- A network of staff from State criminal justice agencies
- Monthly meetings to discuss on-going research and evaluation projects
- A venue to assist inter-agency efforts to share information, data and expertise.
- The workgroup bridges the executive and judicial branches

OPM/CJPPD Products



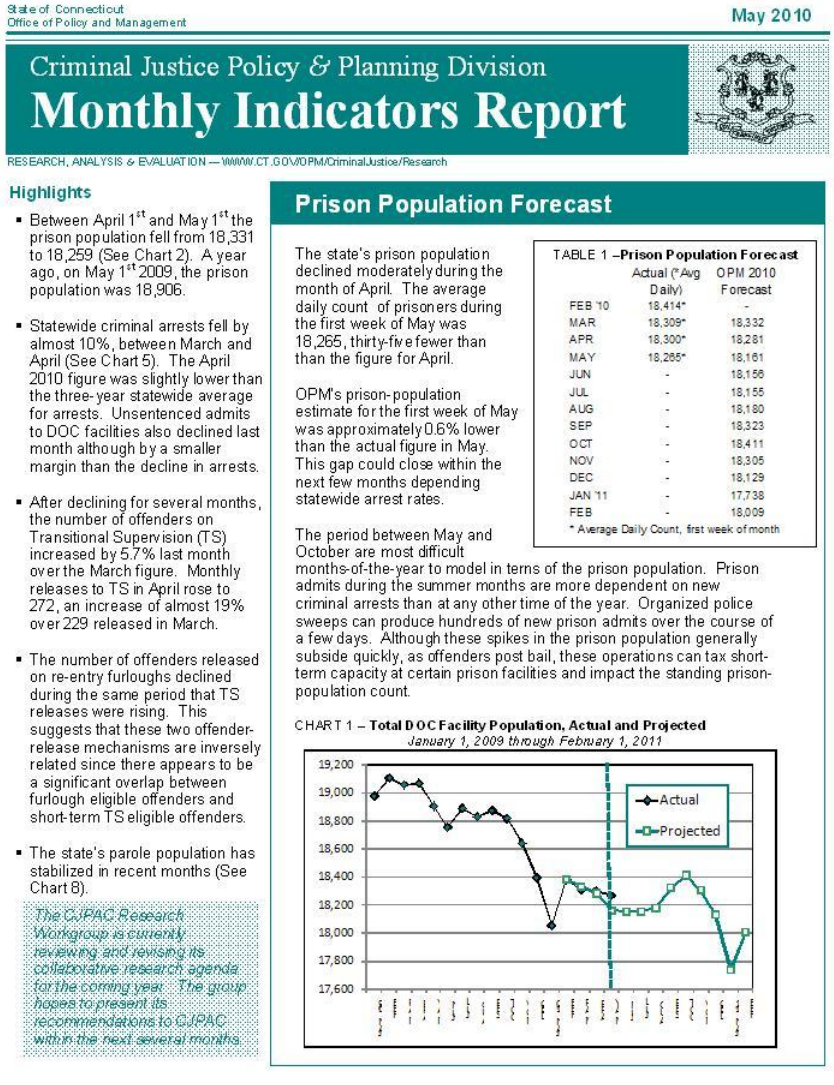






- **Annual reports:**
  - **Recidivism**
  - **Prison Population Forecasting**
- **Monthly Indicator Reports**
- **On-going research and analysis on the CJ system**

CJPAC – Monthly Indicators Report



State of Connecticut
Office of Policy and Management

May 2010

Criminal Justice Policy & Planning Division

Monthly Indicators Report

RESEARCH, ANALYSIS & EVALUATION — WWW.CT.GOV/OPM/CriminalJustice/Research

Highlights

- Between April 1st and May 1st the prison population fell from 18,331 to 18,259 (See Chart 2). A year ago, on May 1st 2009, the prison population was 18,906.
- Statewide criminal arrests fell by almost 10%, between March and April (See Chart 5). The April 2010 figure was slightly lower than the three-year statewide average for arrests. Unsentenced admits to DOC facilities also declined last month although by a smaller margin than the decline in arrests.
- After declining for several months, the number of offenders on Transitional Supervision (TS) increased by 5.7% last month over the March figure. Monthly releases to TS in April rose to 272, an increase of almost 19% over 229 released in March.
- The number of offenders released on re-entry furloughs declined during the same period that TS releases were rising. This suggests that these two offender-release mechanisms are inversely related since there appears to be a significant overlap between furlough eligible offenders and short-term TS eligible offenders.
- The state's parole population has stabilized in recent months (See Chart 8).

The CJPAC Research Workgroup is currently reviewing and revising its collaborative research agenda for the coming year. The group hopes to present its recommendations to CJPAC within the next several months.

Prison Population Forecast

The state's prison population declined moderately during the month of April. The average daily count of prisoners during the first week of May was 18,265, thirty-five fewer than than the figure for April.

OPM's prison-population estimate for the first week of May was approximately 0.6% lower than the actual figure in May. This gap could close within the next few months depending statewide arrest rates.

TABLE 1 –**Prison Population Forecast**

	Actual (* Avg Daily)	OPM 2010 Forecast
FEB '10	18,414*	-
MAR	18,309*	18,332
APR	18,300*	18,281
MAY	18,265*	18,161
JUN	-	18,156
JUL	-	18,155
AUG	-	18,180
SEP	-	18,323
OCT	-	18,411
NOV	-	18,305
DEC	-	18,129
JAN '11	-	17,738
FEB	-	18,009

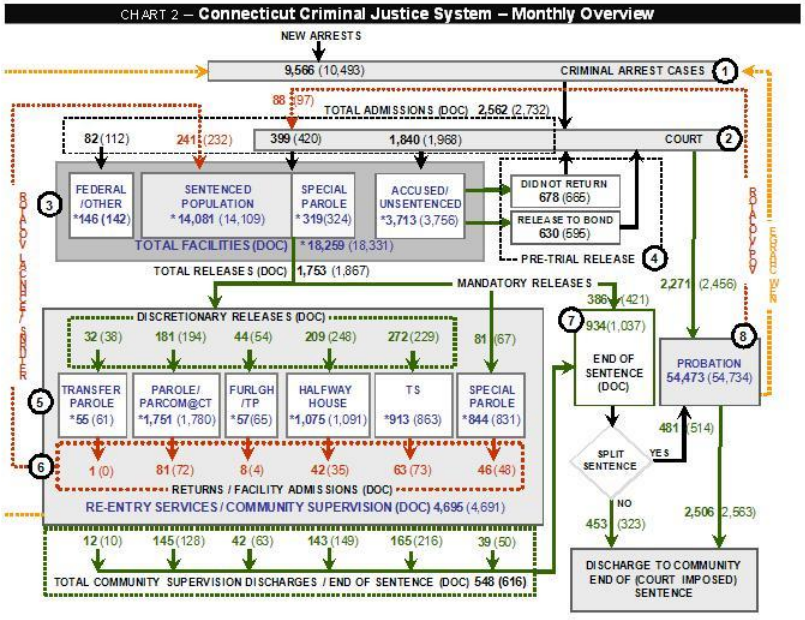
* Average Daily Count, first week of month

The period between May and October are most difficult months-of-the-year to model in terms of the prison population. Prison admits during the summer months are more dependent on new criminal arrests than at any other time of the year. Organized police sweeps can produce hundreds of new prison admits over the course of a few days. Although these spikes in the prison population generally subside quickly, as offenders post bail, these operations can tax short-term capacity at certain prison facilities and impact the standing prison-population count.

CHART 1 – **Total DOC Facility Population, Actual and Projected**
January 1, 2009 through February 1, 2011

- **This four-page monthly tracks and analyzes operational flows through the entire criminal justice system.**
- **Data is provided by state police, the courts, adult probation, corrections and parole.**
- **The report is read by administrators, legislators, policy makers, researchers the media.**

Monthly Indicators – inputs & outputs



Asterisks (*) indicate the single-day population count on May 1, 2010.
Numbers enclosed by parentheses contain the previous month's figure.
Data shown for New Split Sentence Probationers is approximate due to data reconciliation issues.
Sources: Arrest-Judicial/Court Operations; Court-Judicial/CSSD; Facility/Community Supervision-DOC

Unlike states that have county governments, the majority of agencies within Connecticut's criminal justice system are State agencies. The one exception is law enforcement, where there are over 90 local police departments and the Connecticut State Police.

1) Arrest: An individual enters into the criminal justice system at the time of arrest.

2) Court: At arraignment, judges review the charges filed against the accused and set a bail amount. Individuals who cannot meet bail conditions are incarcerated in DOC facilities to await trial. If the defendant is convicted, they may be sentenced to a range of sanctions including a fine, probation, or a term of incarceration.

3) DOC Facilities: Total facility population at DOC contains the unsentenced population, which is awaiting trial, the sentenced population, inmates who have returned from special parole, and offenders charged in federal cases or non-state cases.

4) Pre-Trial Release: Some defendants who are incarcerated pending the disposition of their cases may be eligible for a bond reduction or placement into pre-trial diversionary programs or treatment programs. These programs feature close coordination and cooperation between DOC, CSSD and the Department of Mental Health and Addiction Services (DMHAS).

5) Re-Entry Services: Depending on several factors, an inmate may be eligible to complete a portion of his/her prison sentence under supervision of the DOC's Parole and Community Services Unit. Non-violent inmates with sentences shorter than two years are eligible for Transitional Supervision after serving 50% of their sentences. Inmates serving sentences longer than two years may be eligible for parole.

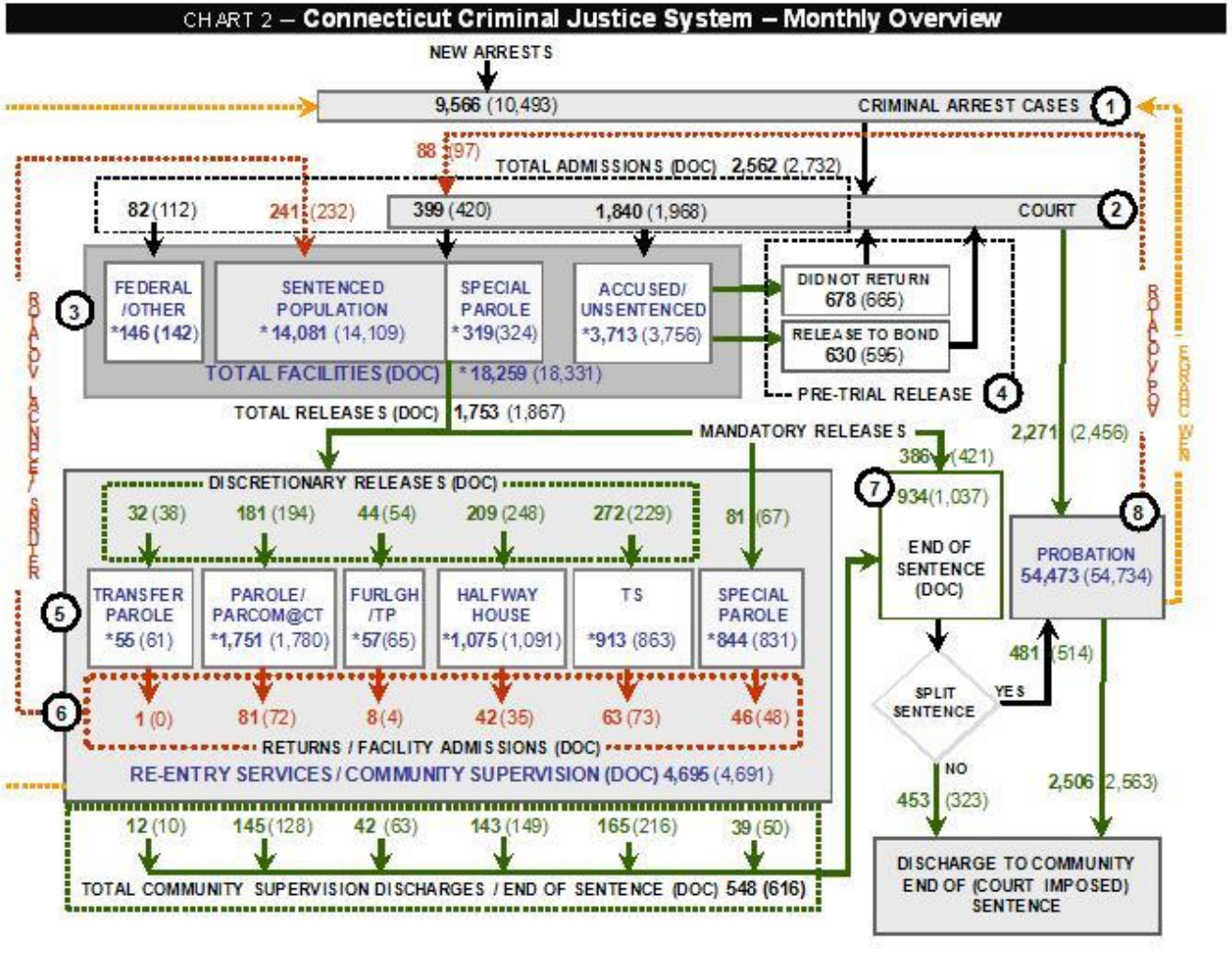
6) Returns: Offenders who violate the conditions of their community release may be returned to prison to complete the remainder of their sentences.

7) End of Sentence (EOS): At the end of their sentences some offenders are required to complete a period of post-release supervision. Split-sentence offenders are supervised by the Judicial Branch's Office of Adult Probation. Offenders sentenced to special parole remain under DOC supervision.

8) Violation of Probation: If an individual violates the terms of their probation, an arrest warrant must be issued, and the violator's case is returned to court.

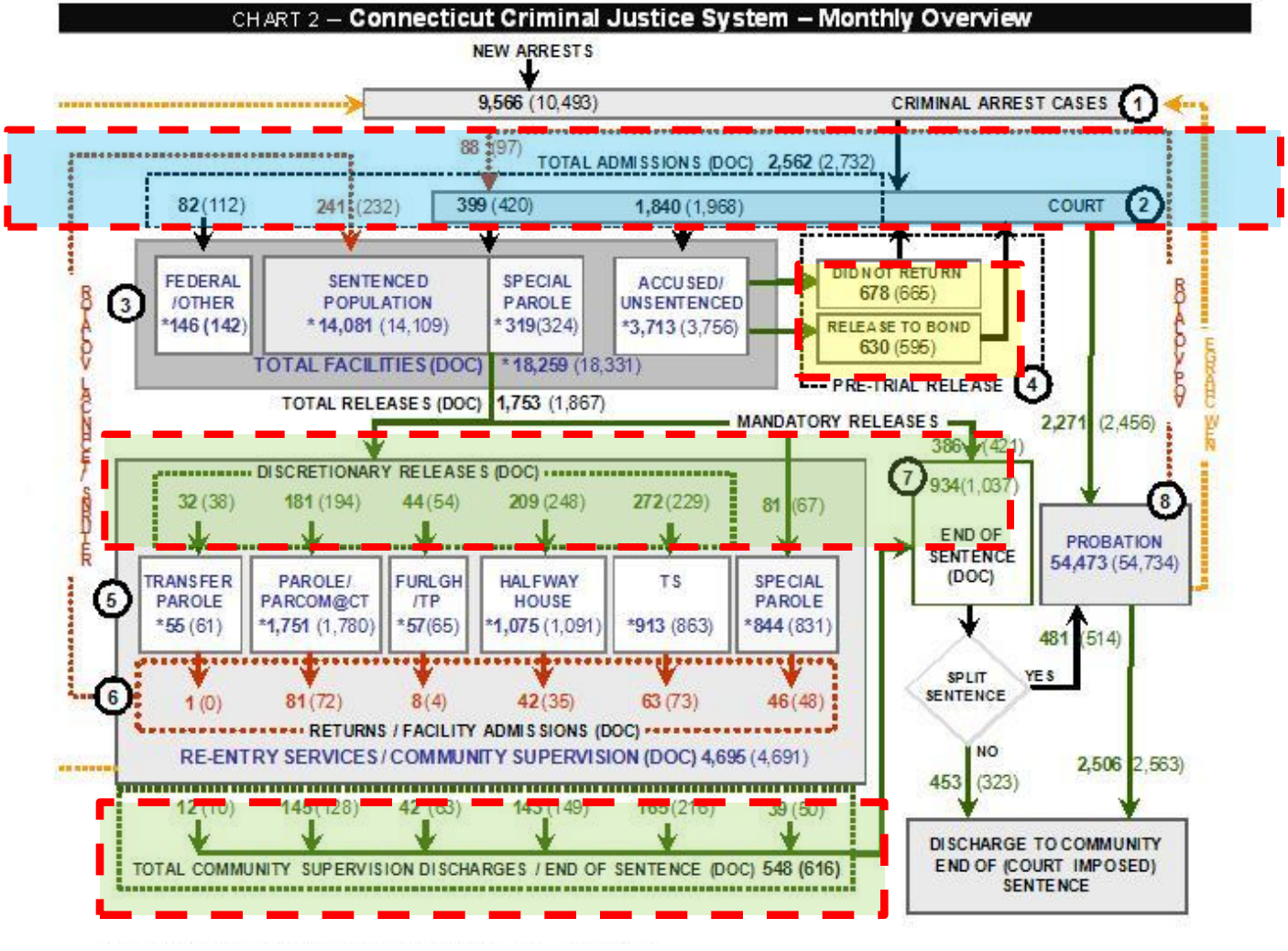
- **Tracks changes in arrests, incarcerations, VOP rates, DOC admits, releases and discharges, re-entry caseloads, etc.**
- **The data is used for**
  - **Planning**
  - **Forecasting**
  - **Benchmarking, and**
  - **Training & education**
- **OPM provides research to CJ agencies.**

The system: inputs & outputs



$$POP_{TODAY} = POP_{YESTERDAY} + \{ADMITS - (RELEASES+DISCHARGES)\}$$

The system: inputs & outputs



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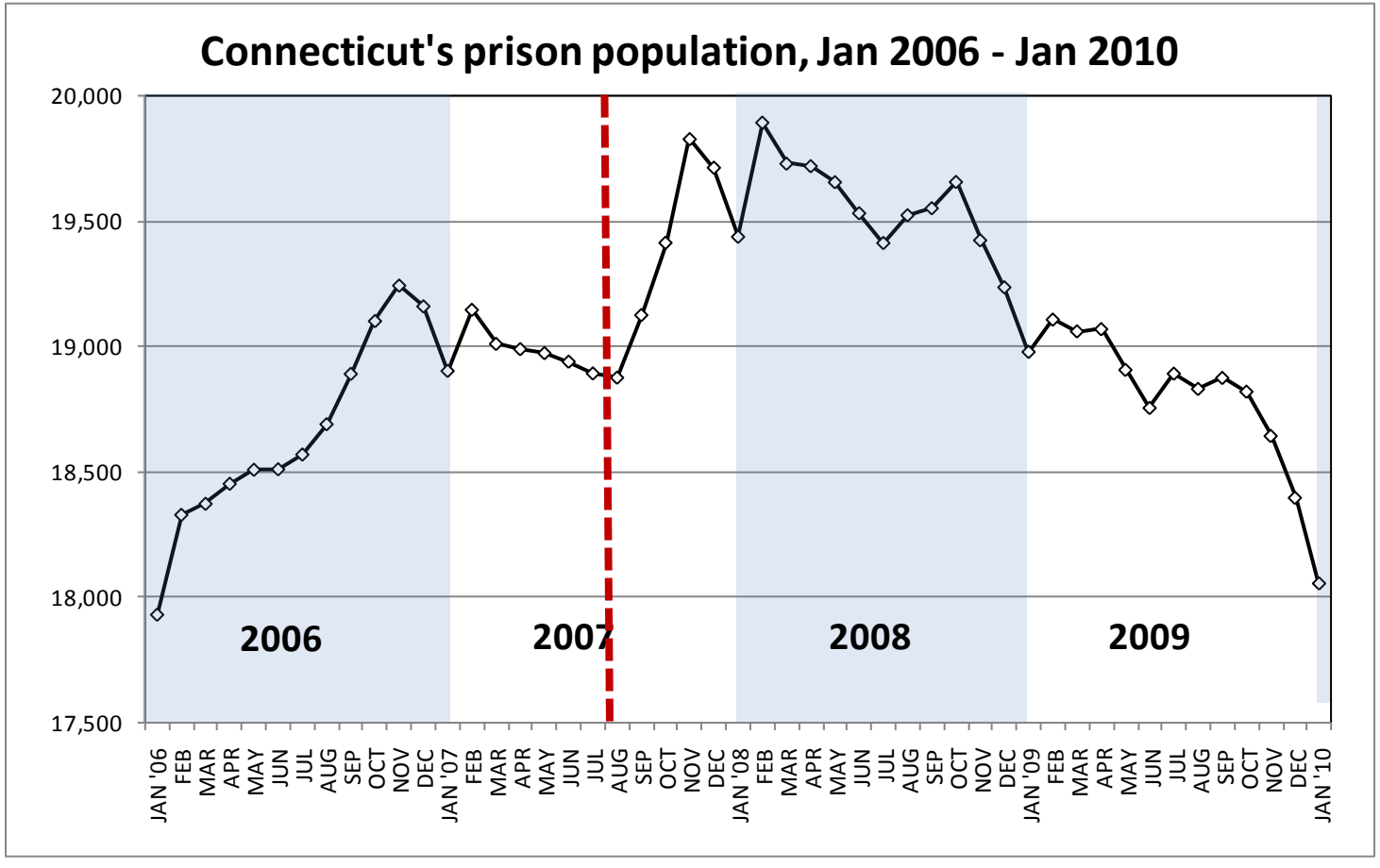
The impact of the crimes in Cheshire

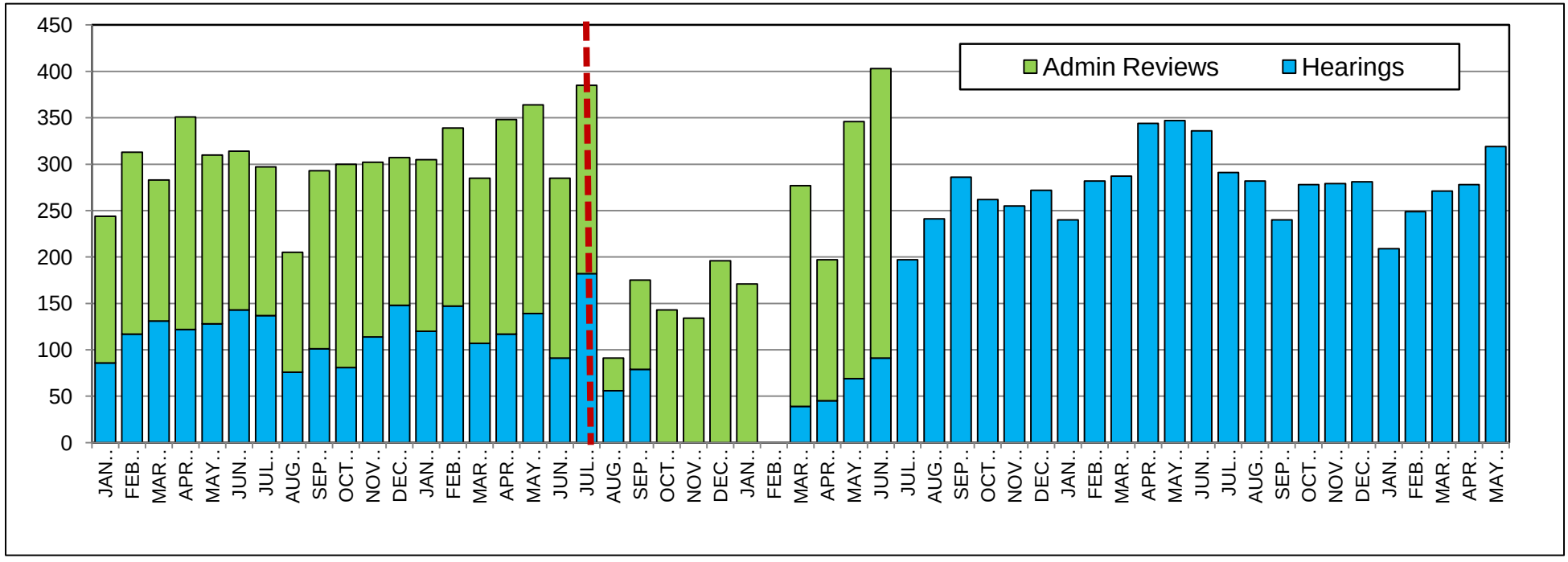


The murders in Cheshire in July 2007 had a dramatic impact on the operation and administration of the criminal justice system in Connecticut.

July 2007 – Dec. 2009 – The post-Cheshire period

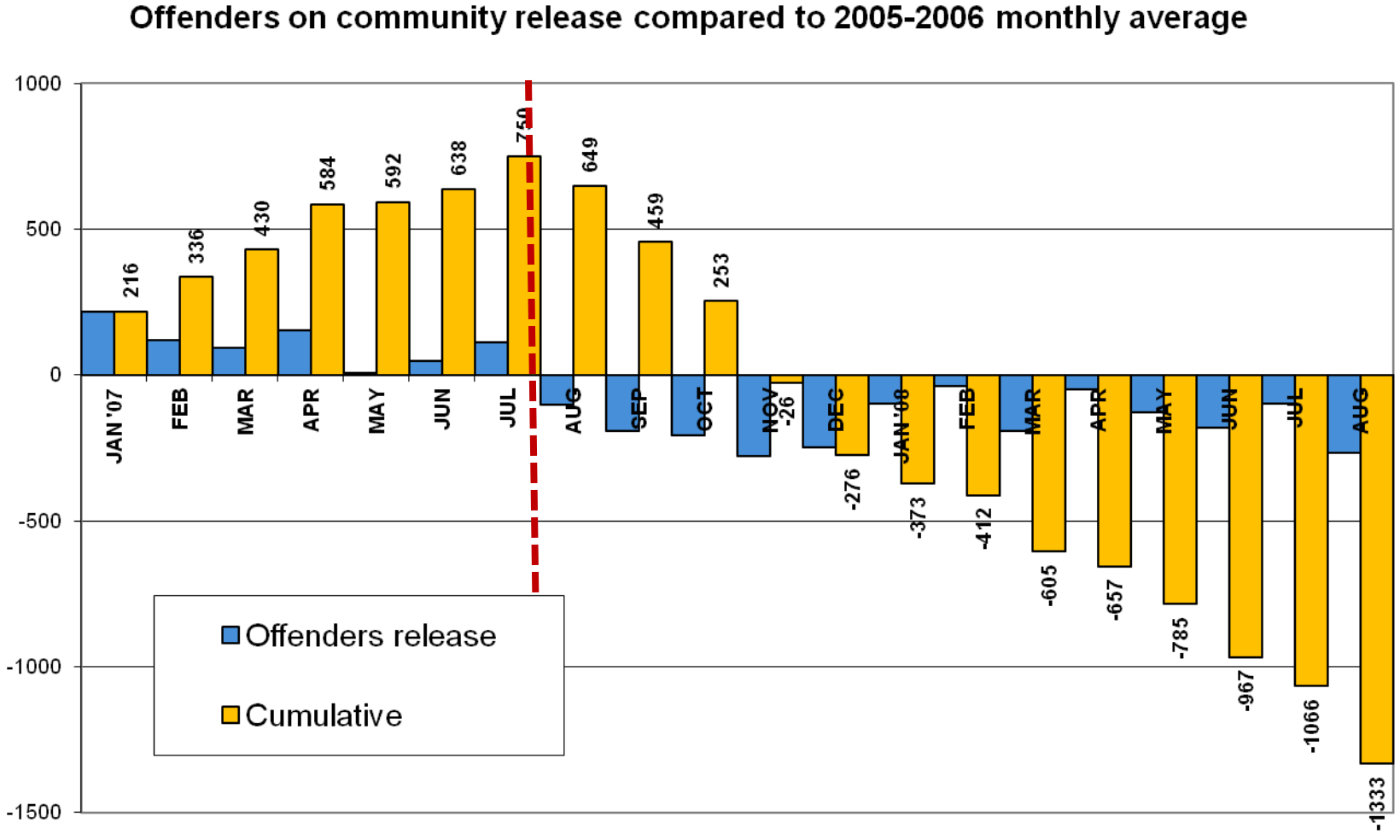
- **September 2007, Governor Rell suspends paroles for all violent offenders. By December 2007, the Board of Pardons and Paroles reported that releases for 300 non-violent offenders had been delayed.**
- **PA-008-01 - *An Act Concerning Criminal Justice Reform and Public Act 08-51 An Act Concerning Persistent Dangerous Felony Offenders and Providing Additional Resources to the Criminal Justice System.***
  - ***Restructured Board of Pardons and Paroles***
    - **Changes to staff and case review processes**
    - **Video-conferencing**
  - **Expanded electronic monitoring of offenders**
  - **Mandated increased use of risk-assessment methods**
  - **Improved record-sharing**
  - **Expanded victim services**
  - **Established more re-entry services**
  - **New criminal statutes – home invasion and burglary**

Changes to the parole process

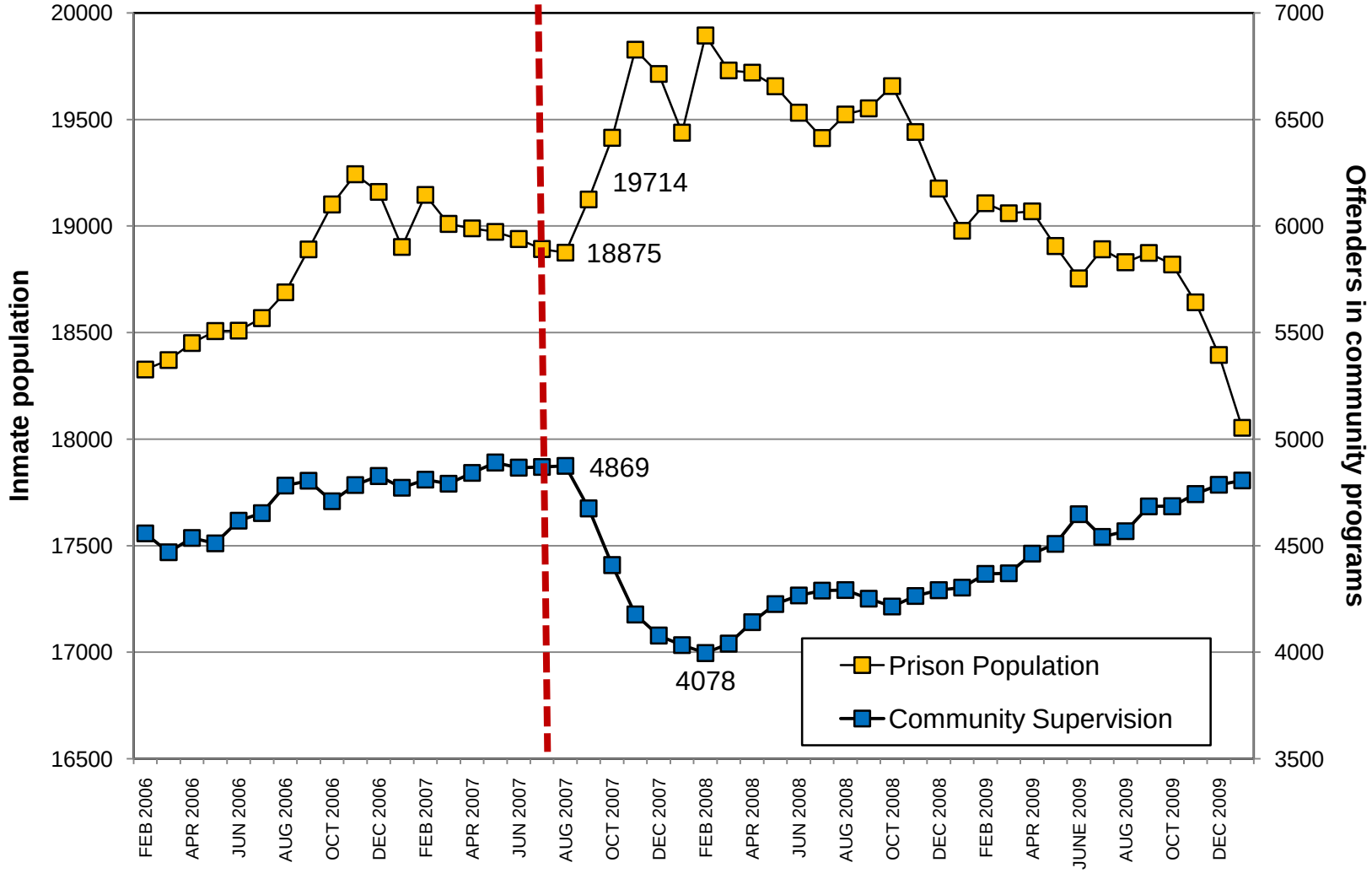


- **July 2007 - The Cheshire murders**
- **September 2007 - Governor Rell suspends paroles for all violent offenders.**
- **December 2007 - the Board of Pardons and Paroles reports that releases for 300 non-violent offenders had been delayed.**

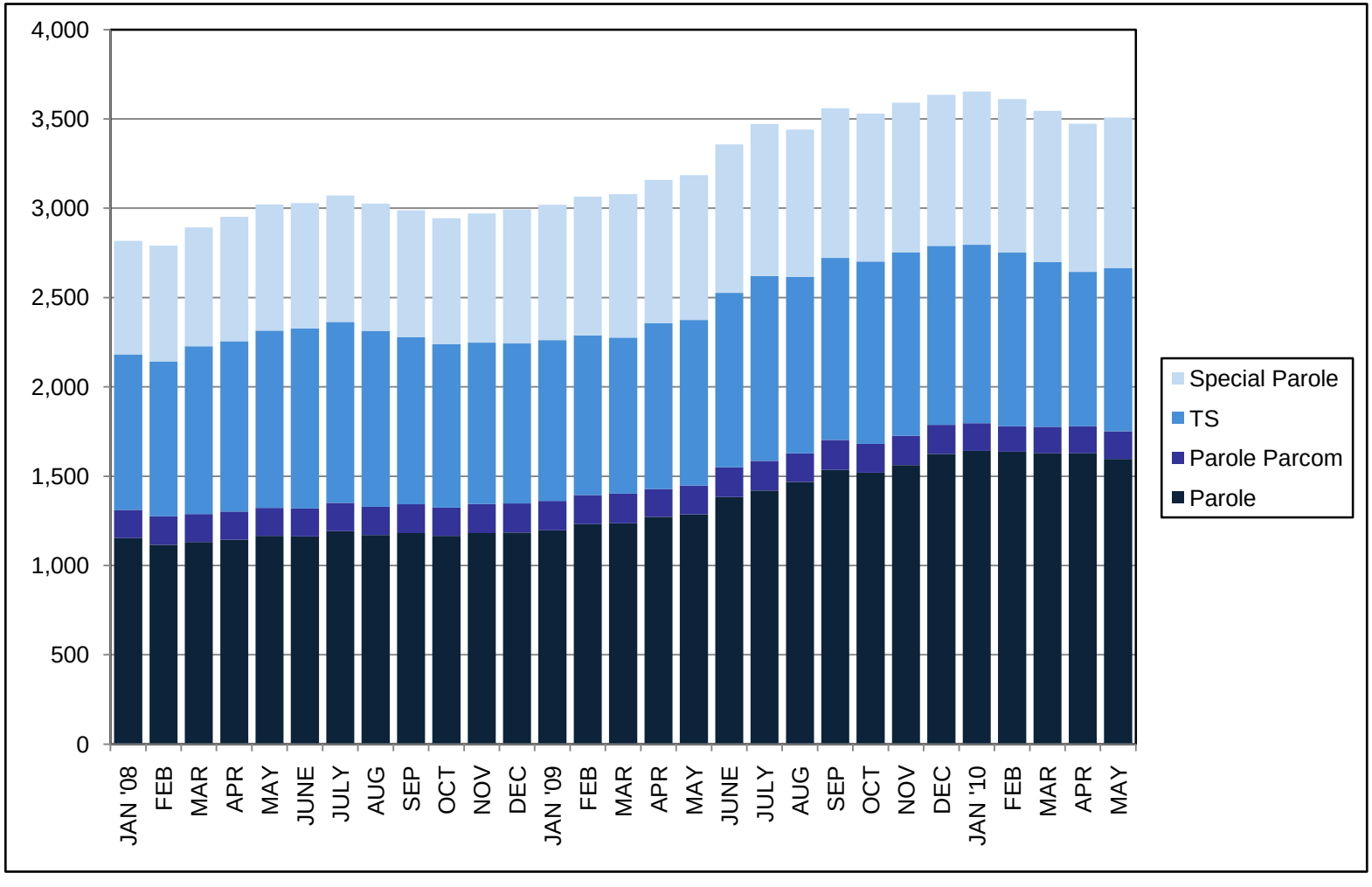
The creation of a population backlog



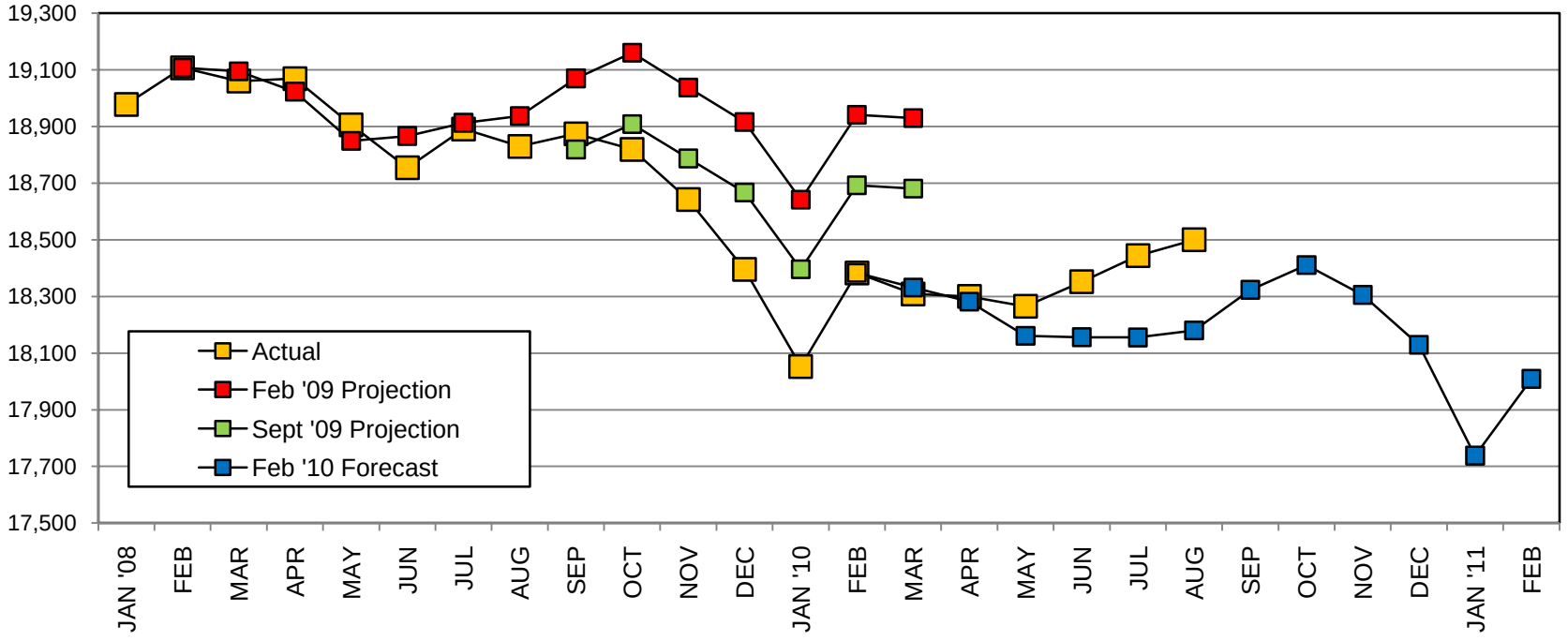
Incarceration and community supervision in CT



The return to normal community supervision levels.

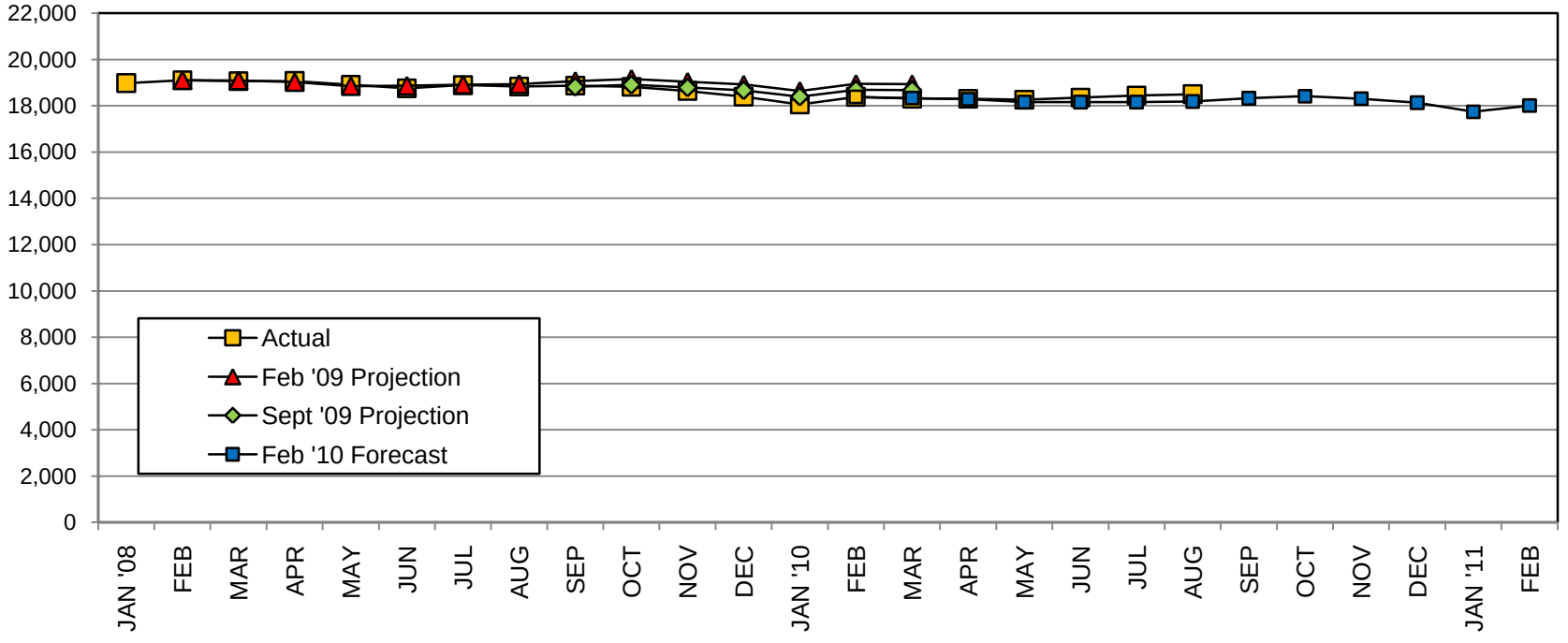


Forecasting or fortune-telling



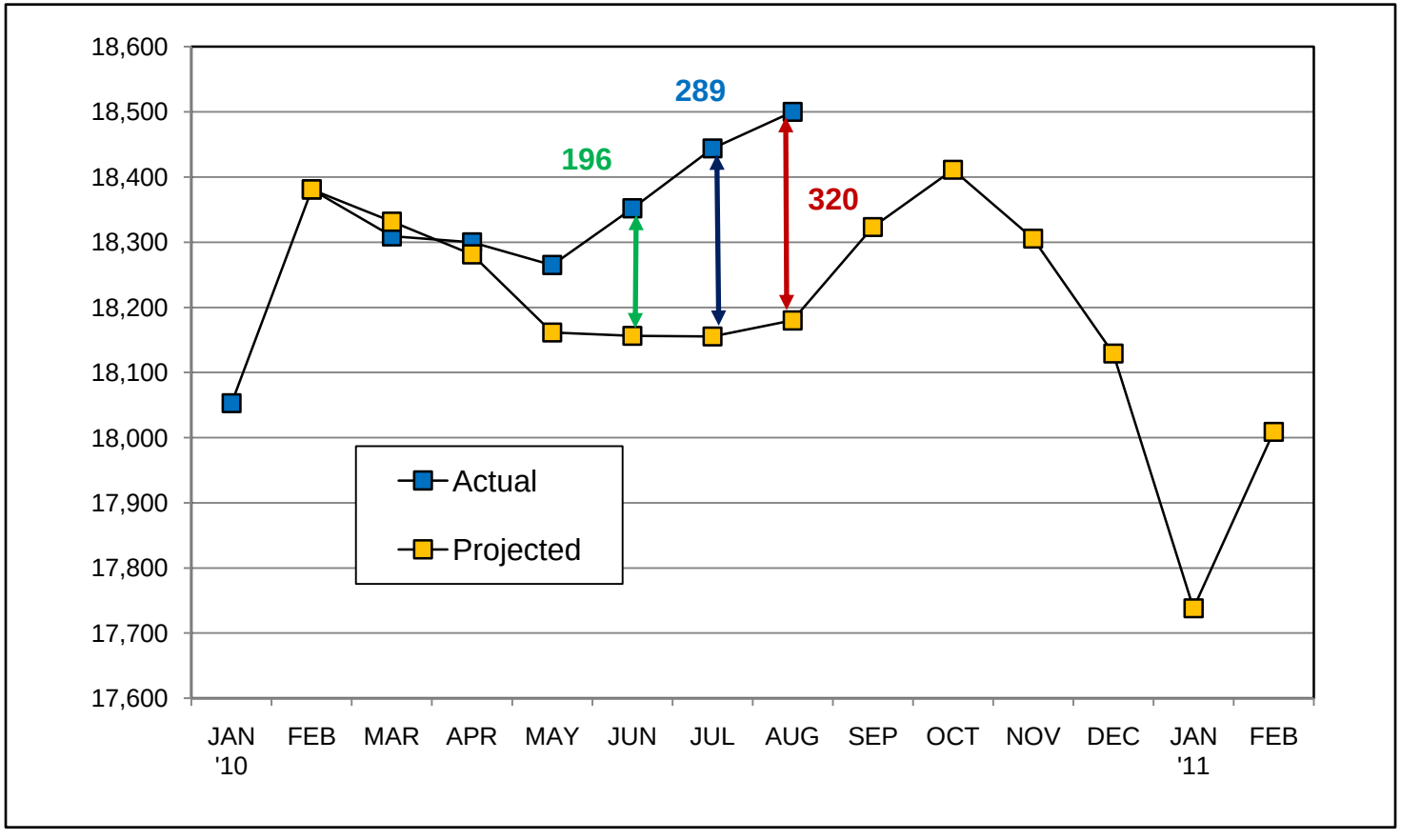
- **OPM had produced three prison-population forecasts since February 2009**
  - **February 2009 forecast – to pessimistic**
  - **September 2009 forecast – to pessimistic**
  - **February 2010 forecast – to optimistic**
- **Our forecasting is based:**
  - **on historical data**
  - **system knowledge, and**
  - **operational expertise**

Forecasting or fortune-telling



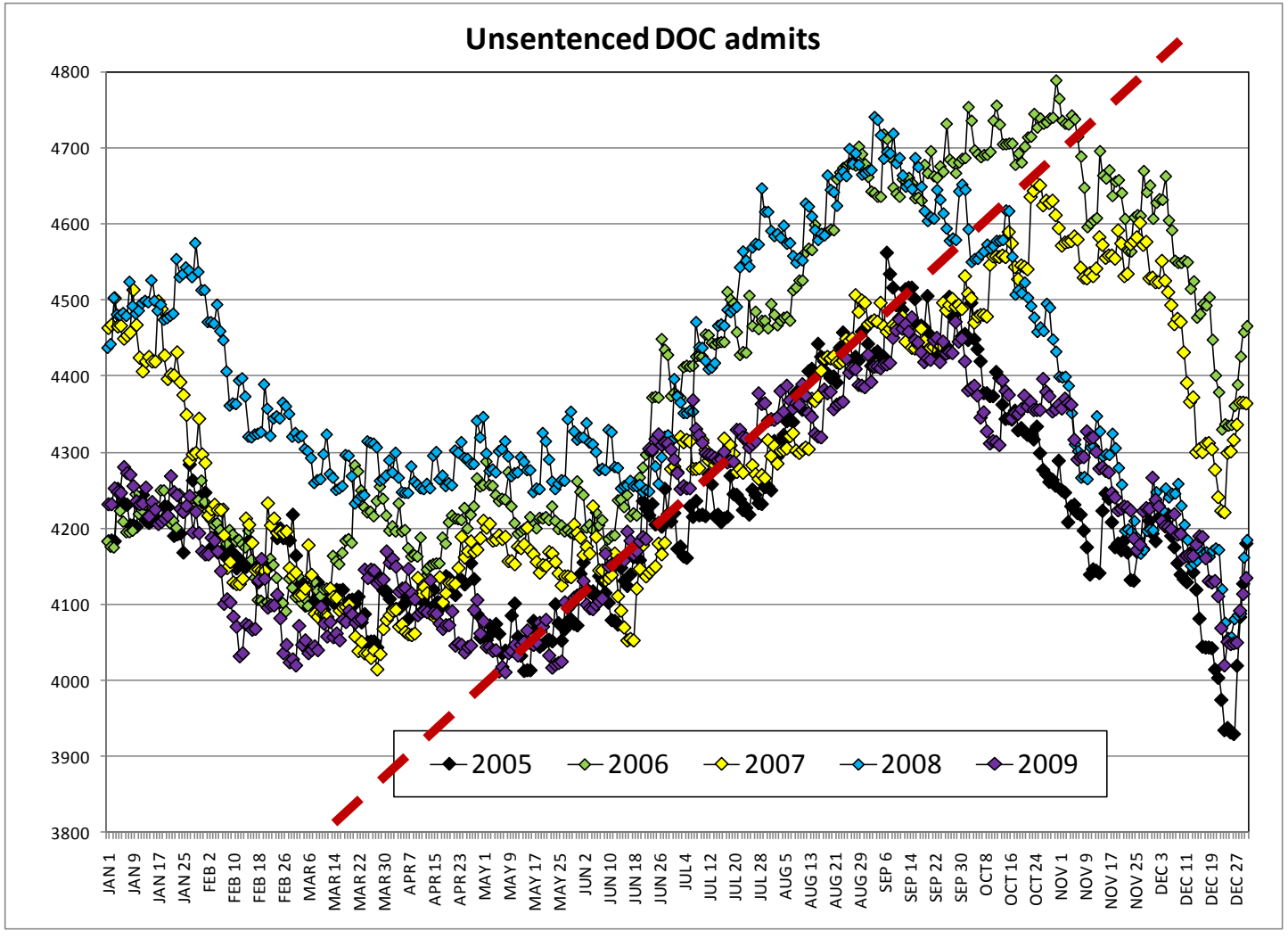
- **A matter of scale – from this view it doesn't look too bad.**
  - **When the prison population was 19,800 the fluctuation of 50 offenders was significant . At 18,200, a swing of 50 is not so significant.**
- **Accuracy is important but....**
  - **the ability to explain variations from the projection is equally critical.**

Problems with the latest forecast



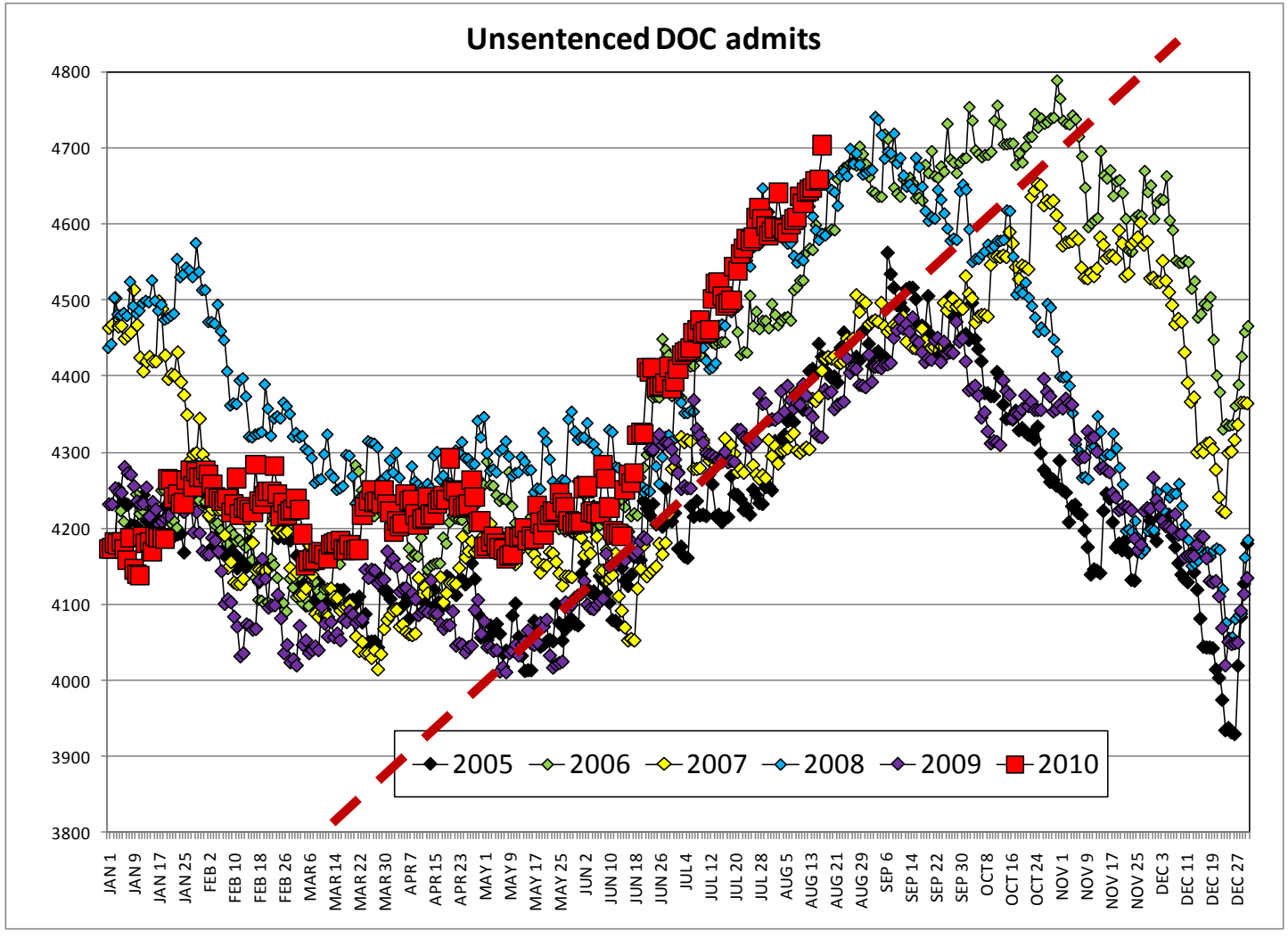
- **Unsentenced prison admits:**
  - **are responsible for most of the populations growth in summer, and**
  - **it is hard to model/predict.**
- **Since May – the number of sentenced inmates had fallen but the number of unsentenced inmates has surged.**

Annual unsentenced admits w/seasonal variations



5 years of unsentenced admit data and the model years (2005, 2009 and early-2007)

Unsentenced admits with 2010 overlay

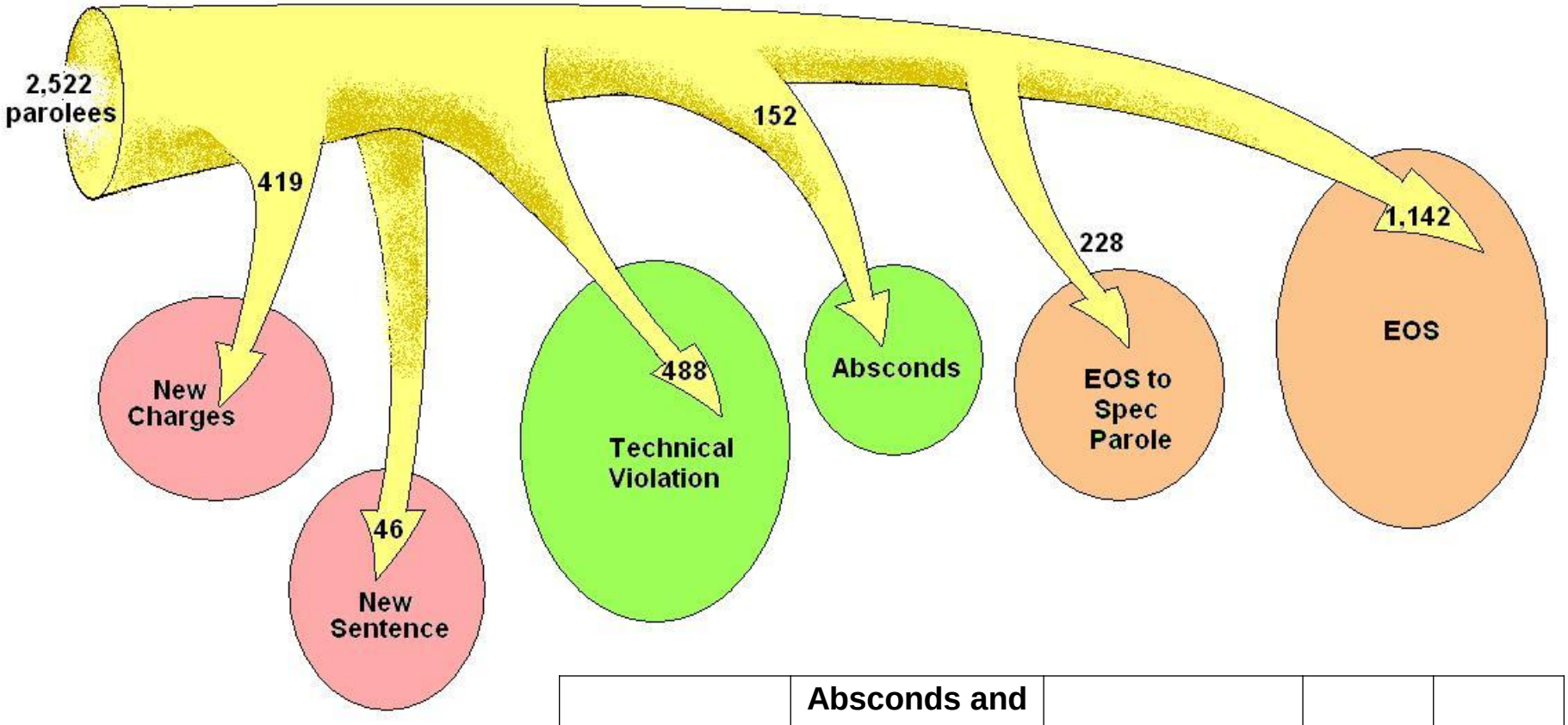


OPM anticipates the number of unsentenced offenders will peak in early September.

Other research

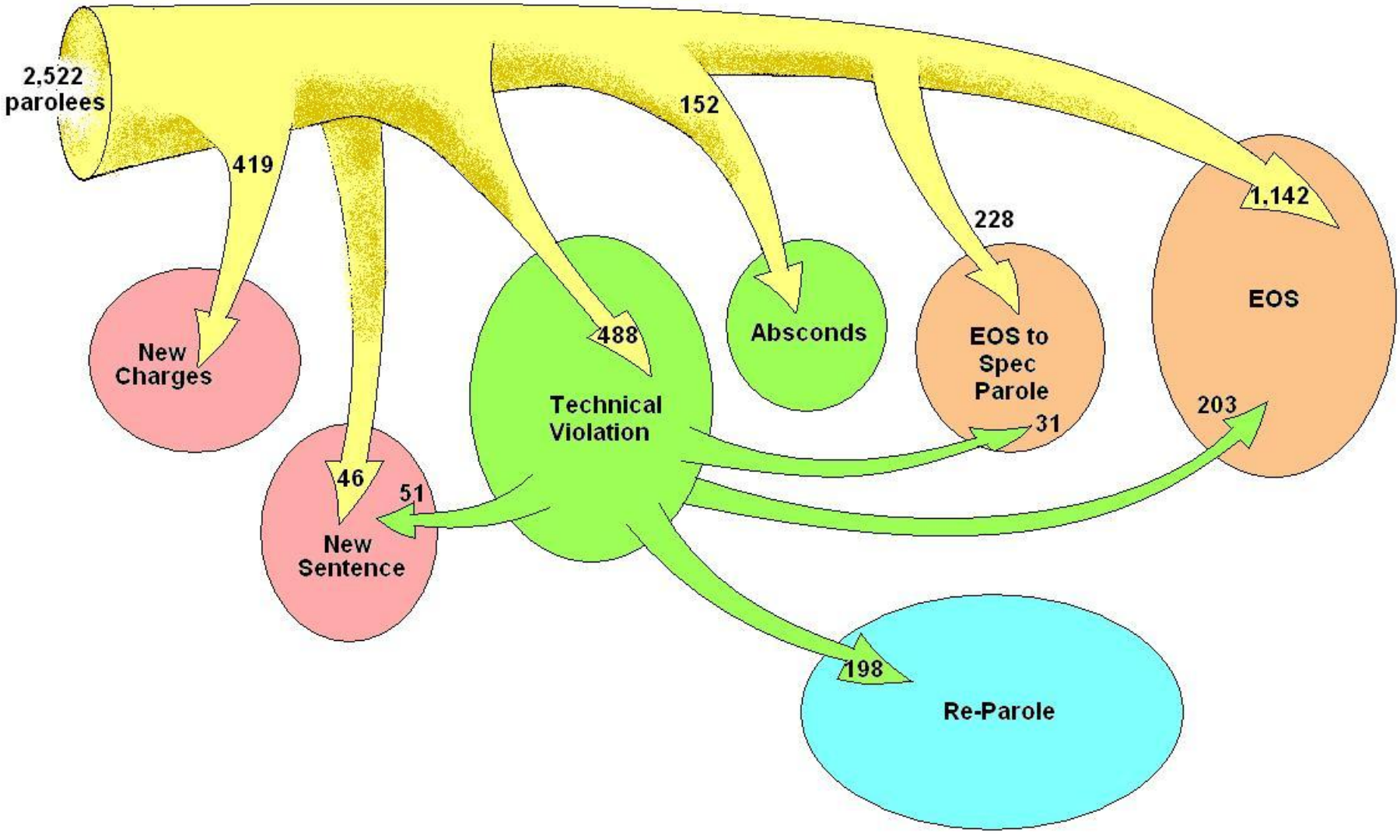
- Parolees – recidivism and post-release pathways
- Halfway house study – bed turn-over rates
- Risk scoring – TPAI and domestic violence
- Recidivism among weapons violators
  - Who is a non-violent offender
- The economy for re-entering prisoners

Where do parolees go? (2005) The first movement



New Crimes and charges	Absconds and Technical violations	EOS - discharge sentence	Other	Total
462	640	1370	50	2522
18%	25%	54%	2%	100%

Where do parolees go? (2005) Technical violators



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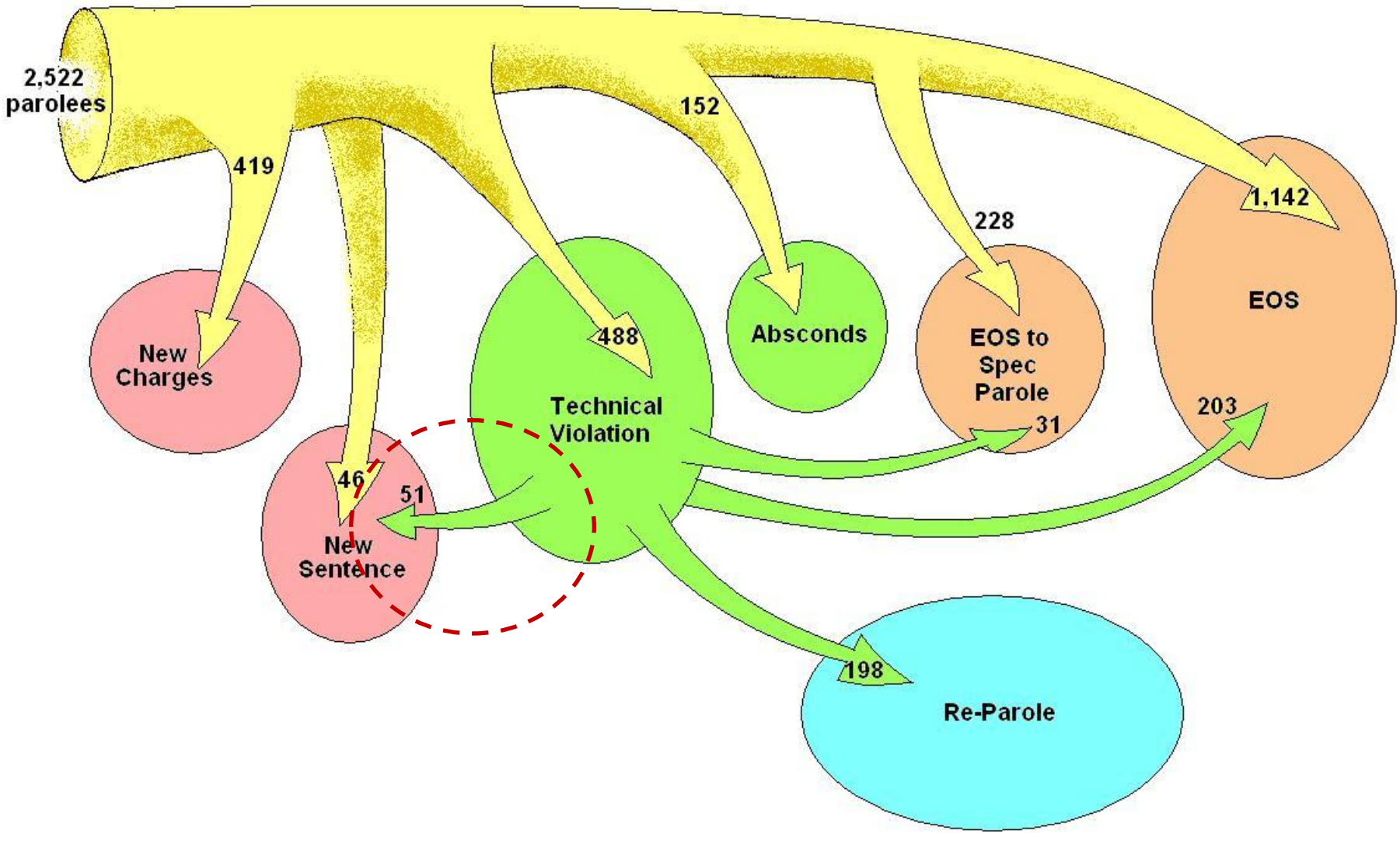
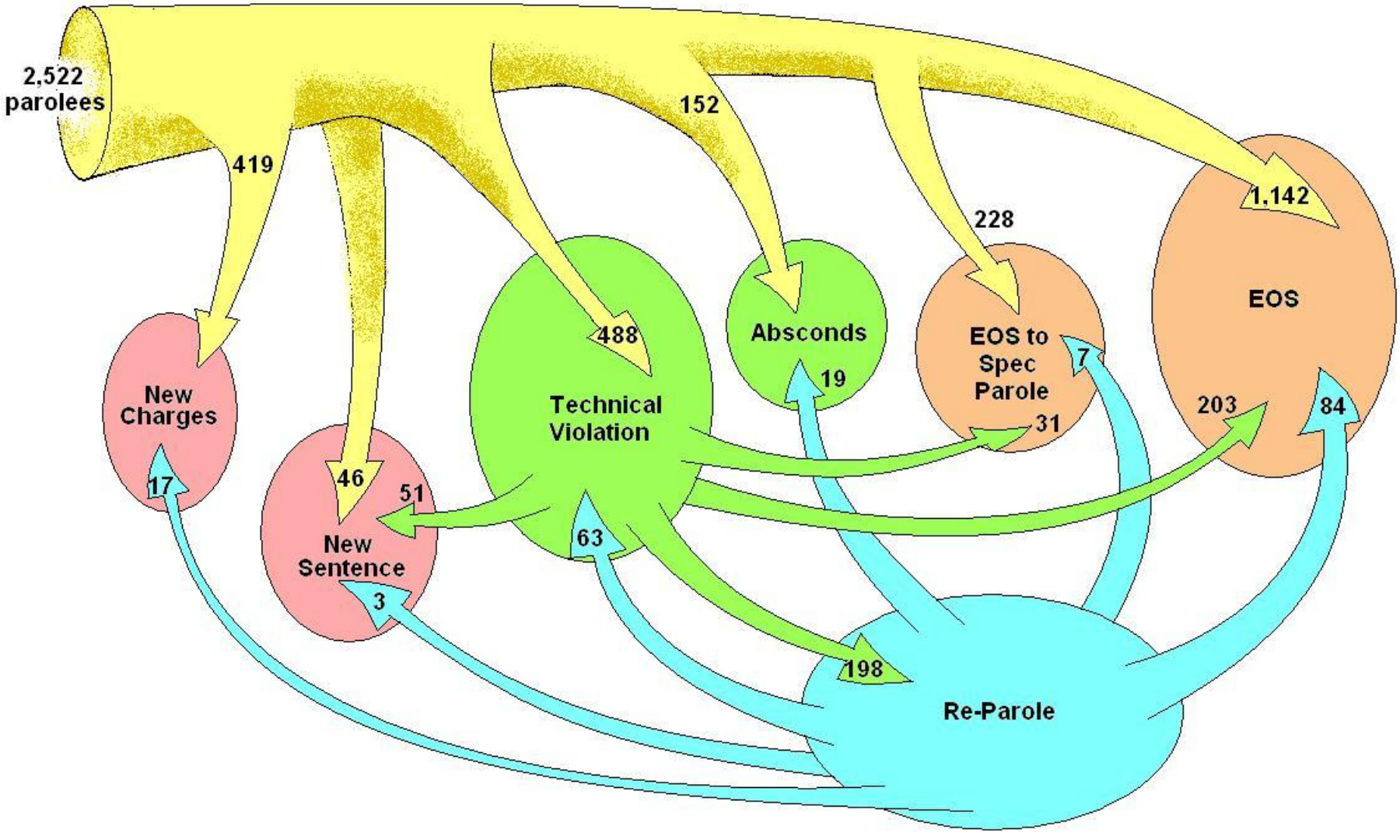
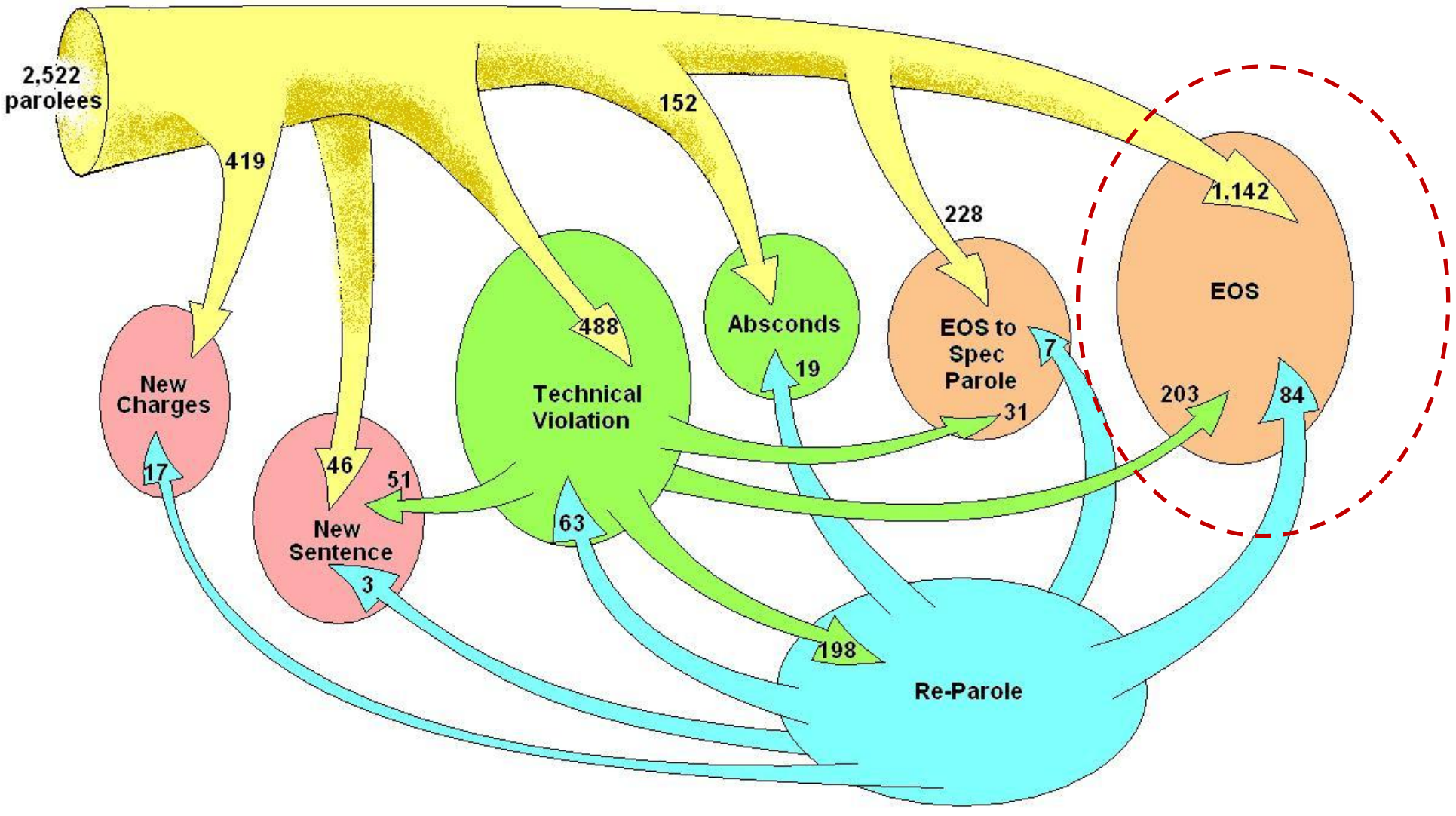


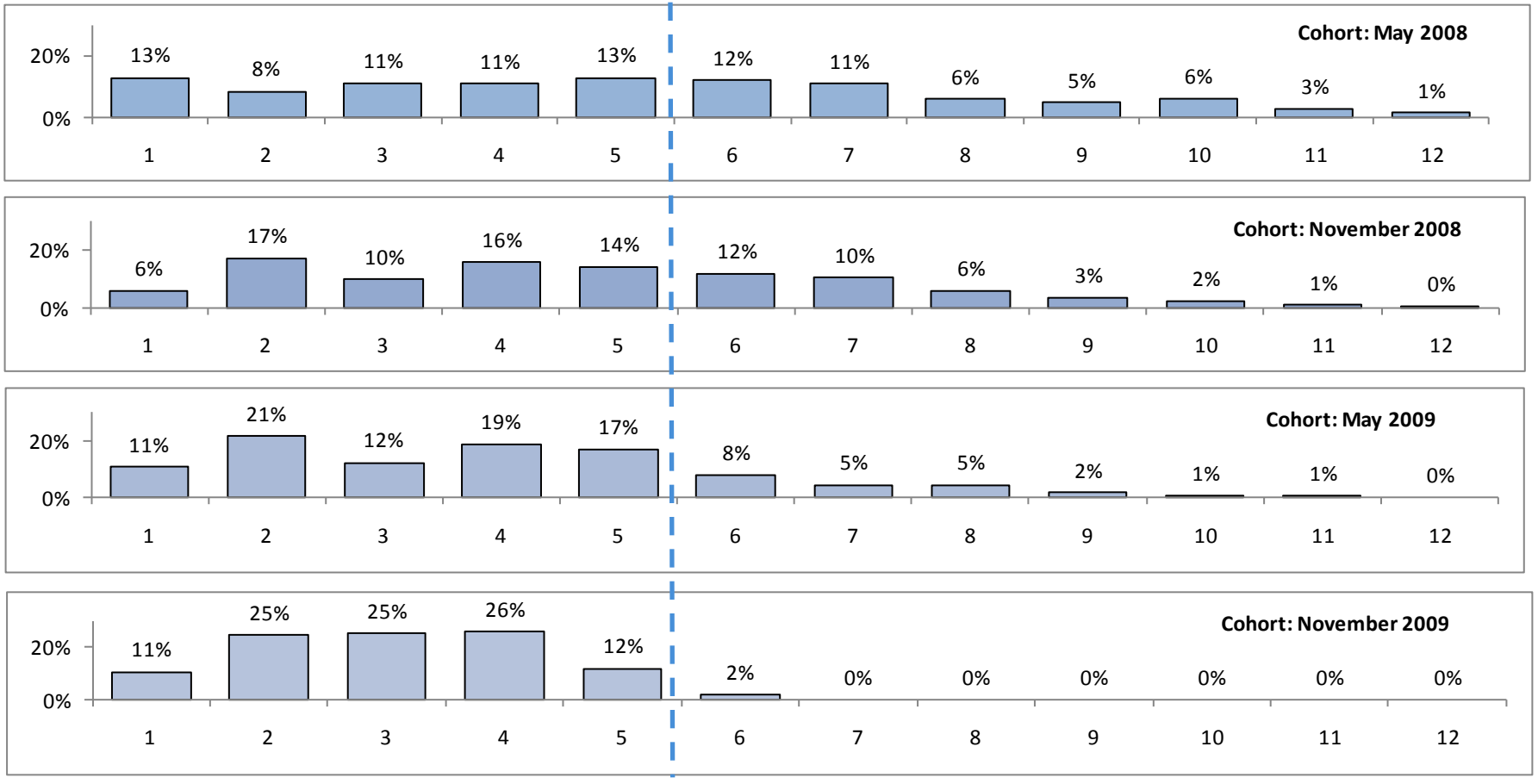
Where do parolees go? (2005) Reparolees



Where do parolees go? (2005) Reparolees

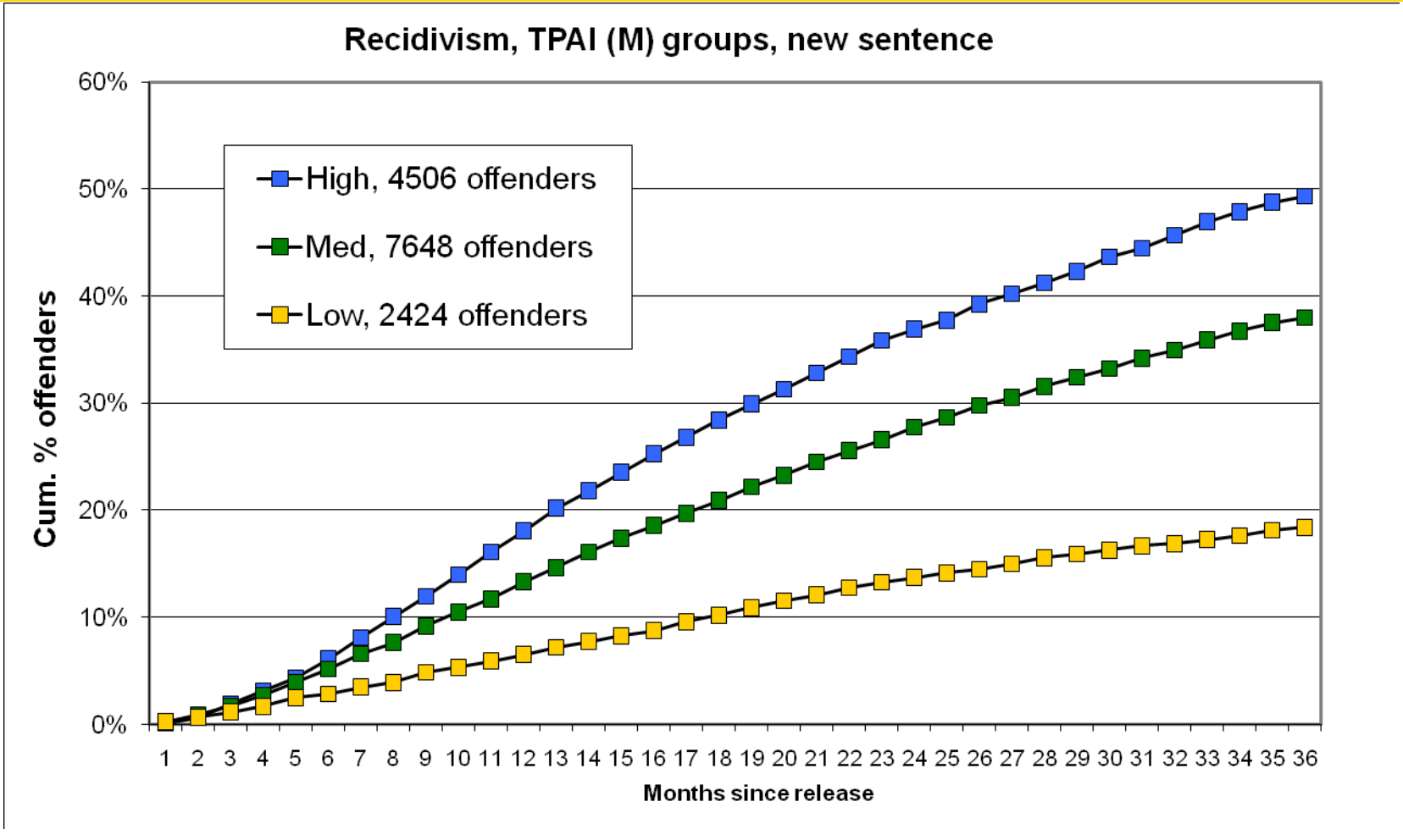


Halfway house churn rates



Percent of cohort over 5-months in first halfway house placement			
May 2008	Nov. 2008	May 2009	Nov. 2009
45%	34%	22%	2%

TPAI-risk scores

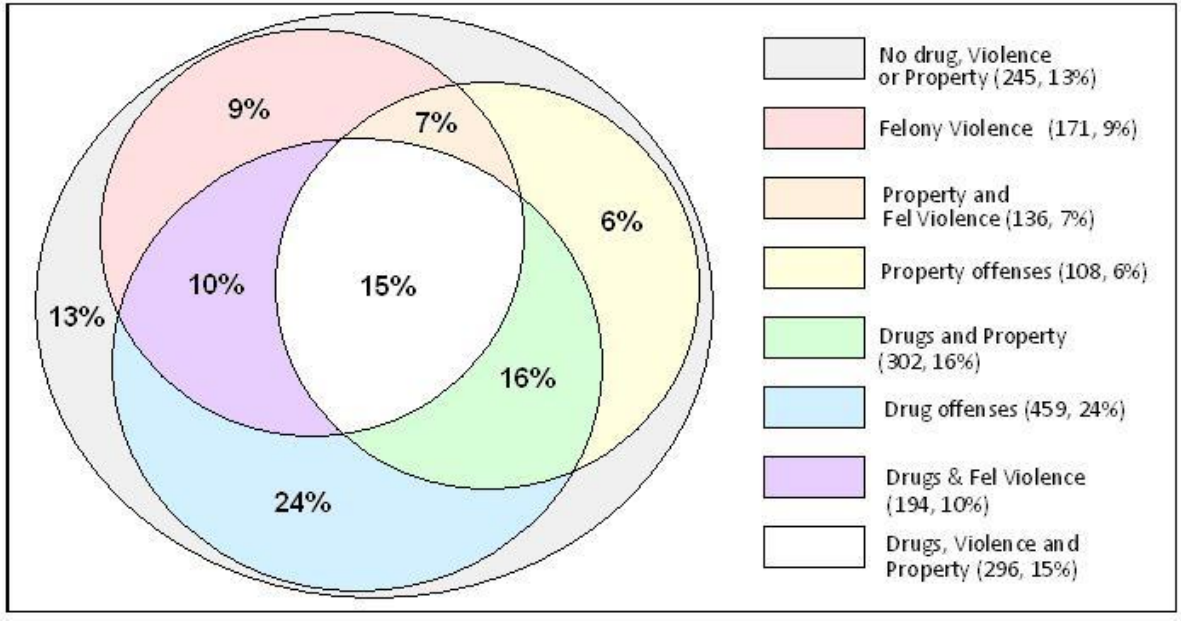


TPAI is an scale 8-point scale that is used to assess offender risk with respect to recidivism. There are other more complex risk instruments but this is relatively simple and has been in use since 2009.

Recidivism among weapons offenders

- **How do we define a non-violent offender?**
  - **By statute (Assault 3?)**
  - **By arrest, conviction or sentence**
  - **The effect of plea negotiation**
  - **Weapons possession?**

Sentence mix for 1,191 offenders who served a prison sentence for illegal weapons use or possession.



Felony violence: 41%

Drugs: 65%

Property: 44%

Recidivism among weapons offenders

- **How do we define a non-violent offender?**
  - **By statute (Assault 2?)**
  - **By arrest, conviction or sentence**
  - **The effect of plea negotiation**
  - **Weapons possession?**

Table 4. Recidivsm among males with weapons

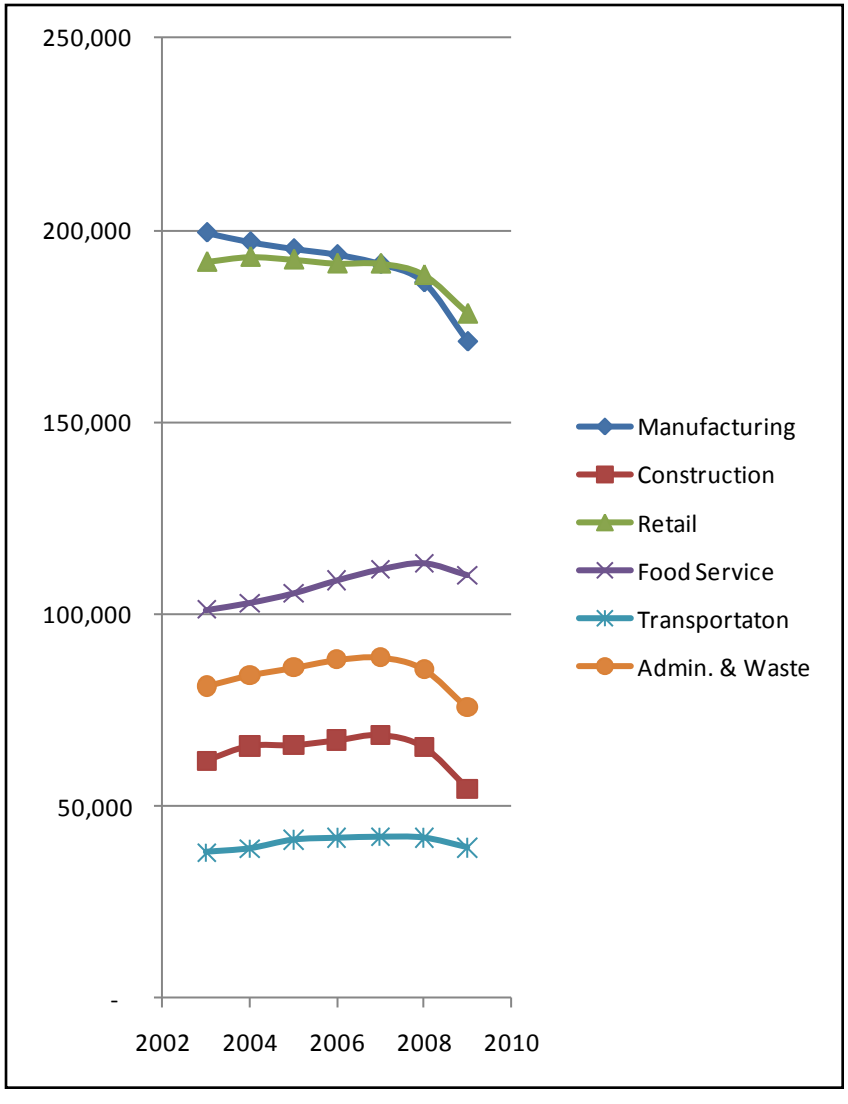
	Gun-charge arrest	Gun-charge conviction	Gun-charge sentence
Male offenders	4,785	2,286	1,862
Any return to prison			
12 months	41%	41%	42%
24 months	57%	58%	60%
36 months	65%	66%	67%

The economy for re-entering offenders

From 1998 to 2005, Connecticut alone has lost 52,000 manufacturing jobs....Meanwhile, jobs in Connecticut's growing industries aren't as well compensated as the jobs in Connecticut's shrinking industries. Average wages in the state's growing industries are 32.3 percent lower -- $18,021 per year less-- than those in Connecticut's shrinking industries.

JOHN W. OLSEN, Connecticut AFL-CIO , *The Hartford Courant*, September 4, 2006.

Blue-collar employment in CT



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