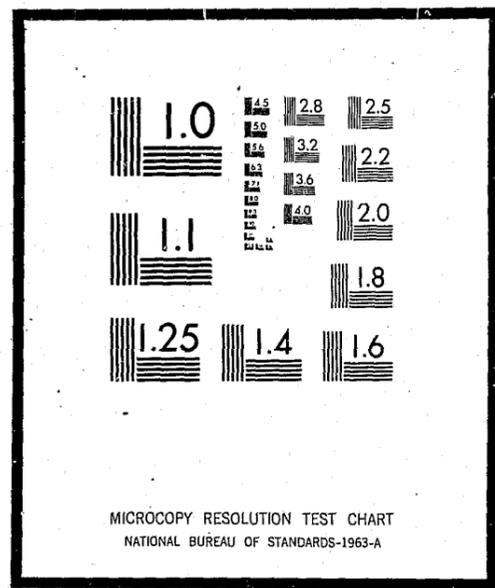


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9/26/75

RESOURCE EXPANSION
for the
EX-OFFENDER AND HIS/HER FAMILY

June 1973

Prepared by:
Committee of Resource Expansion for
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This report was funded under a grant from the Public/Private Resource Expansion Project, of the Connecticut State Department of Correction.

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INTRODUCTION

In March, 1973 the Community Council of the Capitol Region entered into a contract with the Connecticut State Department of Corrections. The purpose of this contract was to identify and assess available social service resources in the Capitol Region, determining the capabilities and willingness of these agencies to service ex-offenders and their families. Since funding for this project was to come through the Public/Private Resource Expansion Program of the Department, it was viewed as a first step in examining the feasibility of greater cooperative efforts between the public and private sectors in the area of corrections.

As background, it should be noted that corrections has traditionally been viewed as a separate system. Clients of this system have been removed from the larger society and institutionalized within walled settings cut off from the public's view. Reform movements which called for more humane treatment, the introduction of educational or employment training or better health care, were instituted within prison walls, creating a parallel and often times inadequate service delivery system. More recently, it has become apparent that the goals of the correctional system, i.e. increased public safety and rehabilitation of the individual might more effectively be met through diminished segregation of prisoners, opening up decision making and operational procedures within the correctional system, better integrating the community and institutional service delivery systems, and relying more heavily on community-based correctional approaches.

The efforts to effectuate these changes will be trying and difficult. First, in terms of service delivery, the community sector suggests a multi-faceted structure which has grown in such a fragmented and uncoordinated fashion that it is often times incomprehensible to the individual seeking service. Simultaneously, the correctional system has incorporated

bits and pieces of a duplicatory system within its walls, quite often with only tenuous linkages, if any at all, to the outside system.

Second, the attitudes which have developed toward corrections and offenders will be difficult to change and yet it is only through attitudinal change that effective system changes will be brought about. At present, there is a good deal of conflict in community attitudes towards this problem. At one end of the spectrum people feel that there is too much permissiveness in handling criminals; at the other extreme, there is the assertion that offenders are often the victims caught on the treadmill of society's inequities and prejudices. Despite the variance in regard to causation, almost everyone agrees that the goal of increased public safety must be met. Hence, the interrelationships between planning, programming and attitude change must be explored in light of this goal.

Finally, developing out of the above two concerns, is the question of the appropriate roles of the public and private sectors in the correctional process.

Within the four month time frame of this project it was only possible to begin exploration of each of these areas. To carry forth this effort, a small committee of individuals representing several areas of interest was formed. The role of this committee, which met bi-monthly, was to add input from their various areas of expertise, to provide guidance and advice to staff, and to respond to materials presented by the staff.

In line with the view that service delivery systems should be comprehensive and client centered, it was recognized that the returning offender might require one or several of a number of different services. Further, it was felt that what happens inside the institutions was just as critical as services upon release. These criteria predicated the

format for the project which was:

1. To interview a wide range of public and private service providers in the Greater Hartford area with emphasis on service availability, experience in working with ex-offenders, and potential future involvement with this population;
2. To prepare a summary report which would provide a preliminary base for implementing a cooperative public/private effort in the area of corrections; and
3. To provide a directory of available or potentially available services for the Department of Corrections.

It should be noted that due to time and staff limitations it was impossible to personally interview all service providers who responded favorably to the initial letter of inquiry; they are however included in the directory. Further, time prohibited interviews with inmates to ascertain areas of greatest need; this activity should have high priority in the next stage. In addition, a simplified version of the service directory should be compiled for inmates. Finally, there is a much greater stress on Hartford based services than surrounding suburban towns. This occurs largely because services are centered in Hartford; many of the clients in this population will be returning to Hartford; and most suburban towns have been reluctant to recognize problems within their own boundaries, referring problems which do occur into Hartford.

The report is divided into the following sections:

- I. Specific areas of Services - In this section a generalized summary of services available in the areas of education, employment, financial assistance, housing, social services, health and mental health, legal assistance and community-based corrections

is presented. At the beginning of each functional area a schematic chart of service providers and linkages to the Department of Corrections is provided.¹ Each functional area is followed by a number of recommendations. Many of the recommendations might be implemented as single items as a matter of priority by the Department. Others provide community support for existing correctional innovations and encourage their expansion. Some of the recommendations are drawn together with recommendations from other sections into potential program areas in Section IV of this report.

- II. Attitudes - This section presents a brief discussion of community and agency attitudes towards offenders and corrections and recommendations for movement towards attitude change.
- III. The Role of the Public and Private Sectors in the area of Corrections - The beginning outline of some governing principles for a cooperative public/private approach is suggested for consideration by the potential participants in this process.
- IV. Direction for the Future - This section attempts to draw together recommendations from the previous sections into coordinated programmatic approaches. The programs represent incremental steps towards an effective public/private system of corrections.

¹ The charts present an oversimplified view of each of the functional areas. They are not to be viewed as definitive but merely as a guide. Many highly specialized services (e.g. T.B. hospitals) are excluded as well as components which are not applicable to adults (e.g. child guidance clinics). As a guide, the charts are not exhaustive and some providers or links may be missing.

I. SPECIFIC AREA OF SERVICE

In this section services are categorized into functional areas under the headings of employment, education, financial assistance, housing, social services, health and mental health, legal assistance and community-based corrections. These areas were selected as the most critical to an individual either while incarcerated or upon re-entry into the community. Within these functional areas only direct services are considered.² Further, since each area is discussed in broad summary fashion, highly specialized services, such as T.B. hospitals, which might be relevant to only a few clients have been excluded.

The categorization of services along functional lines provides an easily understandable view of the existing system since to a large extent this is the manner in which the system is organized. Individuals, however, are not divided functionally; their needs are often both diverse and interrelated. The challenge is thus to utilize the existing system in a coordinated, client-centered fashion and to build coordination into future programming.

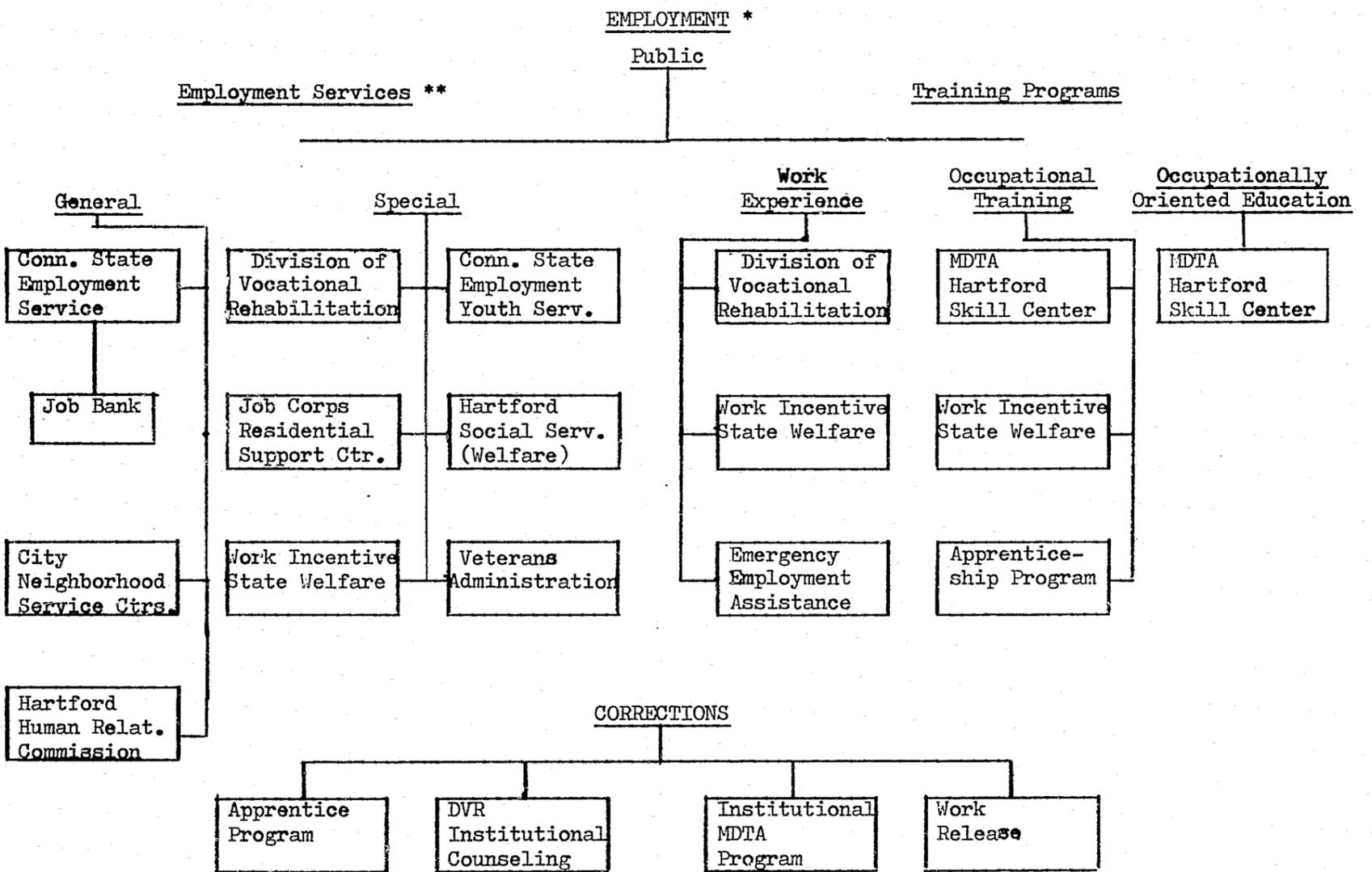
In this section each functional area is introduced with a schematic chart showing the existing services and current linkages to corrections. Following the discussion of some of the issues and gaps in services within a specific area, there is a brief summary suggesting coordinative factors.³ Recommendations are listed following each area of service.

²While the report focuses on direct services, several agencies and associations which are involved in planning and community organization are listed in the accompanying service directory.

³Given the limited time frame of this study, there was no attempt to evaluate the quality or effectiveness of particular agencies. While quality must be considered, it should be assessed around performance evaluation on specific contracts.

These recommendations, while listed separately in this section, are generalized along with recommendations from other sections in section IV according to:

1. Recommendations which can be implemented by the Department of Corrections if given priority;
2. Recommendations requiring collaboration by the Department with other groups for changes within the institutions;
3. Recommendations requiring collaboration by the Department for changes outside of the institutions;
4. Recommendations to be implemented by sources other than the Department of Corrections;
5. Recommendations which can be drawn together as demonstration programs.



Apprentice Program

DVR Institutional Counseling

Institutional MDTA Program

Work Release

Figure 1A

* This classification follows that developed by the Office of Manpower Planning, Hartford.

** Including intake, counseling, and job referral.

EMPLOYMENT *

Private

Employment Services **

Training Programs

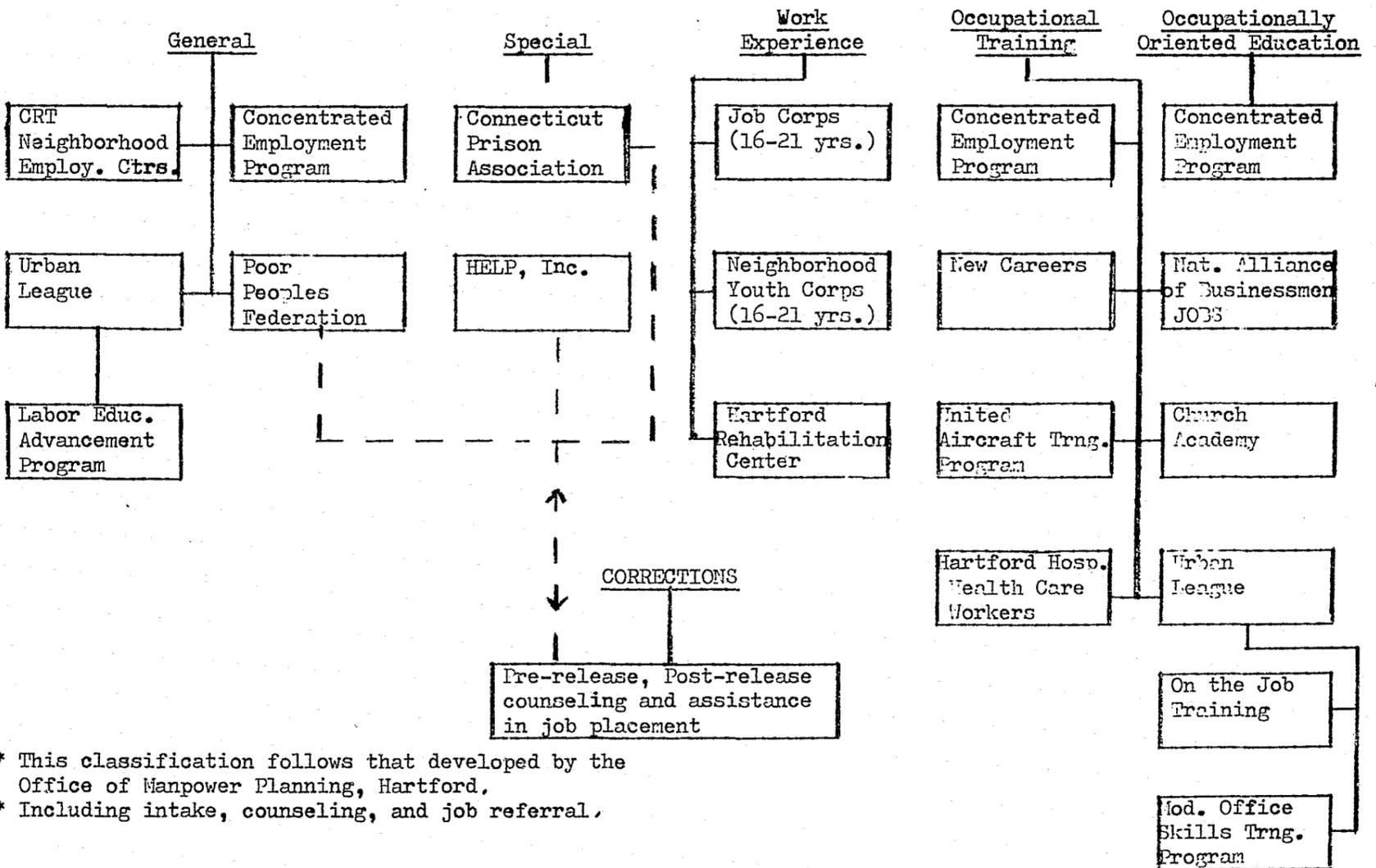


Figure 1B

* This classification follows that developed by the Office of Manpower Planning, Hartford.

** Including intake, counseling, and job referral.

A. EMPLOYMENT

The various components of the employment system within the Community are spread over a number of agencies, with linkages among agencies and services varying from weak to strong. Simultaneously, the Department of Corrections has operating within its institutions a separate employment system without any significant ties to the community system. This lack of ties to the community is despite the fact that some programs inside and outside the Department are sponsored by the same agency (e.g. MDTA).

In this section we will examine the various components of an employment system, to what degree they are present in the Hartford area, what experience they have had in working with ex-offenders, and potential roles for the future.

Any employment system, whether operating within an institution, in the community or in some combination of each should contribute to the individual finding a job at a decent rate of pay; that job should be one that he/she will enjoy and one that offers a reasonable expectation of future opportunities. While these principles hold true for all employment experience, they are even more critical in dealing with ex-offenders - - for whom a decent and interesting job may be the key to rehabilitation and redirection of a life style which is costly to both the individual and society.

A comprehensive employment system contains a number of basic components (i.e., outreach, intake, evaluation and assessment, prevocational training, training, job development and placement, and follow-up), as well as the direct supportive services of employer and employee counseling and supplemental education, and other ancillary services such as trans-

portation, day care, health, legal and family crisis counseling. Within the Greater Hartford area each of these components is present to some degree, although in general they are not systematically linked and the loose coordination which does exist diminishes considerably as one moves from the basic components to the ancillary services.

Currently, the employment system is Hartford-based and eligibility depends on income and residence within a target area. Under new federal guidelines eligibility will extend beyond Hartford to include the region, and categorical funding will be eliminated. While the hope is that block grant funding and closer ties to the business sector will assist in achieving greater coordination and more effective programming, the actual dollars available will not approach meeting the need.

Projections for Hartford area employment programs during the current year indicate that there is a capacity to serve 2100 individuals. This compares with a projected "universe of need" of 31,700 individuals who would meet program eligibility criteria and who will require some type of employment services. Hence, if all programs are up to projected capacity, approximately 6.6% of those individuals who potentially require employment services will attain them. Further, it is predicted that of the 2,100 individuals who do receive service, between 1,100 and 1,200 will actually wind up in successful employment.⁴

Four major problems confront the employment system. First, since to a large degree, the success of employment programs are dependent upon the general economic climate, there has been a slump in placement of enrollees

⁴Estimates of program capacity, universe of need and predicted success rates were provided by the Office of Manpower Planning, Hartford, Connecticut.

from some programs. Second, as discussed above, there are only a limited number of training slots available as compared to the large number of people in need of such assistance. Third, there is no uniform intake system whereby the individual is better matched with the programs and services which are available. And finally, the linkages between training, placement, supportive, and ancillary services are often weak.

Along with the regular manpower system, Hartford-based agencies which are designed specifically to provide services for offenders and ex-offenders (see figure 8) tap into the manpower system for training; they also do direct job development and placement. Some agency representatives go into the jails and prisons to arrange for job training or placement situations prior to release.

Most of the agencies of the community manpower system have had some experience in working with ex-offenders. Although statistics were not kept regarding this characteristic, most representatives of agencies which were interviewed felt that there was generally little difference between the responsiveness of ex-offenders to programs and the responsiveness of other clients. Some interviewees felt that ex-offenders were often times more serious and anxious to do well. The one area where differences were sometimes seen was in placement. It often requires more effort to convince a potential employer to hire an ex-offender than a person without a record. It was suggested that the most successful methods in overcoming this barrier were good training in saleable skills and assurances of support to the potential employee and employer in the form of a sponsor or coach.

Existing simultaneously, and for the most part quite apart from the community employment system, are the employment programs within the

correctional institutions. Although some agencies, such as the Labor Department and the Division of Vocational Rehabilitation, outside of the Corrections Department are involved in this effort there appears to be little linkage between what goes on within institutions and outside programs, which these same agencies sponsor. In addition, there have been some questions raised regarding the number of training slots available within institutions,⁵ the quality of the training provided, and whether some of the apprenticeship programs were actually realistic in light of closed unionism within the field. Questions have also been raised regarding the work release program, especially around such issues as where the jobs are located in relationship to one's residence, employers using work releases because while offenders are incarcerated they can be paid lower wages, and the menial nature of certain work release jobs. There is no doubt that work release does provide the opportunity for the inmate to be out of the institution for part of the day, and this in and of itself is beneficial. However, now that the concept of work release has gained acceptance it would appear time to make it a more effective tool towards employability.

The preceding overview begins to suggest some recommendations in the area of employment. Several simultaneous occurrences including the potential upswing in the labor market, the rising public awareness of the plight of the ex-offender, federal directives regarding priorities for training and placement of ex-offenders, the breaking down of prison walls and the movement of the Department of Corrections towards integrating corrections with other community based systems should be capitalized on in the employment area.

⁵For example, there are approximately 100 career training slots at Somers for a population of over 900.

Employment Recommendations:

1. A joint committee of people from Corrections, Labor, Vocational Education and the Chamber of Commerce should be formed to review the training programs within institutions and make recommendations for improvements.
 - a) This committee should be weighted towards potential employers.
 - b) The commitment of the Department of Corrections to this arrangement should be to implement committee recommendations to the extent feasible.
 - c) The commitment of the private sector should be to a number of job placements and to loaning staff to assist in setting up or reorienting training programs.
2. The Department of Corrections should provide several of the basic components of a high quality employment system to all those incarcerated within institutions for one year or more who require same. This would include evaluation and assessment, prevocational training, training and supplemental education. Just as in a community based program, a person should be moved along from institutional training to an on-the-job situation through work release. Upon release, the Department should place its efforts on obtaining supportive services such as coach/counselor for this population. Where possible, it would ease the transition if the person who will serve as coach upon release could provide this service while the inmate is on work-release.
3. The existence of comprehensive good quality training programs within the long term institutions should reduce the reliance of this population of community employment training programs. However, for those incarcerated within the jail it would probably be more efficient and effective to contract with community programs to provide the basic employment components on a release basis.
4. The work release program should be re-examined and the following possibilities explored:
 - a) Developing work release programs with other state agencies (e.g. the Farmington Medical Center for those trained as lab technicians).
 - b) Providing work release opportunities closer to the potential place of residence.
 - c) Developing commitment contracts with work release employers, whereby the employer pays very little at first and the Department of Corrections agrees to provide or purchase the types of supplemental education suggested by the employer. But, within a given time frame, the employer is committed to pick up the trainee at the going wage and retain him after release.

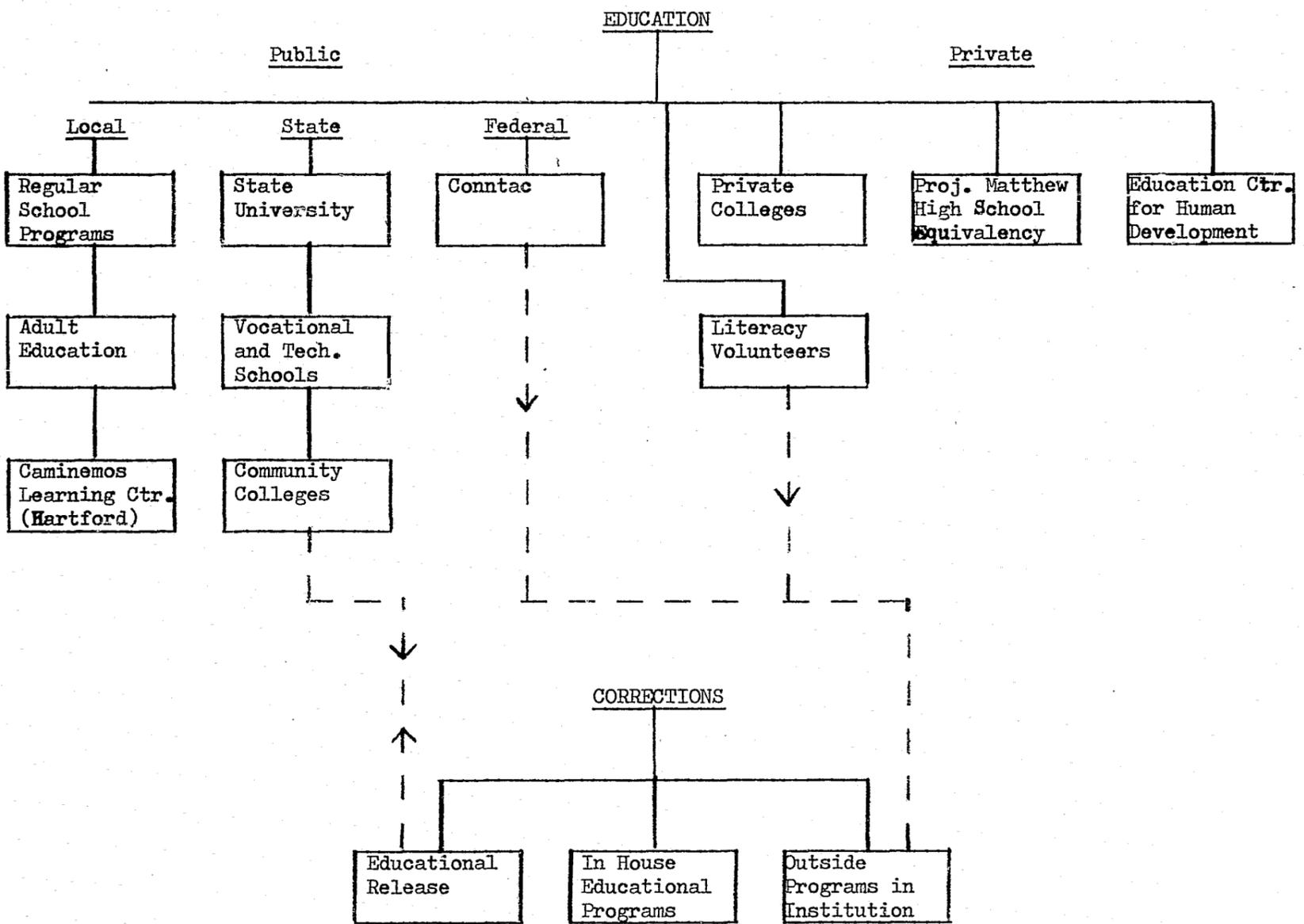


Figure 2

B. EDUCATION

Education offers a major vehicle for reorienting life styles and developing not only the skills but also the necessary "piece of paper" to make it in society. Yet this area, both within the institutions as well as in community supplemental education programs, is extremely lacking. The median education level reported by the Department of Corrections for inmates during 1972 was 9.1 years for the prisons and 10.8 for the correctional centers. Hence, while some individuals will need help in preparing for entering high school level programs and others will be further advanced and ready for college level work, the primary thrust both within the institutions and in the community should be towards attaining high school diplomas in academic or vocational areas.

The Department has innovated some education programs within the institutions and utilizes the concept of educational release on a minimal basis. (There are currently approximately 30-35 individuals on educational release out of a total population of over 3,000.) In addition, while the Department has demonstrated a fairly open policy in allowing some community education programs to provide either information or services within the institutions, it does not appear that such participation has been aggressively sought.

In the Hartford area there are only limited efforts in innovative educational programming for individuals who have not received adequate basic education. Private sector involvement in supplemental education is minimal, consisting of a street academy for individuals 18 years old and up; an educational resource center which designs and implements individualized educational programs; and a volunteer tutor program designed to prepare individuals for adult basic education. The volunteer tutor

program has initiated a limited demonstration project at Somers, whereby inmates have been trained as tutors for other inmates.

Within the public sector programs include: 1) regular school programs; 2) adult basic education programs; 3) two Hartford adult education centers for Spanish-Speaking persons which focus on English as a second language and preparation for high school equivalency tests; 4) vocational and technical schools; 5) the community colleges; and 6) the state university. In addition, there is a state-wide, federally funded talent search program designed to seek out, motivate and assist low income and academically disadvantaged individuals in college placement.

Within the past few years the Department of Corrections has limited education release from Cheshire to the vocational and technical schools, drawing some of these programs into the institution. This was obviously a step backwards. The only notable linkages between corrections and the public education sector appear to be within the community colleges and with the talent search program which meets with interested inmates at Somers.⁶

All of the representatives of education interviewed expressed an interest and desire in working with ex-offenders and several already are, but none are doing so to the extent they would like. The problem in expanding to serve offenders or ex-offenders is primarily lack of funding. Funding needs are primarily in the area of staff, although some programs also require expanded facilities. In addition, there would have to be further exploration into new educational methods and techniques which are effective for this population.

⁶There have been a few requests for the talent search program to come to Niantic, but this has been on a very sporadic basis.

There are a number of reasons why community education programs should be more heavily utilized by corrections, with duplicatory systems within the institutions kept to a minimum: 1) It is difficult to attract qualified personnel to work within correctional institutions; 2) Community agencies can only free up a limited number of people to work within institutions; 3) Despite limitations in terms of numbers, there are the beginnings of adult supplemental programs within the community; and 4) Education is more effective in an open environment. Although expanding the utilization of community education will present some logistic problems for the Department and may require some attitude changes, there are demonstrations across the country which document the efficacy of this approach both in terms of individual achievements and in terms of cost effectiveness.

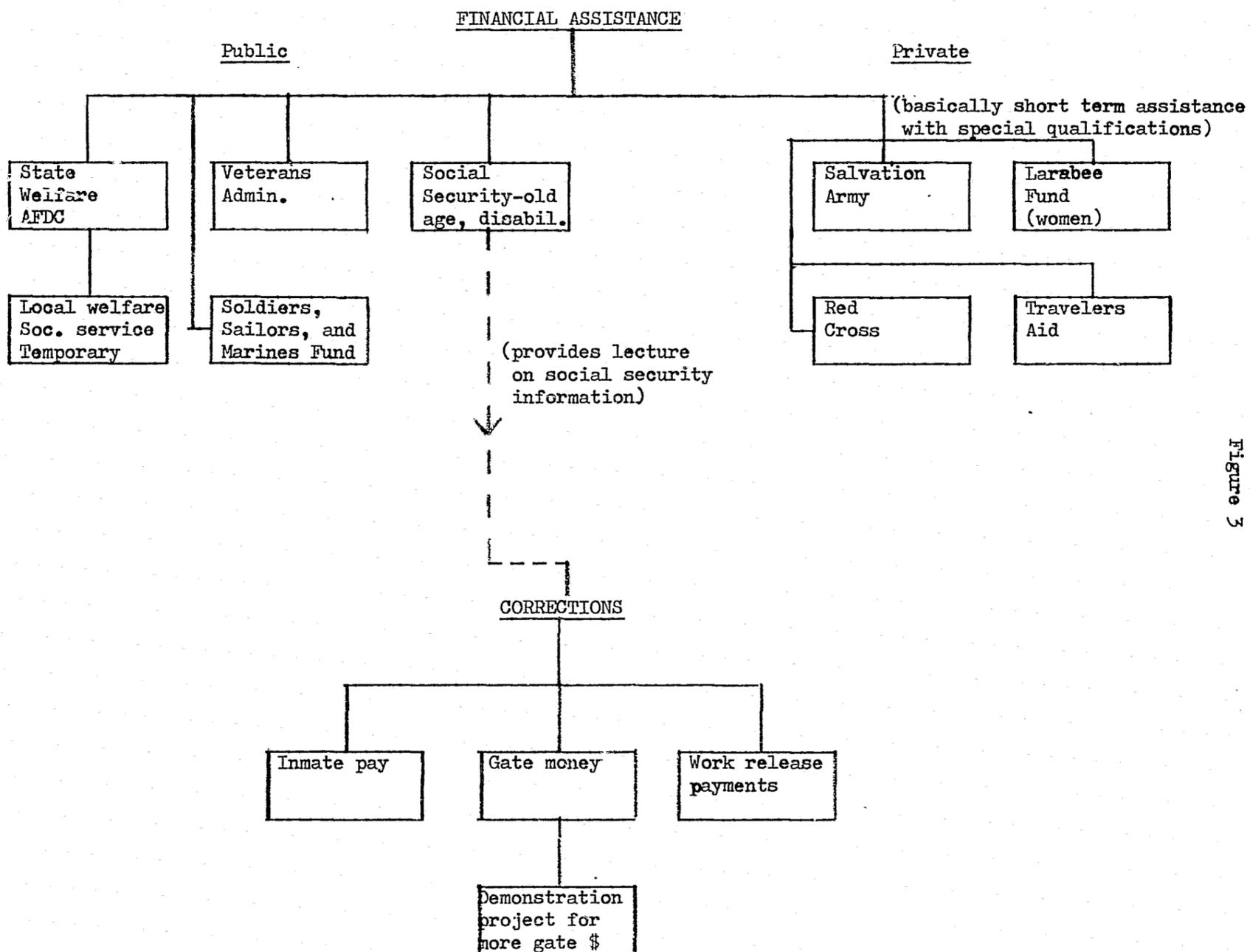
Educational programming and service delivery should be closely tied to employment services. This can be effectuated through joint evaluation of a educational potential and employment capabilities which utilizes written tests and verbal interviews. The desires of the individual in the areas of employment and education should be clearly elicited and he/she should play a primary role in developing a coordinated service delivery plan. To the extent possible, the two services should not be offered along a continuum (e.g. first prevocational education than training); rather, the individual's vocational interests should become the focus around which supplemental education programs are built and training should continue to include related educational programs.

Education Recommendations

1. A committee on Education, similar to the Employment committee should be established. This committee should include representatives from local boards of education, community education programs, vocational education programs, community colleges and the university community. There should be overlapping membership between the education and

employment committee and a joint employment/education subcommittee consisting of representatives from each of the committees. Inmates and former inmates who are now working within the areas of education and employment services should be an integral part of both committees. The role of this committee would be to evaluate and recommend changes in institutional programs; to design and encourage participation in programs by outside agencies within the institutions; and to assist in linking inmates and releasees into outside programs. Each of these activities should stress innovative educational techniques.

2. The education release program should be expanded and should include all levels from preparation for basic education to college level.
3. Correctional funds for education should be utilized to purchase educational services from community programs.
4. The Department will have to continue to provide some educational programs for those who can not be released; these programs should be supplemented by student teacher training units from area colleges.
5. The inmate volunteer tutor program should be expanded and utilized in all of the institutions.
6. An important problem must be recognized in the lack of provision of educational service for 16 to 18 year olds who have been within correctional facilities. The experience of incarceration often makes them uncomfortable in returning to the regular school system and since they are old enough to drop out, they usually do. Adult education programs, on the other hand, do not begin until the age of 18. There are community high school equivalency programs which have expressed concern in this area and efforts toward establishing educational programs for this group should be supported.



C. Financial Assistance

When an individual is released from a correctional facility he/she is often faced with the need for temporary financial assistance. A number of basic needs such as housing, food, clothing and temporary funds until a job is secured must be met.

The resources available to meet financial needs are limited. Although a few nongovernment agencies do have small amounts of emergency funds available, these monies are generally reserved for specialized, extraordinary occurrences. Hence, the major source of temporary financial assistance for ex-offenders are local welfare departments; women with dependent children may also qualify for state welfare.⁷

While this situation may not appear significant on the surface, probably more than any other, it reflects the distortion of the general public's thinking or non-thinking regarding corrections. It seems to indicate the feeling that an individual can commit a crime, be tried, sentenced and incarcerated for a number of months or years, return to find his home, family and job intact and pick up with life as usual. Another model, and perhaps the one most frequently espoused, even within this report, is that an individual while incarcerated should be trained and upon release enter immediately into a work situation. Even though the second view appears more theoretically sound, neither of these concepts give enough weight to the human element in the process. Is it realistic to expect an individual who was incarcerated at the age of 18 and lived confined and by a bell until 22 to immediately begin a

⁷ Veterans benefits are available for those who qualify, but restrictions regarding various types of discharges often exclude ex-offenders from this type of assistance. In addition, public payments are available for those who are totally disabled.

factory job which starts at 7 a.m. in a world which has changed rapidly during the period of incarceration? What thoughts cross a man's mind when he recognized that his family has gone on welfare since his imprisonment and he knows if he returns, that whatever financial security welfare provides will be cut off immediately before he has time to begin caring for them?

The preceding examples only hint at the readjustment situations which an individual might face. Although readjustment problems may not be primarily financial, some sort of economic stability is often necessary to help the individual cope during this period. Individual and family readjustment will vary from case to case and should be planned accordingly. Many individuals will be able to go directly from release into a job or job training situation; however, a wide range of alternatives should be available.

Financial considerations should not be an afterthought in the correctional process, but should be part of educational and employment planning. The fact that monetary remuneration can be a motivational factor should not be discounted. While there has been some movement towards increasing payments for work and training, the underlying assumption remains that prisoners should not be paid beyond tokens for what they do and should contribute to the support of the institution.⁸

⁸Prisoners wages for prison industries will be increased this year from 38¢ - 75¢ a day to 50¢ - \$1.00 a day. Twenty-six to twenty-eight dollars received from work release or training stipends must be returned to the state.

The following recommendations address these issues:

Financial Recommendations:

1. An agreement should be enacted between the Departments of Corrections and Welfare whereby family assistance will not be immediately severed with the return of an incarcerated male.
2. Greater support should be provided by the Department for community based re-entry programs which allow the individual a period of adjustment before seeking employment.
3. Stipends should be provided for educational and training programs within institutions and this money should be available to the individual upon release.
4. The concept of prison industries or money from work contracts as a means of institutional income should be abolished, and monies received for an inmate's labor should be available to the individual upon release.
5. The demonstration project of the Department of providing larger amounts of "gate money" (\$325 rather than \$20) on a staggered basis should be expanded to cover those situations where financial support through some other alternative will not be available.

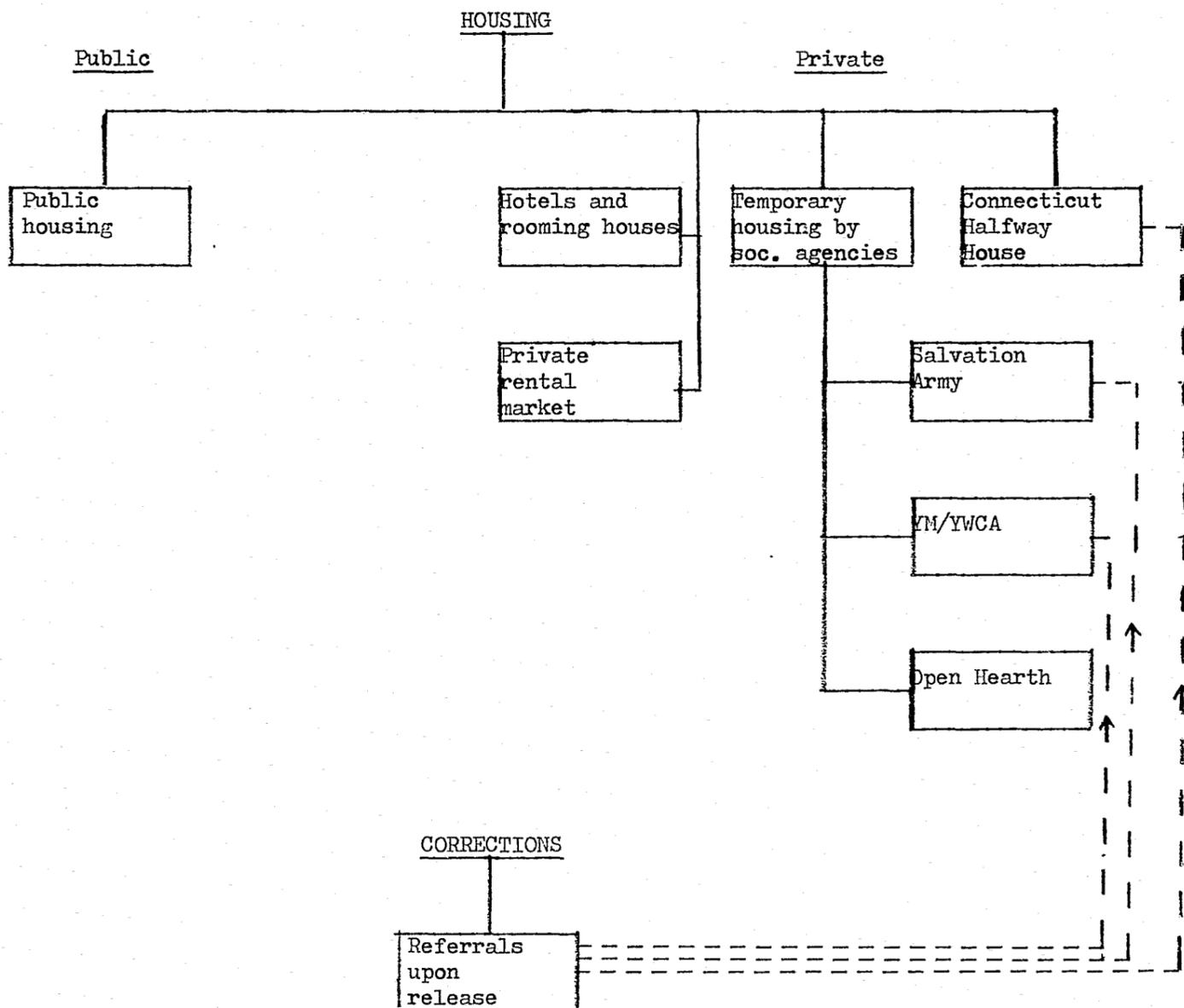


Figure 4

D. HOUSING

As in other areas the ex-offender often faces the same problems in obtaining housing as other people within the community; however, the problem is aggravated by the stigma of incarceration. Although some ex-offenders can return to family situations, many are either no longer welcome or do not choose to return to their prior home situations. Aside from returning to families or friends, there are generally four options open to the returning prisoner: 1) hotels and rooming houses; 2) temporary housing situations; 3) halfway houses and 4) apartments.

The option, which is often the only one available, is hotels or rooming houses of a type more commonly referred to as "flop houses". Generally these facilities offer the least desirable environment and yet they are an alternative which is utilized to a high degree.

There are four social agencies in Hartford which provide temporary housing either at a reasonable fee or for chores in exchange for lodging. While most of these provide a more attractive alternative than the hotel, they are not generally staffed to provide the type of supportive environment often required by the returning offender.

Halfway house are generally considered a critical component of a comprehensive correctional system serving as a supportive re-entry mechanism. There is only one such house in the Hartford area and it currently receives no funds from the Department of Corrections for this purpose.

The releasee seeking his/her own apartment is usually without sufficient funds for a security deposit, lacks any credit references and is without a recent employment history. These are the very criteria on which many apartment owners or managers base rentals.

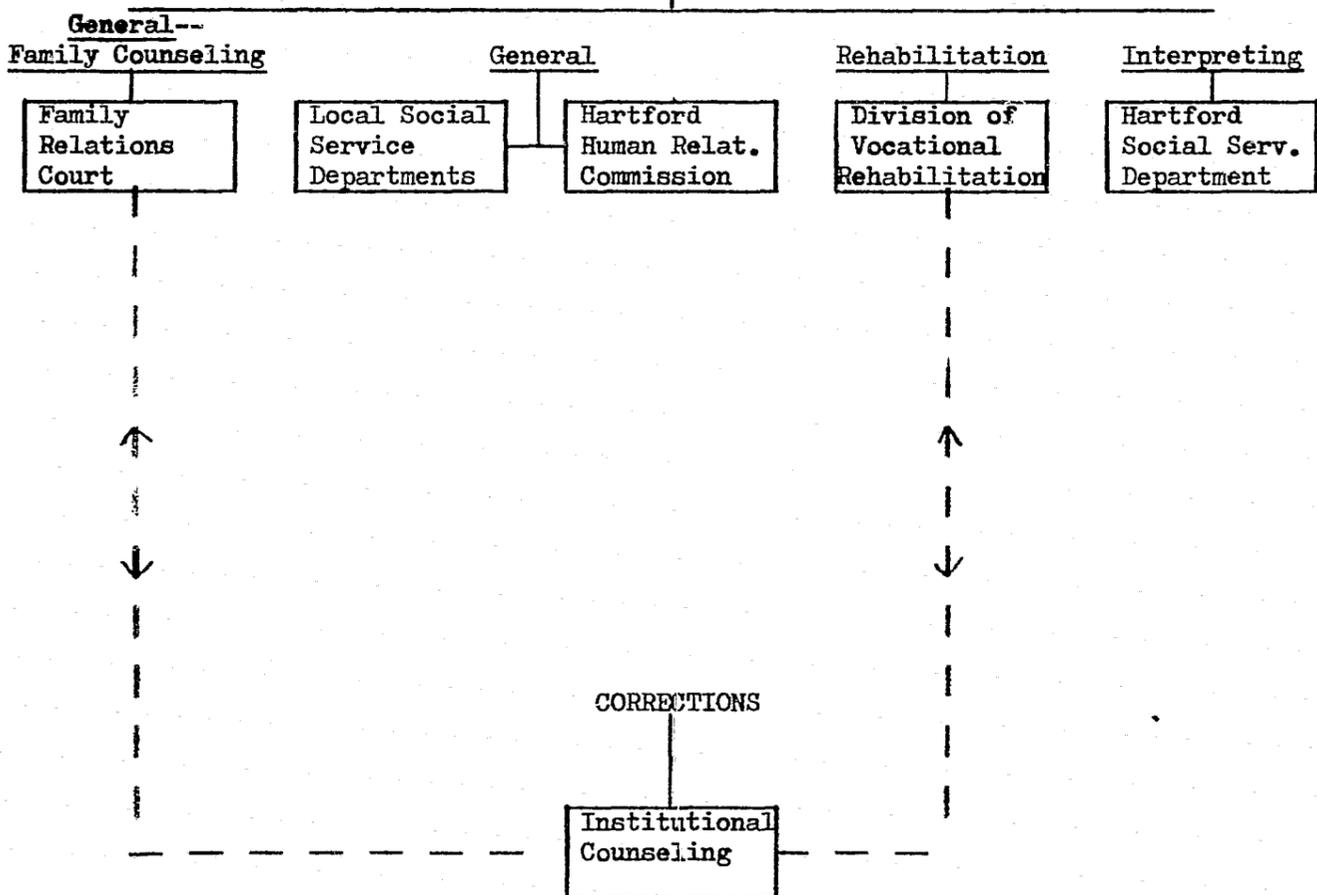
Although it is impossible to expect the Department of Corrections to meet the problems inherent in the housing system, the area of housing for releasees is one which requires careful study. The proposals for adequate financial remuneration from education, vocational training, and work release programs should facilitate finding adequate housing on release. In addition, the later stages of work or education release could be tied into furlough situations, whereby inmates could stay within the community from Monday to Friday and return to the institutions for the weekends. The following recommendations introduce alternatives which could be used for these purposes.

Housing Recommendations

1. A Department priority policy encouraging the development of and providing financial support for a wide range of halfway houses must be enacted.
2. Social agencies which provide temporary housing should be urged and assisted in transforming portions of their residences into supportive environments for work and education releasees for the ex-offender. This process could be aided by funding counseling staff.
3. The feasibility of developing and supporting "foster homes" for releasees and returning offenders should be explored. Although this approach would require a great deal of attitude change among the general public it might be attempted with younger releasees on a pilot basis to see if there is any acceptability for the concept.
4. Where feasible inmates could be furloughed to their own families during the later stages of work and education release if appropriate controls and services are built in.
5. The Department of Corrections should explore the feasibility of working through several large realtors in renting scattered site apartments to be used by ex-offenders on release. While the Department would pay the annual rent on such apartments, ex-offenders would be required to make payments back to the Department on a staggered basis and perhaps at a subsidized rate, thus creating a revolving fund.

SOCIAL SERVICES

Public



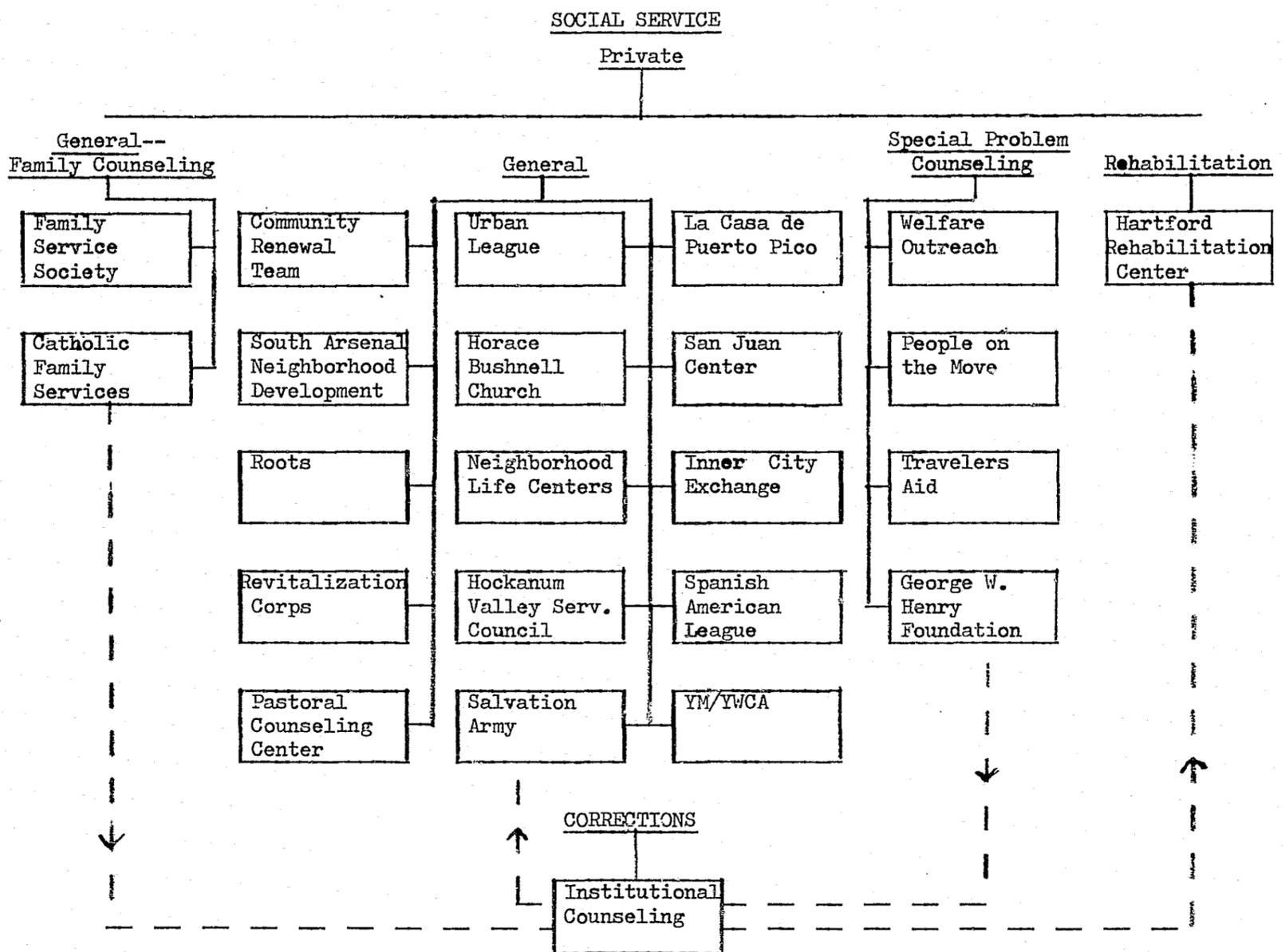
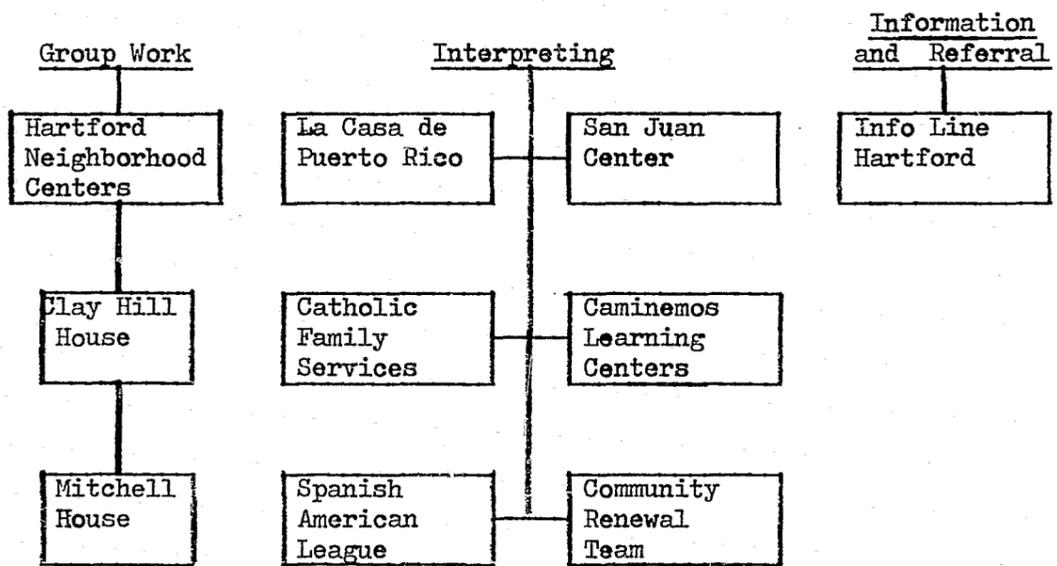


Figure 5B

SOCIAL SERVICE

Private (Cont'd)



CORRECTIONS

Institutional Counseling

E. SOCIAL SERVICES

The social service system is a patchwork of myriad different types of services offered by many different types of public and private providers. While there has been much written about the duplication and overlap within the social services, emphasis on this issue has clouded the real issue, which is that many persons who need social services are not getting them. The ex-offender is a prime case in point. Multiple agencies with diverse approaches, staffing patterns, and structures can provide for a creative social service system which could meet the needs of all types of individuals and families within society. The most pressing question is how can this diversity be creatively coordinated to meet the needs of individuals in an effective, well-planned fashion.

Within the Hartford area the social services which appear most relevant to the ex-offender can be categorized as follows: family counseling, general counseling, counseling in specific areas, group work, rehabilitation services, information and referral, and interpreting services for those persons who do not speak English. There are a number of agencies within each of these categories. (See figures 5A, 5B, 5C) The specific services which they offer are detailed in the accompanying directory.

Several generalizations can be made regarding the social service agencies. It should be kept in mind, however, that as with any generalization, there are exceptions to the rule.

Very few of the social service agencies have done any outreach with regard to ex-offenders. The reasons for this vary widely, but it suggests the extent to which a division exists between the correctional and social service systems. Further, there have been only minimal efforts to establish programs relevant to ex-offenders and to a large extent the percent-

age of clients served who are ex-offenders is generally small. Equally important is the absence of any ex-offenders on the staff of the large majority of social agencies. All of these factors reflect the lack of clarity of administrative policy and direction in regard to this population. (On the other hand, it also suggests that the Department of Corrections has not actively sought out such services.) In those agencies serving ex-offenders it has generally been one person or unit was "turned on" to the idea and began working with this population.

Despite the poor track record of social service agencies in this area, all representatives of those agencies interviewed did express an eagerness to begin working with ex-offenders. There are many valuable services which these agencies can potentially provide the ex-offender if they are packaged correctly and offered in a relevant fashion. In addition to the provision of direct social services such as counseling, many of these agencies can become the focal point for developing comprehensive individualized plans for services and coordinating the delivery of such services. They can serve as advocates aiding the individual through the myriad services and seeing that the services that he or she receives are timely and effective. Further, they can also work with families, aiding in readjustment problems and providing linkages between an individual who is incarcerated and community services. In short, it is social services, carrying forth a case management function, which can tie together all of the other services as well as provide continuity to families and the community.

In order to accomplish these objectives it was generally recognized that staff training would be needed. Many agencies were receptive to the idea of having staff go through the training program at Haddam to become more sensitized to the feelings and needs of ex-offenders, as well as to

participating with corrections and community-based corrections personnel via in-service training programs. It was generally recognized that greater outreach and follow up would be necessary in working with this population. It was also felt that counseling personnel from corrections should visit agencies to become familiar with programs and staff.

In summary, social services can and should be supportive to all of the previously discussed areas of services. To an extent this has been recognized through the Public/Private Resource Expansion Program of the Department of Corrections which is funding three small scale projects through private agencies in the Hartford area. The primary thrust of these projects is to provide counseling to inmates prior to release and help link them into other community programs. While this provides a first step it is neither intensive nor comprehensive enough. Consistent social services must be provided from the time an individual is incarcerated, tied to maintaining familial links and to institutional employment and education programs, and carried through work/educational release programs. Further, it is the social service component which should permit flexibility in developing housing alternatives.

Social Service Recommendations

1. Develop a social service committee of community agencies which focuses on ex-offenders and is linked to the employment and education committees. This committee should also draw upon faculty and students in the social service areas. Minimally, the committee should:
 - a) Suggest innovative techniques for utilizing social services as the coordinative mechanism between other services, both within and outside the institutions, as well as a support between the incarcerated individual and the community.
 - b) Assist the Department in thinking through feasible case management approaches to service delivery and purchase of service contracting.
 - c) Provide technical expertise to the Department in its efforts to develop monitoring and evaluation systems.

2. Demonstration grants for services to ex-offenders should continue to be made through the Public/Private Resource Expansion Program. However, these grants should be more specific in terms of expectations, and also should be large enough to have a measurable effect. The individual grants should be coordinated and directed toward overall objectives. Part of the overall objective should be a Departmental priority to place those programs which prove effective on a more stable funding basis, utilizing State General Fund monies.
3. Develop and fund, through Corrections, a demonstration project with two or more social service agencies to focus on problems, especially family difficulties, of offenders from the time of incarceration to post discharge. In addition to providing support and services these agencies should be charged with analyzing how, when and why family breakdown occurs and, to the extent feasible, developing preventive approaches towards minimizing this occurrence.
4. The Department of Corrections should distribute the attached directory of services to all personnel working with inmates and parolees as well as to other corrections related personnel (e.g., Probation, Public Defenders, etc.); the Department should further urge personnel to make referrals to the agencies listed therein and keep track of the responses according to the format provided. This data, if properly maintained, can provide a base for future public/private planning and purchase of service contracting.

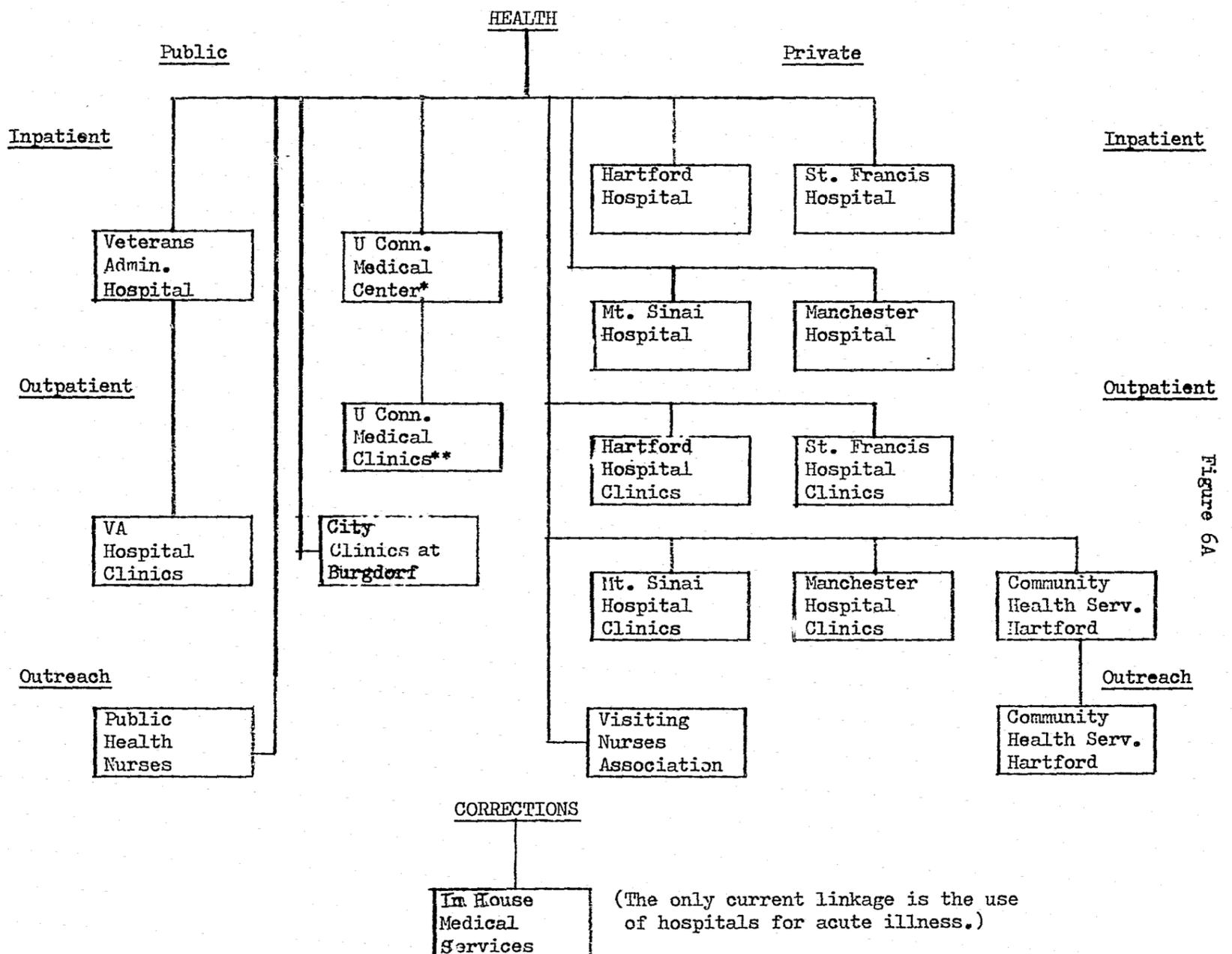
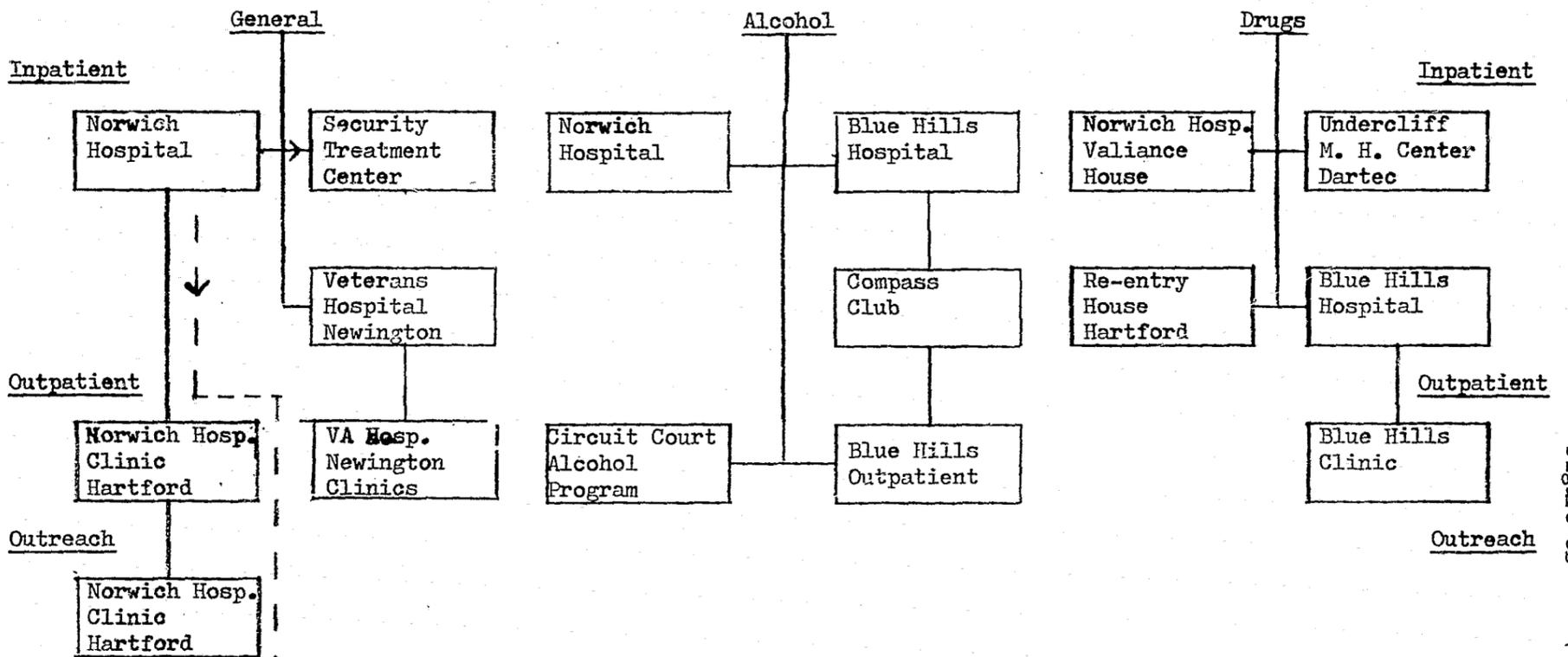


Figure 6A

* To be opened in Farmington
 ** Now in Hartford at McCook Hospital, probably to be moved to Farmington

MENTAL HEALTH

Public



CORRECTIONS

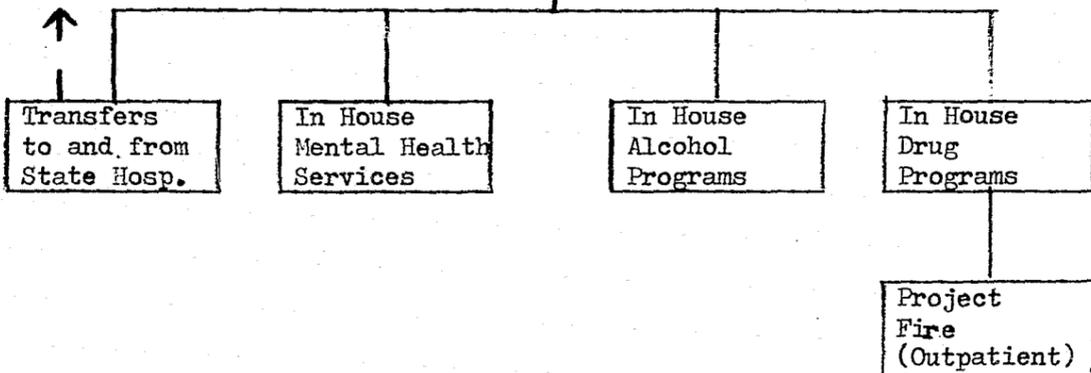


Figure 6B

MENTAL HEALTH

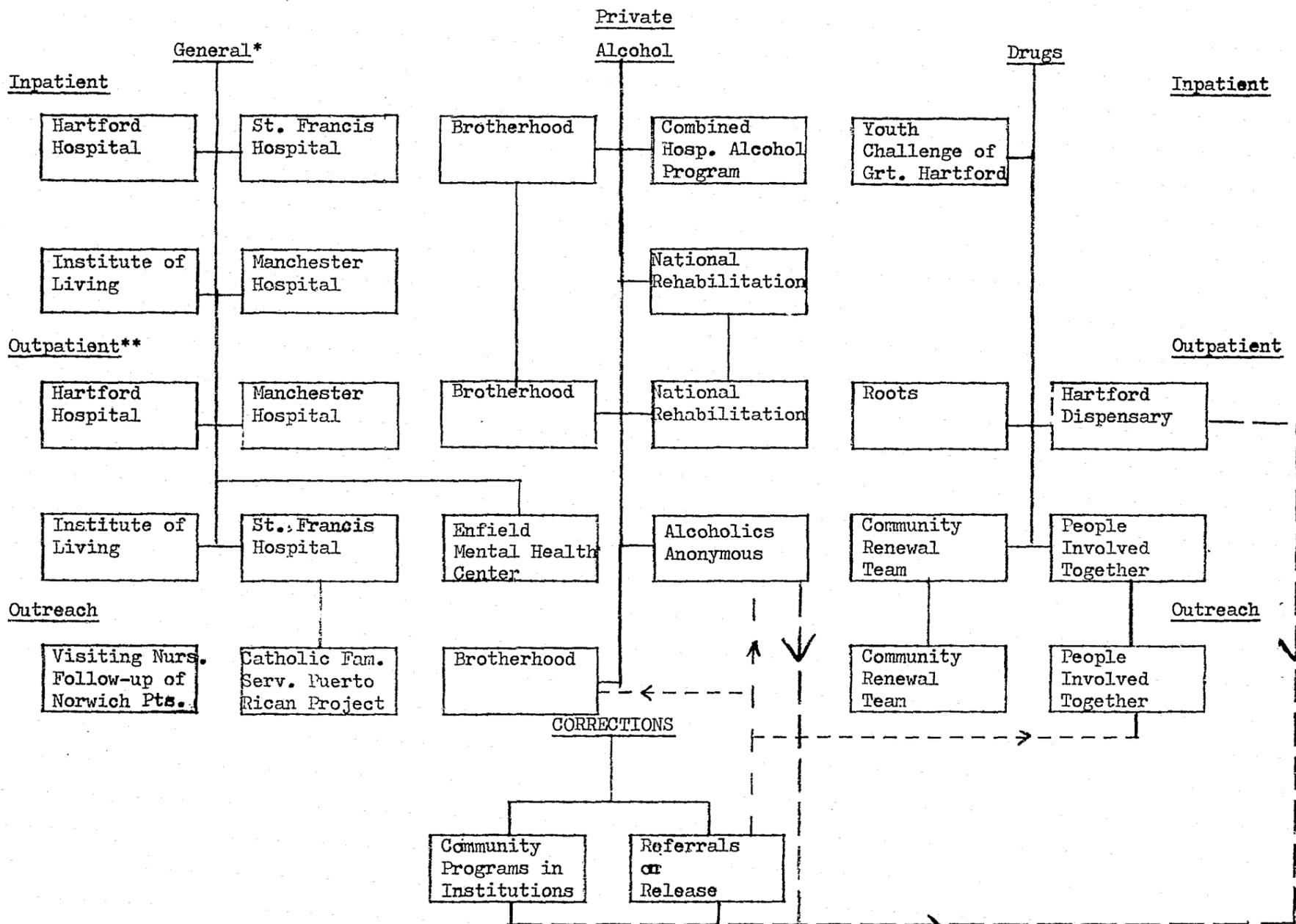


Figure 60

* Programs being planned at Mt. Sinai Hospital
 ** Niles St. Half-way House provides residential follow-up for women patients discharged from Norwich Hospital

F. HEALTH AND MENTAL HEALTH

1. Health

The community health services in the Hartford area are generally hospital-based, with extensive use of clinics and emergency rooms by poor people. In addition, there exists one community-based general health clinic and several visiting or public health nursing organizations. None of the agencies interviewed in the health field had any specific experience in servicing ex-offenders as a particular group and it was generally felt that although some patients were probably ex-offenders this factor was not relevant to health services.

Very little appears to be known about the health needs of ex-offenders. If health needs are detected while an individual is incarcerated, then an effort should be made to refer that person upon release to community health facilities for follow-up. This should include a referral to home nursing organizations so that an outreach check could be made. This model is currently followed by Norwich Hospital in mental health.

Health service personnel expressed a willingness to meet health and health-related problems of ex-offenders, but they were requesting directions as to the kinds of needs that exist. The Department of Corrections should give consideration to this question and if specific needs are present, this information should be communicated to the health agencies.

Health provides a base line to all other services. It is not infrequent that health problems negatively impact educational or employment attainment and spiral into antisocial behavior. Health screening and referral both upon admission and on release are at least as essential as other service evaluations. Moreover health information which might impact performance should be made available, with the individual's permission, when making a referral to an agency.

2. Mental Health

Mental health is unique as a service area in relation to corrections since there is a significant degree of overlap. Consequently there currently exist provisions for transfers between correctional institutions and state mental health facilities. In addition, the courts are involved in committing persons to mental health facilities. Further, the courts can suspend sentence and place an individual on probation with the stipulation that he/she become involved in a relevant therapy program. Under the new alcohol detoxification program police will bring intoxicated persons to the detox center rather than place them in jail. In short, much criminal behavior is seen as related to mental health and the line separating the two areas is often blurred.

The distinctions between corrections and mental health grow even more hazy when comprehensive follow-up outside of institutions and the theory of community-based corrections facilities are considered. If current trends in these directions are to continue and be strengthened, the Department of Corrections will have to become more involved in influencing community mental health, and the providers of these services will not only have to develop better techniques and programs for working with this population, but further will have to eradicate the stigmatization with which they sometimes view ex-offenders.

Existing mental health services can be categorized into general services and alcohol and drug services. Under general services both inpatient and outpatient services exist in the capitol region. However, aside from the state hospital at Norwich and the Security Treatment Center at Middletown, ex-offenders rarely find their way into other inpatient facilities. This is due partially to the excessive costs and middle class orientation of private psychiatric facilities and also to the fact that the inpatient

psychiatric units in general hospitals are used primarily for referral from private psychiatrists. Currently general hospitals will not take commitments on a legal basis, although the planning for a new psychiatric unit at one of the general hospitals in Hartford does include committed patients.

On the surface it would appear that outpatient mental health clinics should be more open to ex-offenders; however, of those interviewed there has been little experience in working with this population aside from the Norwich Clinic in Hartford, which is largely a maintenance medication unit. The reasons for this under-utilization vary: 1) most clinics are filled and have waiting lists; 2) correctional personnel don't utilize such resources for referral; 3) the training of staff within outpatient facilities is not designed to facilitate work with this population; 4) many times the requirements of correctional personnel and mental health personnel are in conflict. (For example, mental health personnel are concerned with the patients' motivations and consequently are often opposed to making participation mandatory and to reporting to parole or probation officers regarding whether appointments are kept; on the other hand correctional personnel often feel that keeping appointments must be mandatory.)

Compared with the area of general mental health where service for ex-offenders has been largely limited to the public sector, in the areas of alcohol and drugs there have been relatively more services to this population in both the private and public sectors.

Legislation has been enacted making it feasible to treat alcoholics rather than incarcerate them, and in line with this enabling legislation the Hartford area is moving toward developing the services which will make this possible. Along with the Circuit Court alcohol program, there is a proposed detoxification program which is about to become operational.

In addition to Department of Mental Health programs at Blue Hills and Norwich, there are three private peer counseling programs, two of which have residential components. The hospitals treat only a limited number of alcoholics,⁹ and this treatment is usually for complications related to clinical medicine. Within the correctional institutions, programs for alcoholics are run by the Department itself and by community agencies.

With what appears to be a leveling off and perhaps diminishing of the drug problem interest is again being focused on alcoholism. In general, there seems to be a need for more programs for alcoholics, with greater financial support and stronger coordination between programs. New methods and techniques are required for handling this problem effectively. Further, there is a pressing need for state support and/or development of spin-off sheltered workshops which could be utilized as part of a comprehensive alcohol and drug treatment program.

With the exceptions that an inner city residential drug program geared to minority populations and a program which utilizes antagonist drug treatment are lacking, there appears to be a significant number and range of drug programs in the area.

The programs available include detoxification, peer counseling, residential "concept" programs, methadone maintenance, re-entry programs, and outpatient counseling programs. Most of these programs work largely with ex-offenders and many employ ex-addicts on staff. The correctional institutions have their own drug treatment programs and several community programs provide services within the institutions. A new "storefront"

⁹This is more true in regard to poor clients than to the middle class or affluent.

operation has been established in Hartford by the Department of Corrections for drug offenders.

Future efforts should be directed towards strengthening and expanding existing programs, toward evaluating the effectiveness of the various programs and assessing which treatment modality or combination of modalities is more appropriate for individual clients. This should be part of an effort in the direction of better coordination and interaction between drug programs and should also include stronger ties between drug programs and other community services.

In summary, there needs to be a total reconsideration of the areas of corrections and mental health. Individuals under psychological stress, especially if they are drug or alcohol dependent, are often crime-prone. In July of 1972, 53% of admissions to Connecticut Correctional Institutions were drug users or had a history of drug use.¹⁰ This is a well recognized and highly sensitive area. While it is acknowledged that many individuals require treatment rather than incarceration, there has been a general reluctance on the part of law enforcement personnel to "jeopardize" public safety by recommending treatment. On the other hand, mental health personnel are not comfortable with the legal profession making decisions regarding which alternatives should be selected for psychological disturbed persons.

In effect, mental health is another baseline for work performance and educational achievement. "Jurisdictional" disputes between corrections and mental health should no longer be allowed to interfere with effective planning that relates to the satisfactory functioning of individuals.

¹⁰Connecticut Department of Corrections, Research Section, Inmate Basic Inventory, Vol. 1 No. 4, July 1972. This figure appears to include alcohol abuse.

Health and Mental Health Recommendations

1. The Department of Corrections should assess the health needs of offenders and if specific areas of need are uncovered, these should be communicated to community health agencies. On an individual basis, health should be part of discharge planning and medical needs shared with health agencies prior to release.
2. There should be better diagnostic capabilities available to the courts so that judges can determine the appropriate treatment requirements of an individual prior to sentencing.
3. Efforts should be made and programs implemented to link mental health services to parole and to community-based corrections programs.
4. Despite funding from the Planning Committee on Criminal Administration to mental health programs (especially in the areas of alcohol and drugs), there has been no state monies from corrections put into the support of community mental health or corrections related community programs. The move toward different modes of "correction" treatment should not mean that the Department of Corrections no longer bears any responsibility in this area; rather it should trigger a re-examination of funding priorities.
5. There should be increased state support for programs for alcoholics. Funding should require existing alcohol programs to better coordinate and link more closely to other social service agencies through a case management approach.
6. The Department of Corrections in conjunction with other appropriate state agencies should encourage the development of and provide support to sheltered workshops.
7. Public and private drug programs should seek to develop mechanisms for better coordination, including centralized screening and intake and higher utilization of joint programming.

LEGAL

Public

Private

Civil Cases

Connecticut
Prison
Association

Neighborhood
Legal Service
Hartford

Legal
Aid Society
Hartford

(only in
prison)

NLS
Tolland-
Windham

Civil Liberties
Cases

Connecticut
Civil Liber-
ties Union

(both in and
out of prison)

Criminal Cases

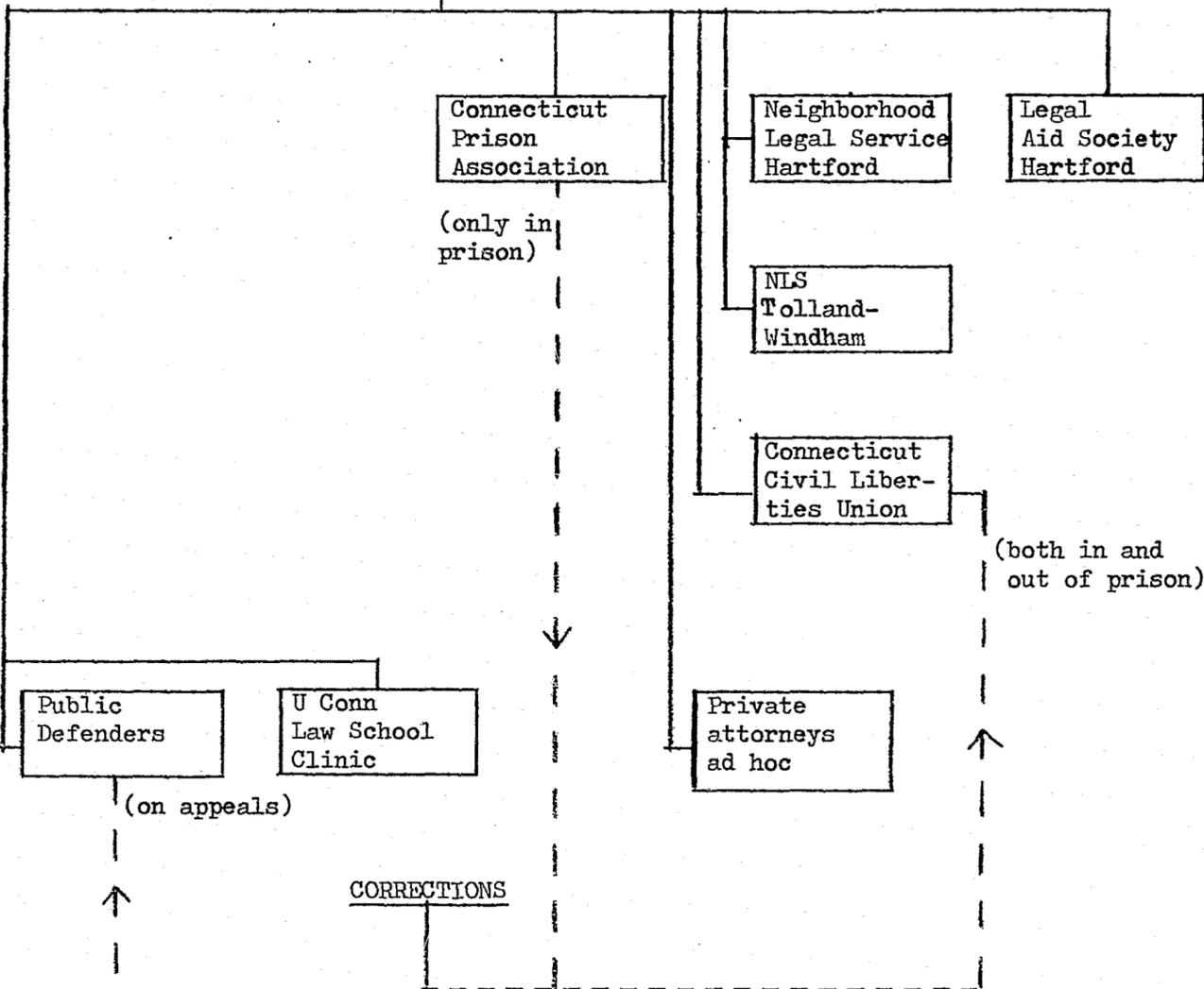
Public
Defenders

U Conn
Law School
Clinic

Private
attorneys
ad hoc

(on appeals)

CORRECTIONS



G. LEGAL ASSISTANCE

Legal problems are intertwined with all aspects of the service delivery system and touch many facets of the offenders life from the time of arrest until post release. In many ways the offender has more contact with the legal system than other members of society, but still does not receive adequate legal services. This reflects the antiquated state of affairs in the legal service delivery system. Within the Hartford area, despite the growing complexity of societal problems, there are but a few large law practices. Most legal services are carried forth in small "one man" operations using a "jack of all trades" approach. It is obvious that updating the whole legal service delivery system is overdue. While this problem is beyond the scope of this report and outside of the realm of the Department of Corrections, it is noted to provide background for discussing the availability of legal services to offenders.

Legal assistance for offenders can be categorized into three areas:

1) for prisoners; 2) in civil cases; and 3) in criminal cases.

1. Legal assistance for prisoners - - a further refinement includes the provision of legal services for civil cases such as divorce; advice in criminal matters, especially as regards appeals; and the whole area of the rights of prisoners.

A new project has been started which does provide prisoners with legal assistance in civil cases while incarcerated. While it is just in its early stages, it is assumed that this service will meet a longstanding need and decrease the feelings of alienation and powerlessness which prisoners often feel when faced with civil suits originating in the community. After a longer period of operation it should be decided

whether more staffing will be necessary.

Aside from public defenders and the diminishing effort of a student law clinic, there are currently no legal services available to prisoners who can not afford to pay in matters of appeal. The whole area of legal assistance in criminal matters is sorely deficient and will be discussed in further detail later in this section.

A broad area of concern is the topic of rights of prisoners. This covers both the civil rights of the individual while incarcerated as well as the rights of ex-offenders. There is one agency in the Hartford area concerned with this matter but again staffing limitations hinder their ability to address the myriad of questions arising. Further, the recognition of some rights might be little more than a paper guarantee if the legal services necessary to carrying them out are not available. A case in point is the argument that a person should be entitled to legal counsel during a parole board hearing. This is not to say that rights of prisoners should be neglected but rather that in considering these rights it is necessary to pay attention to the development of programs for enforcement of such rights.

2. Civil cases - - In the area of civil cases, there are three agencies in the capitol region designed to handle these matters. Each of these agencies has residency and income eligibility requirements. The major problems confronting these agencies is the need for more staff to cover heavy caseloads and limitations regarding the kinds of cases they can handle.

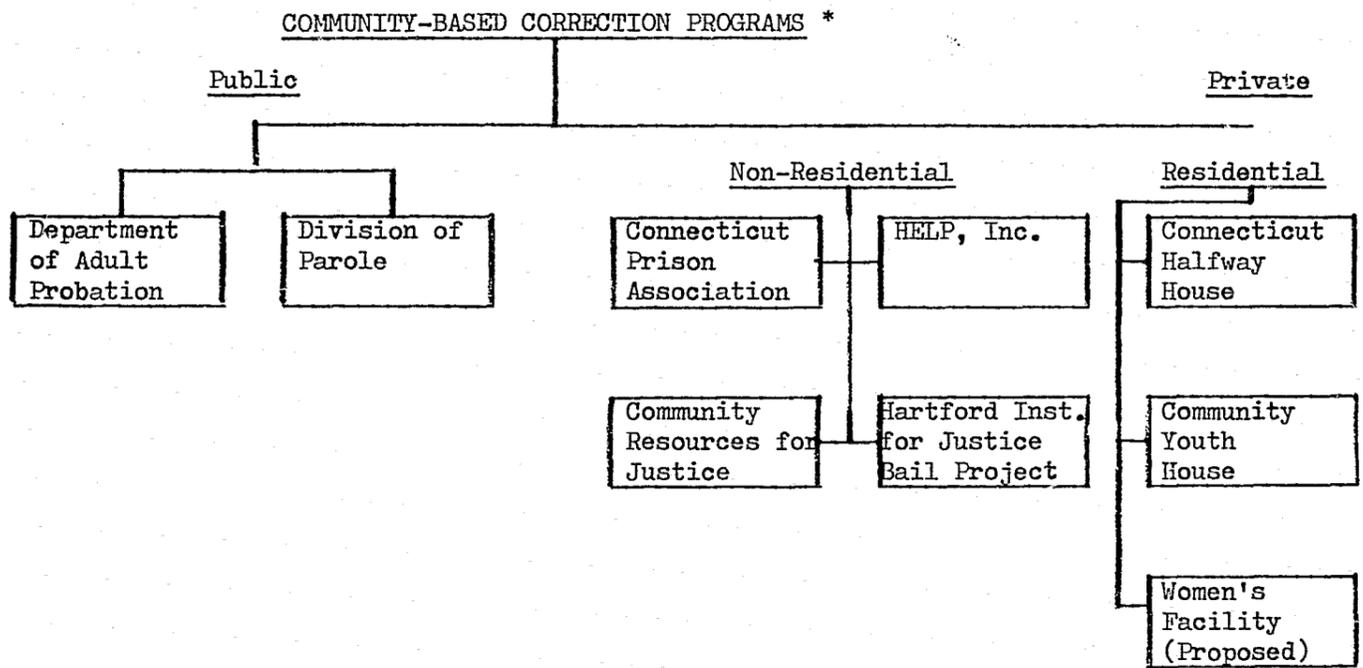
3. Criminal cases - - The final category and by far the area of greatest need, is the area of legal assistance in criminal cases. Currently the only alternatives available are public defenders or a lawyer who might take the case as a favor. Until recently a volunteer defender

unit was available but that is no longer operational. Both of the Hartford based legal service agencies would be willing to assume this function, but additional funding would be necessary.

It is indeed tragic that although the right to legal assistance is a well established constitutional principle, the actual provision of legal services to poor people by independent sources is a relatively recent and irregular occurrence. Lawyers must begin refocusing their priorities and interacting more positively with other resources. They must be retrained to become aware of the existing resources and utilize them in preparing cases. They should be involved with other agencies in planning the types of services that are most needed by clients. Law schools can plan a key role in this process, leading the way in integrating legal training with other disciplines.

Legal Recommendations

1. There should be a total rethinking of delivery of legal services, including how the legal system interacts with other systems and how the legal services should be financed.
2. On a more immediate level, there should be increased funding to legal service agencies to permit them to expand staffing and types of cases covered. New sources of funding, including legal associations should be explored.
3. A legal defense unit should be established to cover criminal cases both in the community and for appeals of prisoners.
4. Established law firms should develop a program for making time available to staff lawyers to become involved in social concerns including handling court cases. This is already done by some firms on an ad hoc basis but should be formalized so that there is a central source for such assistance. This effort might be combined with existing legal service organizations and the law school.



CORRECTIONS

All of the community-based programs interact with the Department of Corrections and its institutions, except for the Community Resources for Justice Diversion Project, which is designed to keep individuals out of the Corrections system.

* Excludes legal, drug, and alcohol programs

CONTINUED

1 OF 2

H. COMMUNITY-BASED CORRECTIONS

The theme running through this report is how to minimize the detrimental effects of institutionalization on the individual and society. The President's Commission on Law Enforcement and the Administration of Justice recognized that there will be a need to incarcerate those individuals who clearly pose a threat to society,¹¹ but on the other hand, they were aware of the fact that "institutions tend to isolate offenders from society, both physically and psychologically, cutting them off from schools, jobs, families, and other supportive influences and increase the probability that the label of criminal will be indelibly impressed upon them". The President's Commission concluded: "The goal of reintegration into society is likely to be furthered much more readily by working with offenders in the community than by incarceration."¹²

Although all of the services previously discussed should potentially form the community based corrections system, in this section only those directly designed for offenders are discussed.

With the exception of probation and parole in the public sector and the Connecticut Prison Association in the private sector, community-based corrections related services are in their infancy in the Hartford area. That infancy has had some problems but overall it provides a rather successful and solid base on which to build. The components of that system include a pre-trial diversion project; two organizations, one professional staffed and the other a peer group model, designed to counsel and assist

¹¹This figure is generally estimated to be between 10-15% of the current incarcerated population.

¹²President's Commission on Law Enforcement and Administration of Justice, The Challenge of Crime in a Free Society, 1968, Avon Books Edition, pg. 398.

prisoners and ex-offenders; two existing residential facilities for males and the expectation of a third to serve women; and, a bail project.

A community education and awareness function has been built into most of these projects. Further, resources for training other groups in the realm of services to offenders are being strengthened and developed.

While these programs exist, they merely begin to scratch the surface of need. It is obvious that a base is required for moving more completely into a community based system in the development of a wider range of residential and non-residential programs with varying degrees of security and different modalities.

Several issues confront the continuing growth and improvement of a community-based system; these include funding, coordination between public and private programs for the offender and linkages to other subsystems, developing new methodologies and treatment approaches, and working towards attitude change to assure receptivity and cooperation on the part of all participants.

One major issue facing the continuation and growth of community-based corrections is that of funding. While funding is a problem for all agencies, the situation surrounding these programs is relatively unique. The private sector in the Hartford area has traditionally provided relatively little financial support for corrections related program. Most of these programs are heavily dependent on Law Enforcement Administration monies for survival. While this money currently appears plentiful it is nonetheless "soft" funding based on a demonstration concept. Hence, there must be a sustained effort to influence priorities within the state budget allocation process so that financial support for community corrections is placed on a more stable funding base.

Coordination has been mentioned continually throughout this report and it must continue to be stressed. The charts which introduce each subsection begin to reveal the complexity of service delivery in each area and yet these charts are oversimplified and only begin to reveal the story. To a large extent this overwhelming system has developed out of good intentions, but through trying to stretch inadequate resources and in developing diverse and often times conflicting policies to govern funding distribution, the existing nonsystem emerged. Over time, the individual parts have become entrenched and are resistant to change. The major tool available to realign this nonsystem into a system which is effective is through comprehensive planning which has direct impact on decision making and resource allocation.

The community-based corrections system is in its infancy, but it must confront and interact with many of the tradition-bound and highly powerful subsystems. Out of this process must develop new methodologies and treatment approaches, many of which will cross "sacred" jurisdictional boundaries, for in meeting the needs of individuals only holistic, rather than functionally fragmented, approaches will work. The overshadowing factor in the movement towards community-based corrections are attitudes. A preliminary discussion is presented in Section II of this report.

Community-Based Corrections Recommendations

1. A comprehensive plan of services should be drawn up by the Department of Corrections and the community which has a timetable and can be used as the framework against which individual programs are measured. Representatives of all of the services discussed should be included in this process, as well as inmates, ex-offenders and lay people. To be most useful this activity might be carried out on a regional basis.
2. Community-based corrections programs should be expanded and a wide range of alternatives developed in line with overall objectives.
3. The Department, other public funding sources and the private sector should use their joint powers to encourage closer coordination and

cooperation among community-based corrections programs and between these programs and with other community service programs.

4. The pool of expertise which has developed in this area should be utilized by new groups coming into the field and also by agencies which intend to expand their services to include offenders. This pool should be tapped on both an individual and group basis.
5. There should be additional funding support for community-based corrections from the private sector, and this funding and the prestige of the corporate community should be used as a leverage to influence state funding and budget making processes.
6. State agencies, especially the Department of Corrections, should re-examine their dollar, manpower and resource allocations to see if they are really designed to meet their stated objectives.
7. The Department of Corrections should not view community programs as a method for unburdening their problems but must bear both fiscal and leadership responsibility in the development of a community oriented system.

Summary

In this section, each of the individual service subsystems has been summarily discussed and some linkages between them suggested. This is merely a first step, since as the President's Commission on Law Enforcement has observed:

The correctional programs of the United States cannot perform their assigned work by mere tinkering with faulty machinery. A substantial upgrading of services and a new orientation of the enterprise toward integration of offenders into community life is needed.

To achieve this end, there must be new divisions of labor, cooperative arrangements between governments, and a better balance between institutional and community programs. There must be a wide variety of techniques for controlling and treating offenders, and arrangements that allow these techniques to be used flexibly and interchangeably. A strategy of search and validation must be substituted for the present random methods of determining how correctional resources should be used.¹³

The next sections of this report, Attitudes and the Role of the Public and Private Sectors cover the two areas which set the backdrop for the future of corrections.

¹³President's Commission on Law Enforcement and the Administration of Justice, Op. Cit., pg. 433.

II. ATTITUDES

Attitudes, the tendencies to react in characteristically favorable or unfavorable ways toward persons, objects, or situations, are comprised of three basic components. The first aspect is the belief component or one's cognitive position toward someone or something (e.g. one's belief about what ex-offenders are like). The second is the feeling component (e.g. the emotions experiences towards ex-offenders by agencies, employers, etc.) And finally, there is the behavioral component (e.g. what actions do these groups take towards ex-offenders?)

In regard to ex-offenders the components of the attitudes are consistent with each other. In general they are all negative. The reason for the consistency probably is related to societal sanction for such beliefs, feelings, and behavior. The problem is compounded when ex-offenders mirror such attitudes toward themselves, with possible increased negative attitudes directed back toward society.

Favorable response from agencies regarding willingness to serve ex-offenders gives some indication that the behavioral component is changing. It now appears that there is some willingness to work with this group. At this point we do not really know why there is a willingness or to what degree it actually exists. It may not be that agencies now feel positively towards ex-offenders but rather that their feelings are just less negative.

Since judgements about future behavior are most commonly based on what an individual has done in the past a cyclical pattern develops. In order to break that pattern with regard to offenders a real effort must be made towards attitude change. The most effective way to influence attitude change is by working on the behavior component first. For example, place people in situations where they have common goals. In successfully

working towards those goals feelings begin to change and ultimately the beliefs which they held about each other are altered. This can include the negative attitudes which ex-offenders have toward themselves and toward society. If an ex-offender is treated in a positive manner, he is more likely to respond with positive behavior.

This is an over simplified example which disregards many potential intervening factors but it can and should be translated into efforts which the Department of Corrections undertakes towards a community oriented correctional system.

There already exists within the Hartford area a certain degree of receptivity towards offenders. This did not just develop; it has been building through a series of successful programs like halfway houses, volunteer sponsors, the bail project, etc. These efforts have been buttressed by news media coverage of prison conditions and the national thrust towards effective rehabilitation, but still the impact has been felt by only a small number of people.

One next step is to compile statistics from local programs which demonstrate success and put together a team of persons who have been involved at both the worker and board levels of these projects. When instituting a new project this team would go to the board of the prospective implementing agency and relate their experiences and successes in working with offenders. Through this mechanism a source of high power and prestige representatives is developed, with individuals who can relate their success experiences, thereby giving social sanction to the process and impetus to further expansion.

The criminal justice system is now on the brink of moving into the second phase, that of moving from the first demonstration projects by

"corrections minded" people into opening new channels through established agencies which have not traditionally been involved. This is a critical period and the demonstrations selected must have a high potential for success. This requires that careful consideration be given to the choice of agencies and projects; that there is a fairly high desire for success on the part of top level Administrations; that the staff employed to carry out the project are of high quality and well motivated and receive the types of training necessary to work effectively with offenders; and that results are carefully documented.

Recommendations

1. Gather statistice from operational community based programs and compile them into an attractive public relations brochure.
2. Assist in the development of teams from existing projects who can serve as spokesman for the concept of working with offenders; and utilize these teams in developing new projects.
3. Carefully select new projects and to the degree possible build in success. This includes adequate funding, a built in training component utilizing persons who have development expertise in the area from both the department and the community, close cooperation by Department of Corrections personnel, and commitment to success by top level administrators and Board of Directors of the Agency carrying forth the project.
4. Continually get the success results of projects out to the public; to the greatest extent possible have high prestige, noncorrections related individuals carry the message.

Summary

This section merely begins to touch on the relationship between attitudes and service delivery. It is focused primarily around the private sector. Although it is recognized that attitudes within the area of law enforcement and between public agencies must also be addressed, this is beyond the scope of this report. In the following section we look at the Roles of the Public and Private sectors in light of service delivery and attitudes.

III. THE ROLE OF THE PUBLIC AND PRIVATE SECTORS IN THE AREA OF CORRECTIONS

Corrections has traditionally been viewed as an institutionally based, security-oriented system standing apart from other service delivery systems. Since the coordination of all adult correctional services under one umbrella, (excluding Adult Probation) services have been funded, administered and operated almost exclusively by the Department of Corrections.

The private sector, on the other hand, has been involved only minimally in the corrections process. Many individuals within the corporate sector have in the past taken the view that corrections was totally a public responsibility and hence did not lend itself to public/private cooperative efforts.

It has become increasingly clear that this argument is no longer tenable. Society has not only played a part in the development of offenders through the failure of its other social, educational and economic systems; but moreover society has an extreme stake in the rehabilitative process of offenders.

It should be clearly recognized that corrections is a further extension of the social services system and that in order to meet its goal of successful reorientation of individuals into society, corrections must tie the rehabilitative process to that society and to the extent feasible carry forth the process within the community.

Given these factors, what are the appropriate roles for the public and private sectors and how can the resources and expertise which each bring to the rehabilitative process be most effectively utilized? It is obvious that this emerging partnership must be seen in perspective; and that perspective is aptly represented by the analogy which describes the public sector as a giant and the private sector as a pigmy. What this

analogy is meant to convey is that in no way should this new partnership be seen as an attempt by the private sector to take over the area of corrections or as an opportunity for the Department of Corrections to dump clients and responsibility for offenders into the community. The Corrections Department is the giant and as such must maintain primary responsibility for funding the system, although new methods and new participants are drawn into the delivering of services through purchase of services mechanisms. Moreover, the Department must be ultimately responsible for setting the goals for the system and seeing that these goals are met through programs designed in relations to operationalized and measurable objectives. Finally, the Department must stand ready to incorporate into its operational sector those components which may be demonstrated to be feasible by the private sector but which most appropriately belong within the public sector.

The analogy reverses itself however, and the private sector becomes the giant in terms of attitudes, influence and power. Thus, the private sector is most able to:

1. Provide, through purchase of service contracts, high quality, integrated services in line with the objectives defined by the Department of Corrections.
2. Provide an advocacy function in regard to both clients and issues. In its issue-oriented advocacy role the private sector can influence community attitudes as well as legislation in line with developing the societal norm for acceptance of innovative approaches in corrections.
3. Serve as a vehicle for opening up the public decision making process; performing a "conscience" function to the Department to see that the allocation of resources are in fact in line with stated objectives.

The overall effect of this type of public/private cooperation should be to form an interactive system designed to best meet the needs of the client and society at large. The balance which will have to be struck is indeed a delicate one and the process of achieving this balance will be difficult.

Recommendations

1. The definition of roles for the public and private sectors which are presented in this section, should be reviewed and if agreed to in principle, provide the framework for future planning and program. If it is felt that revisions are needed these should be made and communicated between the sectors.
2. The Department of Corrections should prepare a detailed annual report for public distribution stating its goals, objectives and programs for achieving those objectives. This report should contain a detailed budget with resource and manpower allocation noted. It should also contain operational statistics on programs operated through or funded by the Department. To be useful, this report could be broken down regionally.
3. A cooperative public/private effort towards priorities setting should be undertaken. This process should not be a theoretical exercise but should be designed to influence funding which incrementally moves towards overall system change goals and objectives.
4. Contracts to the private sector by the Department of Corrections should clearly be defined and a monitoring and evaluation role for the department built in. Continuation or expansion of funding should be based on performance.
5. A free standing committee on corrections and criminal justice should be established within a generic private sector agency (e.g., the Community Council) to carry forth the advocacy and "conscience" functions. This committee would not take the place of established community-based corrections agencies but would add broad based support to the reform effort.

Summary

Defining the appropriate roles for the public and private sectors is a constantly evolving process, although at this point in time, emphasis on government reorganization and new funding arrangements have focused attention in this direction. The newly emerging roles could result in a creative mingling of the two areas in planning and service delivery.

The following section, Directions for the Future, attempts to draw together the preceding materials and suggests some specific pragmatic approaches for consideration.

IV. DIRECTIONS FOR THE FUTURE

Recommendations which have been presented in the preceding sections are generalized here into categories which denote where responsibility for implementation lies. There was no attempt made to set priorities on recommendations although this is obviously a critical next step. Following these generalized summaries, some of the recommendations are drawn together into programmatic areas for which funding might be sought.

A. Recommendations which could be implemented by the Department of Corrections if given priority.¹⁴

The recommendations which comprise this category are aimed at having the Department re-examine its existing policies and resource allocations in regard to its overall objectives. As such, the recommendations call for the assessment of policies and resource allocation to internal programs and to inmates; and as they relate to community programs for which support is or is not provided. In addition, there are recommendations which suggest that the Department set the stage for future developments in the area of corrections by outlining its goals and objectives and by analyzing progress towards meeting these objectives through reporting, monitoring, and evaluation of both internal and Department funded programs.

B. Recommendations which require collaboration for changes within the institutions.¹⁵

In line with the probability that institutions will continue to serve a large number of individuals over the coming years, recommendations are

¹⁴Includes the following recommendations: Financial (2) (3) (4) (5); Housing (1); Social Services (3) (4); Health/Mental Health (4); Community-Based Corrections (6); Public/Private (2) (4).

¹⁵Includes the following recommendations: Employment (1) (2) (3); Education (1) (4) (5); Social Services (1). These recommendations also relate to changes outside the institutions.

provided which attempt to open up those institutions by increasing community input, developing more effective institutional programs, and developing transitional linkages for re-entry of individuals back into the community. These recommendations should not be seen as a substitute for moving more swiftly towards deinstitutionalization and community-based corrections, but rather as supportive of that concept.

C. Recommendations which require collaboration for changes outside the institutions.¹⁶

Within this category, recommendations are designed to strengthen existing relationships between the Department of Corrections and the Community and to encourage new partnerships. Hence, some of the suggestions relate to drawing on community expertise in cooperative planning, programming and priority setting. Others relate to achieving better coordination through funding, committee and case management mechanisms and also to using these approaches to develop new opportunities where none currently exist. Recommendations within this category stress minimizing conflicting policies between state agencies so that movement towards a particular objective by one department does not cancel out progress towards the goal of another. The expansion of existing innovative mechanisms such as work and education release and furloughs and the utilization of these mechanisms in new ways are suggested. Finally, recommendations which draw on correctional expertise and relate to the development of new programs and better public understanding of corrections are included within this area.

¹⁶Includes the following recommendations: Employment (3) (4); Education (2) (3) (6); Financial (1); Housing (2) (3) (4) (5); Social Services (3); Health/Mental Health (1) (3) (5) (6); Community-Based Corrections (1) (2) (3) (4) (7); Attitudes (1) (2) (3) (4); Public/Private (1) (3).

D. Recommendations to be implemented by Sources other than the Department of Corrections.¹⁷

Recommendations within this sector are largely outside the realm of the Department of Corrections, but have a significant impact on the correctional process. Thus, to the extent that support, influence and funding requirements can impact movement towards these recommendations, they should be utilized. The recommendations relate especially to better screening and diagnosis prior to decision making regarding alternatives, changes in the delivery of legal services, and urging greater private sector support for community-based corrections.

E. Potential Program Areas

Several programs are briefly outlined within this section, each program provides a foundation upon which movement towards public/private cooperation in corrections with a community focus can be built. If a particular program or programs were selected, more detailed program development would be required by the relevant participants and funding sought from either the Department, the Department in conjunction with private funding sources or the Connecticut Planning Committee on Criminal Administration.¹⁸

1. Diagnostic Unit to the Court¹⁹

Almost all literature concerning corrections makes note of the large number of individuals who do not belong within the institutions, the lack of appropriate information for decision making regarding sentencing or recommending alternatives, and the over-utilization and to a large extent

¹⁷The following recommendations are included in this category: Health/Mental Health (2) (7); Legal (1) (2) (3) (4); Community-Based Corrections (5).

¹⁸Some of the projects would require substantial funding, whereas others call for relatively little money.

¹⁹See following recommendations: Health/Mental Health (2) (5) (7); Community-Based Corrections (3).

mis-utilization of probation officers in the presentence reporting function. Yet, the concept of a diagnostic unit to the court is always seen as something far in the future, requiring still more testing of individual diversion approaches.

Within the Hartford area enough of the initial steps have been taken to begin a demonstration around team presentence assessments. In order to operationalize this process a number of initial steps would be required:

- a. Centralized intake mechanisms would have to be developed by (1) drug programs, (2) alcohol programs and (3) relevant treatment programs, including community-based correctional alternatives.
- b. Agreements to work cooperatively in the planning and implementation of this project would have to be gained from the law enforcement agencies and other relevant community agencies.
- c. Commitment to funding for such a project would have to be assured by the Planning Committee on Criminal Administration with matching funds from the private sector.
- d. Legislative changes might be required although this project could probably be enacted on a demonstration basis using paper transfers.

The diagnostic unit would be tied to Superior Court. After an individual is found guilty, a 3 to 4 week continuance would be sought and the individual, upon his/her consent, would be sent to the diagnostic team.

Two probation officers²⁰ aided by a student unit would gather background information on the client. This material would be fed into the

²⁰These should be additional staff funded through the project rather than depleting the existing staffing capacity of the Department of Adult Probation. They should, however, have experience in presentence investigating.

diagnostic team which would be composed of public and private sector personnel from the social and psychological services as well as community representatives. This team could also be supplemented by graduate students. The team (or teams) would make their assessments based on presentence report material, social and psychological testing and interviews with the individual. The available options for treatment would include diversion to an alcohol, drug, or other relevant therapy program (including community-based corrections programs) or incarceration. If the assessment recommends treatment rather than incarceration the relevant materials would be sent to the appropriate centralized intake unit. The intake unit would review the material including interviewing the individual and make a determination as to which treatment modality or combination of modalities is most appropriate. The intake unit would also have the right to reject the client if the general feeling is that the assessment was incorrect.

Once an agreed upon course of action is reached the materials would be forwarded to the courts and the judge would make the final decision regarding sentencing. In the case of individuals to be incarcerated the diagnostic materials would be made available to Corrections to assist in planning an appropriate corrective program.

A monitoring and evaluation component would be built into the demonstration to measure the effectiveness of the diagnostic team approach as compared with sentencing from other areas of the state.

2. Hartford Unit Concept²¹

This proposal relates to bringing about changes within the institutions and linking institutional and community programs through a collaborative public and private effort. The underlying assumption for this project is that correctional institutions should actually be involved in treatment which is corrective rather than punishment oriented.

Purpose: To establish a demonstration project at one of the institutions which is based on locating individuals from the same area of the state together in a treatment unit, rather than assigning them according to security factors. This unit would test the effectiveness of providing continuous and coordinated public/private services to individuals which begin upon entry into the institution, follow through incarceration, and post release.

Program: The day by day program for the unit²² would be designed and be carried forth by a subcommittee of the proposed education, employment and social services committees in conjunction with the Department of Corrections. But in general, the unit would be designed around a therapeutic milieu, including merging treatment and security staff and instituting some aspects of unit self government.

The team from agencies represented on the subcommittee would work in conjunction with the Department of Corrections in performing initial evaluations and developing individual and group service plans. The team would be coordinated through a Unit Director. While some individuals within the team may become involved in providing direct services, their energies should be geared to bring outside programs (such as a student teaching unit)

²¹Draws together the following recommendations: Employment (1) (2) (4); Education (1) (2) (3) (4) (5); Financial (2) (3); Housing (2) (3) (4); Social Services (1) (3) Community-based Corrections (2) (9); Attitudes (1).

²²It is suggested that this project be initiated on a small scale at Cheshire, and if successful, consideration be given to implementing this approach at other institutions.

into the institution, working with families of inmates and developing release alternatives which individuals could be moved into. As the individual moves to educational or release status, the appropriate team member would provide supportive services to him and to the school, employer or training program providing service.

As the individual progresses, furlough situations which permit him to stay in the community during the week while participating in programs could be enacted with the team providing control and support functions. During this time intensive counseling with the individual and his family (if applicable) should be undertaken. Linkages to other supportive services would also be made during this period so that these agencies could follow through post release.

3. Demonstration Project between the Hartford Correctional Center and a particular Neighborhood.²³

Purpose: To test the effectiveness of keeping incarcerated individuals linked to their community and families by initiating a demonstration project which is jointly coordinated through the Neighborhood Life Association (NLC) and the Department of Corrections in the South Arsenal area of Hartford.

Program: A two person team involving a family service worker, under the auspices of the NLC, and an institutional counselor, under the auspices of the Department of Corrections, would work with sentenced residents from the Sand Area who are incarcerated within the Hartford Correctional Center. The team would meet with each individual from this area on admissions and work out a time-framed plan of service drawing on both institutional and com-

²³This program combines the following recommendations: Employment (3) (4); Educational (2) (3); Financial (3); Housing (4); Social Services (3); Community-Based Corrections (2) (9); Attitudes (3) (4); Public/Private (4).

munity services. To the extent possible the plan should focus on using community services, through release provisions.²⁴ When enough individuals within the group require a particular service which can not be provided through release (i.e. group counseling), the team should arrange to have such service brought into the institution.

The institutional counselor would be responsible for seeing that institutional services are provided as scheduled and for monitoring the progress of the individual through that process. The family service worker would be responsible for seeking out and tying the individual into community programs and for monitoring the service delivery of community agencies to the individual. In addition, the family service worker would contact the family of the incarcerated individual and make available to them the services provided through the neighborhood life center.

Staffing and purchase of services monies would have to be obtained for this project and an evaluation procedure built in to assess the success of inmates going through this process as compared with other inmates.

4. Attitude Project²⁵

This proposal is aimed at positively affecting attitudes of service providers and the general public towards corrections.

Proposal: To affect attitude change by capitalizing on success and expertise of community-based corrections programs.

Program: The Department of Corrections would call together board and staff representatives from community-based corrections programs and agencies which are involved to some degree in corrections-related activities. This

²⁴Initially, the individual might be released for specialized service such as evaluation and testing, but over time should begin daily release for education or training.

²⁵Combines the following recommendations: Community-Based Corrections (1) (3) (4) (5) (7); Attitudes (1) (2) (3) (4).

group would be charged with several functions including:

- a. data collection of program statistics;
- b. providing consultation to boards and staffs of new programs;
- c. public relations including media coverage and public speaking;
and
- d. assisting the Department in selecting new projects for funding.

This program would require relatively little funding. Staff support to the committee could be supplemented by students. Further, this committee could provide the core of a group to work with the Department in developing a time-framed plan for moving towards community based corrections.

5. Priorities Setting Project ²⁶

This project would be integrated into the priorities setting system which the Community Council of the Capitol Region has just undertaken and firmly establish corrections as an area for private funding consideration within the region.

Purpose: To develop a staff supported panel on corrections and criminal justice within the service evaluations and priorities setting process of the Community Council.

Program: Just recently the Community Council has instituted a priorities setting system which is designed to assess needs in given areas, evaluate service availability, and develop priority areas for funding. This information will initially be provided to the United Way, but as the process develops it will hopefully be utilized by other public and private funding sources. The process currently consists of four service area panels which set priorities within a given area and then feed this information into the

²⁶This project combines the following recommendations: Community-Based Corrections (5); Attitudes (4); Public/Private (3) (5).

overall Service and Evaluation Panel which ranks priorities between areas.

The project proposed herein suggests that a fifth panel be developed on the area of corrections and criminal justice. The time frame for developing and operational overall priorities setting is 1976; however, the interim results will be made available to funding sources and the Department of Corrections to assist them in planning and programming.

Summary

This report provides a first step in a cooperation public/private venture in corrections in the Capitol region by presenting a broad summary which begins to suggest areas for further exploration and cooperation. Several further steps have been outlined throughout the report and should provide the movement towards a community oriented system which is open, progressive and successful in meeting corrections two major goals of protecting society and rehabilitating the offender.

END