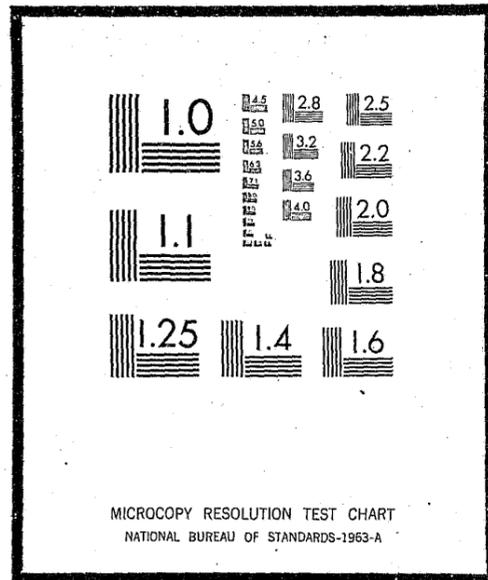


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## CONNECTICUT PLANNING COMMITTEE ON CRIMINAL ADMINISTRATION

GOVERNOR THOMAS J. MESKILL

44881

## THE CRIMINAL JUSTICE SYSTEM IN CONNECTICUT - 1972

THOMAS J. MESKILL  
GOVERNOR



STATE OF CONNECTICUT

August, 1972

The Law Enforcement Assistance Administration (LEAA) was created by the 1968 Omnibus Crime Control and Safe Streets Act and empowered to distribute federal funds for the nationwide reduction of crime and improvement of the criminal justice system.

In Connecticut, the Planning Committee on Criminal Administration, the officially designated agency responsible for granting LEAA funds to state agencies and units of local government, has committed eighteen million dollars to the fight against crime since 1969.

Each year, the Planning Committee produces a Comprehensive Plan, a rigorous statement of Connecticut's needs and problems in the area of criminal justice, and the solutions proposed for them.

This document, THE CRIMINAL JUSTICE SYSTEM IN CONNECTICUT, is an excerpt from the 1972 Comprehensive Plan. It was produced to acquaint you with the problem of crime in Connecticut, and what we are doing about it.

Cleveland B. Fuessenich  
Commissioner  
Connecticut State Police  
Co-Chairman

Herbert S. MacDonald  
Justice  
Connecticut Supreme Court  
Co-Chairman

This publication is one of eight that the Committee has produced this year, each one providing possible methods for reducing crime in specific problem areas.

The other publications in this series, as well as a description of the criminal justice system in Connecticut, are available from:

The Connecticut Planning Committee on  
Criminal Administration  
75 Elm Street  
Hartford, Connecticut 06115

The following documents are available:

THE CRIMINAL JUSTICE SYSTEM IN CONNECTICUT

THE EQUAL ADMINISTRATION OF JUSTICE

STREET CRIME, ORDER MAINTANENCE AND POLICE SERVICES

ORGANIZED CRIMINAL ACTIVITY IN CONNECTICUT

YOUTH CRIME AND JUVENILE DELINQUENCY

DRUG AND ALCOHOL ABUSE IN CONNECTICUT

THE REHABILITATION OF OFFENDERS IN CONNECTICUT

MANPOWER PROBLEMS OF THE CONNECTICUT  
CRIMINAL JUSTICE SYSTEM

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## THE CRIMINAL JUSTICE SYSTEM IN CONNECTICUT

### OVERVIEW OF THE CRIMINAL JUSTICE SYSTEM

From the time a crime is committed, there are three major subsystems of the law enforcement system which become involved: the police, providing detection and apprehension, the courts, and the correctional system. The following overview of the Connecticut criminal justice system progresses in the order of a flow chart of the system's operation. Extensive descriptions of each component of the system are presented in following sections in the order in which they appear here.

#### Police Services

The method of providing police services at the local level varies from town to town. All municipalities in Connecticut with over 25,000 people have organized, fulltime police departments. The remainder rely on full- or part-time personnel under the direction of resident state troopers, a resident state trooper working by himself, or a force of elected constables who are supported by nearby field barracks of the State Police. In six regions of the state, municipalities have formed regional crime squads under the auspices of the Statewide Enforcement Coordinating Committee, to provide regional utilization of undercover agents donated by the participating towns.

Training for the municipal departments is performed by the Municipal Police Training Council. The Council maintains centralized training academy facilities in Meriden.

The State Police, the only police force having statewide jurisdiction, provide a wide range of services because of their extended jurisdiction. They work out of a central headquarters in Hartford, 11 field barracks around the state, and the various towns to which they are assigned as resident troopers. Their duties include patrol of the state highways, undercover activities, and supervision of inter- and intra- state communications and data networks.

There are two state level criminal laboratories who provide most of the analyses for the state and local police forces: the State Police and State Toxicological Laboratories. Their duties include ballistics, fingerprints, firearms, and chemical examinations.

#### Court System

Decisions as to release on bail involve the police, the Bail Commission, and the courts. If the police choose not to release an arrested person, the Bail Commission must make an independent evaluation and set bail. Final review is made by a Circuit Court Judge, or a Superior Court Judge on a bench warrant arrest.

The criminal caseload is handled by one of three statewide court systems, the Circuit, Superior, and Juvenile Courts, depending on the gravity of the crime charged (or the age of the defendant, in the latter case). The Circuit Court contains 18 circuits in various geographical locations around the state. It hears lesser offenses, including traffic offenses, misdemeanors, and minor felonies. Appeals from the Circuit Court are taken to the Appellate Session of the Court of Common Pleas. There is a Superior Court in each county, and

one in the Judicial District of Waterbury, which have original jurisdiction over all crimes, but usually hear only major felonies, other crimes falling within the concurrent jurisdiction of the Circuit Court. Appeals are taken to the state Supreme Court.

Prosecutorial duties are undertaken by parttime prosecutors in the Circuit Court, and fulltime State's Attorneys in the Superior Court. Each court system also has Public Defenders. All of these personnel are members of the judicial department and are appointed by judges of the court system they serve.

There are two agencies that provide valuable input into the adjudicative phase; the Family Relations Division of the Circuit Court, and the Department of Adult Probation. The duties of the former include supervision of all cases referred to it after an arrest has been made, all family-based problems that are the proper subject of criminal proceedings, but in which no arrest has been made, and cases of minors between 16 and 18 years of age. The latter provides the judge with pre-sentence investigations.

#### Corrections

Upon conviction and execution of sentence, the guilty are either placed in the custody of the state Commissioner of Corrections or, if tried in the Juvenile Court, to the Commissioner of the Department of Children and Youth Services.

Connecticut has a centralized correctional administration. The facilities include two central institutions, maximum and minimum security, six smaller community correctional centers, a prison for women, and a reformatory for young male offenders.

#### Cooperative Arrangements

##### Interstate

Connecticut is a signator of six interstate compacts dealing with law enforcement. These include:

- 1) Agreement on Detainers (54 C.G.S. 186-192)
- 2) Agreement on Civil Defense and Disaster (28 C.G.S. 23)
- 3) N. E. Interstate Corrections Compact (18 C.G.S. 102-104)
- 4) Compact on Mutual Military Aid (27 C.G.S. 37, 38)
- 5) N. E. Interstate Planning Compact (8 C.G.S. 37c-e)
- 6) N. E. State Police Compact (29 C.G.S. 162)

These are all aimed at establishing procedural channels for various forms of aid, generally in emergency situations (2, 4, 6), as a convenience (1, 3), and as a means of coordinating resources to maximize their utility (1, 3, 5, 6).

Connecticut also participates in several less formal, but equally important, areas of interstate cooperation. The most important of these involve the sharing of data through common data processing facilities such as Project SEARCH and the NCIC. On a more informal basis, the Criminal Investigations Division of the State Police performs investigations for other state and federal agencies, such as the N.E. Police Administrator's Conference, the Federal Bureau of Narcotics and Dangerous Drugs, Customs, and the Post Office. The state also cooperates on extradition problems.

#### State Level Cooperation

Police Service. The State Police provide a wide range of services requiring cooperative arrangements with other agencies. In many of these instances, it is difficult to categorize the interaction according to a model, other than that which might be implied by the type of service provided. It can be said generally, however, that most of the cooperative arrangements now existing here are the product of functional necessity, rather than planning towards a coordinated approach to law enforcement.

The services provided include:

- 1) aiding the county detectives in background investigations for bench warrants,
- 2) providing intelligence data for the Connecticut Police Intelligence Unit through the Criminal Investigation Division,
- 3) cooperating with the Motor Vehicles Department in investigations relating to motor vehicles and registration and licensing,
- 4) investigating personnel for the Liquor Control Commission, Fish and Game Commission, the Commission on Special Revenue, and other state agencies.
- 5) providing information for the Department of Adult Probation for presentence reports, and
- 6) assisting localities in criminal investigations, intra-state arrests, and extraditions.

The above mentioned functions are largely investigative. They also perform certain fundamental duties regarding communications coordination, serving as the state coordinator for inter- and intra-state communications

networks, both voice and teleprocessing. They also maintain liaison with the Circuit Court as a means of keeping themselves acquainted with recent legal decisions, processing warrants, and keeping the Courts informed of the forms they are using. They further maintain files in connection with the State's Attorney's office on bindovers, bench warrants, criminal records and personal histories.

State Laboratories. The state laboratories, Police and Toxicological, provide a wide variety of analyses, requiring cooperation with other agencies. They perform services for local law enforcement agencies and the State Police, and provide all of the laboratory investigations for the state court systems and prosecutors.

In addition to performing drug analyses for the Courts, the Toxicological Laboratory also performs urinalyses for the Department of Adult Probation, for determinations of drug dependency, the need for commitment, or probation violations.

Courts. From the time of arrest, the Courts are involved in cooperative activities with other agencies, the first being the bail decision. The police, in the first instance, make the decision to release. If they choose not to, their actions are examined by the Bail Commission, who makes an independent decision, subject to review by the Courts.

If the person is not arrested on a bench warrant, he is arraigned in the Circuit Court. If a felony has been committed, a bindover hearing is held. The State's Attorneys, who are the prosecutors in the Superior Court, often become involved informally in those cases, as they will become the prosecution of record if the case is bound over to their Court. The same type of functional relationship will generally arise between Public Defenders in these cases.

The Superior Court has its own investigative branch, the County Detectives. They perform the bindover and bench warrant investigations for the State's Attorneys, serve various papers, and perform investigations of complaints concerning attorneys, prosecutors, local governments, police, and state prisons and institutions.

Docketing requires close interaction of various subunits of the court system, and it is an area which has been the subject of marked improvements lately. Connecticut now has a computerized docketing system called JURIS, which provides the Chief Court Administrator and better data base on which to make decisions allocating resources.

At the sentencing stage, the Department of Adult Probation provides the judge with a presentence report. The Department also works with the Toxicological Laboratory to screen drug dependent persons, either for the purpose of providing them with treatment alternatives to sentences of incarceration, or as a means of ascertaining probation violations. Their investigations often require cooperation from many other components of the criminal justice system.

Corrections. The correctional field is presently the source of the majority of the constructive work being performed to improve the coordination within the law enforcement systems. The present efforts are aimed at coordinating existing programs to maximize the impact on the offender at a minimum cost.

This planning comes in various forms. The Director of Social Services in the Department of Corrections coordinates state rehabilitation programs with related local, state, and federal programs. The Community Correctional Center in New Haven is now offering a methadone maintenance program to support work-release, in conjunction with the Department of Health. The Department of Corrections works closely with the State Apprenticeship Council in order that inmates might gain journeyman's licenses for work-release, or for post-release employment.

Similar cooperative arrangements must necessarily exist after release, as is evidenced by the structure of the parole system. The parole decision, with various conditions, is made by an independent Parole Board. Supervision of parolees is performed by the Parole Division of the Department of Corrections.

#### Regional and Local Level Coordination

There are three statutory means by which regional cooperation is attained. These include:

- 1) Interlocal agreements for Mutual Aid (C.G.S. 7-339 (b) et seq.)
- 2) Municipal Police Training Council (C.G.S. 7-294 (a)-(d), 29-26)
- 3) Emergency Assistance to Other Localities (C.G.S. 7-277a)

Much progress has been made in this area due to the intervention of the CPCA. The most notable example of this is the development first, of the Regional Crime Squads and, more recently, SECC. There are several other forms of coordination currently funded under CPCA 1971 Program Categories.

These include, at the regional level, the following:

- 1) Consolidation of special services, under P.C.\* 2.1,
- 2) Assessment of street crime, under P.C. 2.5,
- 3) Group homes, under P.C. 4.5, coordinated with the Department of Children and Youth Services,
- 4) Detoxification programs, under P.C. 5.3,
- 5) Equipment repositories, under P.C. 7.1, and
- 6) Inservice training facilities for personnel, under P.C. 8.5.

\* Program category.

At the local level, these include:

- 1) Coordinating staff unit, under P.C. 1.1
- 2) Diversionary standards analysis for diverting petty offenders, under P.C. 1.5,
- 3) Non-bail release mechanism, under P.C. 1.7,
- 4) Local level multi-disciplinary investigating units to fight organized crime, under P.C. 3.5,
- 5) Councils for Youths, under P.C. 4.1,
- 6) Reform of education system, aimed at development of alternative educational situations, under P.C. 4.4,
- 7) Youth service bureaus, under P.C. 4.6,
- 8) Disorder prevention programs, under P.C. 7.5.

In conclusion, it could generally be said that, outside of recent developments which are the product of LEAA awards, most of the existing forms of coordination and cooperation are the product of functional necessity. There is a distinct need for increased planning in this area in order to optimize the efficiency of the system.

#### Services Provided by State to Local Law Enforcement Agencies

At the outset, it should be understood that police services are the only locally provided law enforcement function, since Connecticut's courts and correctional system are both centralized at the state level.

By statute, the state must provide the local police departments with copies of the General Statutes, administer the Police and Firemen's Service Benefit Fund, and provide the use of the state police range when requested. However, there are other areas of cooperation between state agencies and local police that may be viewed as forms of state to local law enforcement aid.

Most of this aid comes through the auspices of the State Police. A major example is the Resident State Trooper system, through which towns may contract with the state for the services of a state policeman to provide a law enforcement capability. While the town pays his salary, it nevertheless receives highly competent police service without the cost of education. Local law enforcement personnel may also make use of the Connecticut Police Academy, for training purposes.

The State Police, aided by their statewide jurisdiction, also provide a wide variety of services for the localities. These include:

- 1) undercover work on narcotics, gambling and other crimes,
- 2) bomb squad operations and training,
- 3) fire investigations through the office of the State Fire Marshall,
- 4) identification of documents, fingerprints, and firearms, by the CID, and
- 5) investigations of highway accidents on roads patrolled by them.

The State Police also provide inspection services for permits and licenses, bazaars and raffles, places of public assembly, bondsmen, and the possession of firearms.

Finally, the State Police provide the localities with access to intra- and inter-state communications networks.

MUNICIPAL POLICE SERVICE IN CONNECTICUT

Since County government no longer exists in Connecticut, all police departments, with the exception of the State and other special police forces, are organized on the municipal level. Of 184 Connecticut municipalities, 101 employ full-time police personnel. These 101 towns, with a total population of 2,798,700 people had at their resource 9,281 department employees and \$68,061,000 in fiscal year 1971 to combat crime and provide police services to their respective communities. In addition to the organized local departments, municipal police service is provided by the State Police Department. The extent to which Connecticut municipalities have police coverage and the kinds of coverage are summarized in Table 1.

TABLE 1

Kind of Coverage	Connecticut Municipalities with Police Protection, 1969 & 1971	
	No. of Municipalities	
	1969	1971
Full-time Police Departments	84	91
Full-time Personnel & Resident State Trooper	14	10
Resident State Trooper Only	34	35
Served by Local State Police Barracks	3	4
Not covered by any of the above on a full-time basis	49	45
<b>TOTAL</b>	<b>184</b>	<b>185</b>

Source: Connecticut Public Expenditure Council (CPEC) Survey of Full-Time Police Personnel in Connecticut

The 101 towns with municipal departments, while representing only 54% of the towns in the state, contain 91% of the state's residents. The remaining 9% of the population reside in the 37 towns and eight boroughs which are not covered by either full-time personnel, resident state troopers or a state police barracks, but rely primarily on part-time police, constables, patrols by the state police, and, in the case of the eight boroughs, on patrols by the police of the town in which the borough is located.

Characteristics of Municipal Police Departments

The Planning Committee's staff has conducted extensive surveys of police departments in Connecticut annually between 1968 and 1971 and a mass of statistical information was compiled from these surveys. Based on these surveys, the characteristics of municipal police departments are summarized in Table 2.

TABLE 2  
Summary Characteristics of Towns With Organized Police Departments  
By Population--June 30, 1970 and June 30, 1971

1970 & 1971	Statewide Totals	Totals for Towns with Police Departments		Totals for Towns with Police Departments	100,000 and over	75,000 to 99,999		50,000 to 74,999		25,000 to 49,999		Under 25,000
		1970	1971			to	to	to	to			
Population Estimated-1971	3,063,000	2,798,700	664,300	162,000	610,500	538,300	823,600					
Census -1970	3,031,709	2,748,611	669,097	162,554	507,812	631,466	777,712					
Number of Towns	1692	991	5	2	11	162	65					
Police Dept. Budgets 1971	1692	961	5	2	9	162	64					
for Fiscal Year	----	68,061	25,766	4,172	14,425	10,762	12,936					
(est.)	----	61,584	23,079	3,144	12,066	11,769	11,526					
Total Departmental Personnel	9,281	9,281	2,582	505	1,921	1,605	2,668					
(est.)	7,834	7,834	2,200	592	1,372	1,544	2,126					
Part I Offenses Known	78,076	72,250	34,601	5,538	12,245	10,823	9,043					
(est.)	70,049	64,822	31,449	4,477	9,575	11,977	7,344					
Area Served (sq. miles)	5,009	2,653	149	44	303	447	1,710					
	5,009	2,614	149	44	251	447	1,613					

1 Included are ten (10) towns with at least one fulltime resident state trooper commanding one or more fulltime policemen. Towns with only a resident state trooper or whose law enforcement needs are provided by a state police patrol or parttime personnel are not included in this total.

2 There are, in addition to the 169 towns, various other political subdivisions such as boroughs and incorporated cities which encompass only a portion of a town. Only two such political subdivisions maintain separate organized police departments. Data for these subdivisions have been included with the appropriate town's other relevant data.

This table and others present a summary of municipal police department characteristics. Because of diversities noted, distributions are given by city size: municipalities over 100,000 population, those with populations between 75,000 and 99,999, those with populations between 50,000 and 74,999, those between 25,000 and 49,999, and those under 25,000.

The distribution of data in this manner indicates that, of the municipalities in Connecticut with over 100,000 people, the five largest cities employ about one-fourth of all police employees but experience almost one-half of the Part I criminal offenses. This crime rate is equal to the combined rate of all the cities and towns under 100,000 in population with municipal police departments which employ the other three-fourths of the employees, yet the largest cities employ less personnel and their current expenditures are significantly lower. While figures are not available, Part II offenses and traffic management problems probably serve to further intensify the workload of police officers serving in large urban centers and to magnify staffing differences with other municipalities.

TABLE 3  
Coverage of State By Municipal Police  
Department as of June 30, 1971

ITEM	SIZE OF CITY OR TOWN					Total
	100,00 and over	25,000 to 99,999	50,000 to 74,999	25,000 to 49,999	Under 25,000	
	%	%	%	%	%	%
Portion of Total State Population Served by Municipal Police Departments	21.7	5.3	19.9	17.6	26.9	91.41
% of Total Municipal Police Budgets for Current Fiscal Year	37.9	6.1	21.2	15.8	19.0	100
Total Personnel	27.8	5.5	20.7	17.3	28.7	100
Part I Offenses Known <sup>2</sup> -1970	44.3	7.1	15.7	13.9	11.6	92.6 <sup>2</sup>
Area Served	3.0	0.1	6.0	8.9	34.1	52.1 <sup>1</sup>

1. Percentages add to less than 100% because not every town in the state is served by a municipal police department.

2. Full data available only for 1970. Total is less than 100% because some Part I offenses are committed in communities without organized police departments.

TABLE 4

Connecticut Municipalities With Fulltime Police Departments, 1961-1971

Population Group	1961	1963	1965	1967*	1969*	1971
	No. With Fulltime Police Group					
100,000 or More	4	4	5	5	5	5
50,000 - 99,999	6	7	7	8	9	13
25,000 - 49,999	16	15	18	18	17	18
10,000 - 24,999	31	38	33	35	41	42
5,000 - 9,999	19	34	18	24	22	19
Under 5,000	7	7	7	5	4	4
TOTAL	83	169	88	94	98	101

Source: CPEC Survey on Fulltime Police Personnel.

\* The figures for 1967 through 1971 include 3 cities not consolidated with their respective towns and 12 boroughs.

All municipalities in Connecticut with over 25,000 people have organized full-time police departments. As cities and towns decrease in size, those without organized departments rely on police services provided by a combination of full and part-time personnel under the direction of a resident state trooper, or are totally dependent upon the State Police.

Over the years, the number of municipalities with full-time police personnel, including those which have both full-time personnel and a resident state trooper, has shown a small but steady increase, from 83 departments in 1961 to 101 in 1971. As can be seen from Table 4, the greatest increase in the number of municipalities with full-time personnel has been in the 10,000 to 24,999 population group: This group experienced a 35% increase as compared with the ten-year 22% increase in the statewide total of municipalities with full-time departments.

The number of full-time police and paid police employees in the state has also shown a steady increase over the years, as can be seen in Table 5, with the bulk of the decade's increase in personnel occurring during the 1967-1971 period. Expenditures have also shown substantial increases, with the cost of municipal police services increasing 41% in the last three years alone.

The five largest cities in the state, each with a population of over 100,000, experienced 44% of the total state's reported index crimes in 1970 but had only 28% of the total police personnel and 38% of the total expenditures to deal with them. Table 6 shows how the size of these large urban departments correlates with population changes over the last decade.

TABLE 5  
Full-Time Police and Paid Employees, 1961-1971

Year	No. of Departments With Full-Time Police	No. of Personnel	% Increase Over Previous Period
1961	85	3,906	+ 4.0
1963	85	4,005	+ 2.5
1965	88	4,202	+ 4.9
1967	94	4,481	+ 6.6
1969	98	5,092	+13.6
1971	101	5,549	+ 9.0

Source: CPEC Surveys on Full-Time Police Personnel, 1950-1971

TABLE 6  
Police Personnel in the Five Largest Cities, 1961-1971

	1961	1963	1965	1967	1969	1971
<b>1. Hartford</b>						
Population	162,178	161,200	162,300	161,000	163,500	157,011
Patrolmen	331	256	298	315	285	323
Full-time employees	448	368	370	430	439	537
<b>2. Bridgeport</b>						
Population	156,748	156,300	155,300	155,200	153,800	153,711
Patrolmen	269	270	266	266	317	340
Full-time employees	374	371	389	387	454	465
<b>3. New Haven</b>						
Population	152,048	152,100	150,900	148,200	139,300	135,400
Patrolmen	287	281	286	269	298	283
Full-time employees	403	414	406	403	531	496
<b>4. Stamford</b>						
Population	92,713	98,900	102,800	108,400	111,700	110,200
Patrolmen	153	139	144	145	156	164
Full-time employees	215	214	218	216	232	247
<b>5. Waterbury</b>						
Population	107,130	114,000	115,400	107,900	109,400	107,400
Patrolmen	185	181	181	181		199
Full-time employees	246	256	255	260		289

Source: CPEC Survey: Population figures for 1971 are estimates based on 1970 census figures.

Table 7 shows comparative police data for 1971 for towns within Connecticut. Included are per-capita police costs, which range from a high of \$38.80 spent by cities of over 100,000 in population to a low of \$15.70 spent in the towns under 25,000, with all towns showing increases in per capita cost over the last year; police employees for each 1,000 population served (including part-time supernumerary officers) range from 3.9 per 1,000 in the largest cities to 3.0 per 1,000 in the smaller towns and cities.

Part I crimes per 1,000 population range from 52.1 per 1,000 residents in cities over 100,000 in population to 11.0 per 1,000 for towns under 25,000. Again, all categories show increases over previous years. A "serious crimes case load" averages 14 Part I offenses reported per sworn officer per year for the state as a whole, but fluctuated in 1971 between 18.4 crimes per year per sworn officer in the largest cities down to 8.6 crimes per year per sworn officer in the smallest towns. Cost per police employee and cost per sworn officer have also been computed and presented here.

TABLE 7

Summary of Expenditures of Organized Municipal Police Departments, 1971

	SIZE OF CITY OF TOWN					All Municipalities
	100,000 and over	75,000 to 99,999	50,000 to 74,999	25,000 to 49,999	Under 25,000	
Per Capita Costs \$	38.79	25.75	23.63	19.99	15.71	24.32
Cost per Police Employee (Including Supernumeraries)	9,979	8,262	7,599	6,705	4,849	7,333
Cost per Sworn Officer	13,698	13,330	13,043	13,013	12,379	13,160
Police Employees Per 1000 Population	3.9	3.1	3.1	3.0	3.2	3.3
Part I (1970) Per 1000 Population	52.1	34.2	20.1	20.1	11.0	25.8

Data in Table 7 indicate that per-capita costs for police service for large municipalities is more than twice that of the smallest towns, yet the cost per sworn officer is only one-tenth more. Two factors that may contribute to this seeming disparity might be the more efficient management possible in large departments or the high cost of using supernumerary personnel to supplement the regular line staff in smaller departments.

Municipal Police Department Powers and Authority

All municipalities in Connecticut with over 25,000 people have organized, full-time police departments. The remainder rely on full or part-time personnel under the direction of a resident state trooper, a resident state trooper working by himself, or a force of elected constables who are supported by patrols and emergency response from nearby field barracks of the state police.

Their powers are generally limited to the enforcement of state laws and local ordinances within their respective jurisdictions. However, they may statutorily (C.G.S. 7-281) execute an arrest warrant for an offense committed within their town anywhere in the state. They may also make an arrest without a warrant outside of their jurisdiction when in "fresh pursuit" of a fleeing offender. Similarly, when serving as part of a detachment in another municipality under an emergency order pursuant to C.G.S. Section 7-277a, their powers are the same as those exercised by regular law enforcement in the town they are aiding.

The only difference between the powers of regular police personnel and those of the constables in the smaller towns is seen in the exercise of power, rather than in its actual limits. Strictly speaking, the two types of agencies have similar enforcement powers and duties. However, the constables are elected and generally untrained. In most areas where they serve, the crime rate may be minimal, and what crime there is can usually be handled as effectively by the State Police.

Organization

The municipal police departments in Connecticut are generally under the supervision, direction, and management of the respective chiefs of police, who are supervised by a variety of authorities. Where there is a municipal police commission, it usually has direct authority over the chief of police. Such police commissions typically consist of between six to ten civilians, including a chairman, and are most active in appointing the chief, in recommending or reviewing departmental budgets, major expenditures, personnel grievances, citizen complaints, and promotion policies, and in overseeing departmental operations. Towns or cities that have no police commissions delegate these powers and duties either to the mayor, the first selectman, the town manager, a board of alderman or selectman, or combinations of the above. Local personalities, politics, and past history may be significant factors in determining the relative independence or power of the chief over the operations of his department.

Table 8 indicates the distribution and types of agencies that exercise control over appointment of a police chief in a Connecticut city or town.

TABLE 8

Authority to Appoint Chief of Police - 1971  
Percentage Distribution of Appointing Authority by Population

Appointing Authority	Size of Town				
	100,000 +	25,000 to 99,999	50,000 to 74,999	25,000 to 49,999	Under 25,000
Board of Police Commissioners	40%	50%	45.4%	22.2%	51.0%
Mayor or First Selectman	40%	---	18.2%	27.8%	9.5%
Board of Alderman or Selectmen	---	---	9.1%	---	15.0%
Town Manager	20%	---	18.2%	38.9%	15.1%
Combinations of the above	---	50%	9.1%	11.1%	9.4%
Total	100%	100%	100%	100%	100%

Internal Structure of Departments

Office of the Chief

The responsibilities and functions of the municipal police chief vary widely according to the size of the community. In the smaller towns, the chief is virtually solely responsible within the department for preparation of the budget, planning, management, promotions, and public relations. In the larger departments there is more opportunity to delegate authority to high-ranking officers and specialized staff or units may be specifically assigned responsibility for these functions. In such cases, the chief oversees and reviews all operations as chief administrator.

Functional Organization

Below the level of the Chief, police departments in Connecticut are frequently divided into two broad categories of line and staff division. Generally, the staff division performs the technical, advisory and administrative work, while the line division is the peacekeeping, law enforcement and service arm of the department. The line division may be divided into uniformed and detective bureaus. These bureaus in turn are often broken down by specialties, such as juvenile divisions or traffic divisions, and by geographic units, such as precincts.

All of the larger departments have this general organizational pattern. Most of the medium-size departments maintain a similar structure but do not operate such a broad or specialized range of subunits. Because of limited manpower resources, the small departments tend to blend together the duties and responsibilities of these divisions and individual talents rather than establish formal areas of specialization.

The 1971 police survey asked each of the responding departments to distribute their full-time staff according to the functional organization of the department and to indicate where each department had a separate operating unit performing one of a series of accepted police functions. Seventy-five departments responded indicating that at least 95 percent of these departments had a separate administrative division, while 85 percent had an investigative arm or detective division which functioned independently from the patrol function. All of the departments responding had a patrol division. Each of these activities were divided into more specific specialities, the function being more specialized as the size of the town and the crime caseload increased.

To illustrate this point: 85 per cent of all departments responding had detective divisions, but only 32 per cent had a separate youth bureau, the other 53 per cent of the departments assigning this responsibility to the detective division. Distributing departments with youth bureaus by population of town indicates that all departments in towns of more than 75,000 people have separate youth bureaus; but only 73 per cent of the departments in towns of 50,000 to 75,000 have youth bureaus. Towns of 25,000-50,000 and towns under 25,000 in population have respectively 43 per cent and 9 per cent of the departments with separate youth bureaus. Table 9 displays the number of departments with separate units and distributes in percentage form the number of police officers assigned to each separate unit.

Personnel Resources

Municipal police departments employ many types of employees to carry out the functions of the department. These include fulltime sworn police officers and civilians (including professional, technical and clerical) and, on a parttime basis, supernumerary officers and auxiliary police.

The composition of police forces - number of sworn officers, civilian employees, etc. - of departments varies with population size, the largest cities having a higher percentage of civilian employees, while the smaller departments tending to have a larger number of supernumeraries.

In 1971 there were an estimated 9,281 employees on these municipal police forces.

TABLE 9

## Percentage Distribution of Police Personnel by Function for Each Population Category, 1971

	Total Towns No. w/ Unit Assign.	Size of Town					Persons w/ Unit Assign.	No. w/ Unit Assign.	%	Persons w/ Unit Assign.	No. w/ Unit Assign.	%	Persons w/ Unit Assign.	No. w/ Unit Assign.	%	Persons w/ Unit Assign.	No. w/ Unit Assign.	%
		100,000 +	75,000 to 99,999	50,000 to 74,999	25,000 to 49,999	Under 25,000												
Departments Reporting and Total Personnel Assigned	75	4,915	4	1,910	2	310	11	1,164	14	637	44	894						
% of Personnel Add To	--	100%	--	100%	--	100%	--	100%	--	100%	--	100%						
Administrative Activity	71	4.8	3	1.1	2	0.3	11	3.2	12	7.2	43	14.7						
Personnel	8	0.4	1	0.5	1	1.0	3	0.3	1	0.2	2	0.3						
Records	33	3.2	4	4.6	2	1.9	10	2.9	7	2.7	10	1.5						
Communications	43	4.8	4	4.5	2	5.8	8	2.7	6	3.8	23	8.7						
Training	28	0.8	4	0.5	2	0.6	9	0.8	6	1.4	7	0.9						
Planning & Research	9	0.7	4	1.3	1	0.6	2	0.2	1	0.5	1	0.1						
Community Relations	14	1.0	4	1.4	2	1.9	4	0.5	4	1.6	0	--						
Booking/Detention Facilities	12	1.5	3	1.9	1	0.6	3	1.5	3	2.7	2	0.2						
Investigative Activity																		
Detective	64	9.1	4	9.2	2	10.3	11	8.9	14	9.6	33	8.2						
Youth/Juvenile	24	2.2	4	3.1	2	2.9	8	2.3	6	1.1	4	0.4						
Licensing	11	0.4	2	0.3	1	0.6	5	0.5	2	0.5	1	0.1						
Vice/Gambling/Narc.	15	1.7	4	2.8	2	2.3	6	1.7	2	0.5	1	0.2						
Regional Crime Squad	23	0.6	3	0.5	2	0.6	7	0.6	6	1.1	5	0.6						
Intelligence	4	0.4	2	0.7	0	--	2	0.4	0	--	0	--						
Field Activity																		
Patrol	75	56.3	4	47.0	2	61.3	11	65.0	14	60.4	44	59.8						
Traffic	26	8.5	4	14.7	1	3.9	10	6.8	4	2.0	7	3.7						
Accident Invest.	3	1.9	2	3.1	0	--	1	2.7	0	--	0	--						
Traffic Services	8	1.9	2	3.7	0	--	4	1.5	2	0.5	0	--						
Tactical	4	1.6	2	3.2	1	0.3	0	--	1	2.5	0	--						
Maintenance/Support	23	2.1	2	2.8	2	4.8	7	1.5	8	2.4	4	0.6						

The Sworn Police Officer

Over two-thirds of a department's staff is composed of full-time sworn police officers. These include the uniformed and plainclothes badged officers that provide the statute functions of the department. In 1971, there were an estimated 5,172 sworn police officers on municipal police forces in the state. Distributing departmental staff by size of city indicates that as the size of the city increases, the proportion of sworn police officers to total departmental staff tends to increase. Table 11 displays this trend and indicates that this is due to the increased reliance of the smaller departments on their part-time supernumerary force to provide the services of the department.

TABLE 10

Police Department Employees Distributed by Type of Employee  
Estimated For Each Population Category, 1971

Type of Employee	Size of City or Town				
	100,000 and over	75,000 to 99,999	50,000 to 74,999	25,000 to 49,999	Under 25,000
Sworn Police Officer	1,881	313	1,106	827	1,045
Civilian Employee <sup>1</sup>	496	147	437	424	931
Supernumerary Officer	205	45	378	354	692
Total Departmental Staff	2,582	505	1,921	1,605	2,668

<sup>1</sup> Includes Part-Time School Crossing Guards

TABLE 11  
Police Department Employees Distributed as a Percentage By Type  
Of Employee Within Each Population Category - 1971

Type of Employee	Size of City or Town					statewide Average %
	100,000 and over %	75,000 to 99,999 %	50,000 to 74,999 %	25,000 to 49,999 %	Under 25,000 %	
Sworn Police Officer	72.9	62.0	57.6	51.5	39.2	55.7
Civilian Employee	19.2	29.1	22.1	26.4	35.0	26.2
Supernumerary Officer	7.9	8.9	19.7	22.1	25.8	18.0
Total Departmental Staff	100	100	100	100	100	100

#### Supplementary Personnel

The majority of municipal police departments employ civilians. Some departments use civilians only for custodial duties; others, for clerical staff; and still others, for significant duties related to management, training, and operations.

Supernumeraries are also used in varying capacities. Some departments use supernumeraries as sworn officers in periods when additional staff is necessary. For instance, some shore towns in the State will almost double their force with supernumeraries during the summer months to meet the problems of swelled population, tourists, and maritime responsibilities. Departments will use supernumeraries at times to replace officers on leave for sickness, training, or vacation. In these capacities, the supernumeraries are sworn and armed officers, although in almost all cases they have not completed any full program of recruit training. The functions performed by supernumeraries in other departments vary. Some departments use supernumeraries only for private or service functions. For example, supernumeraries may work only at school dances, community social affairs, and traffic points disrupted by construction or repairs. Generally, among all the smaller municipal departments, supernumeraries are first in line for appointment to positions as they become available on the force, if they desire full-time employment. The use of supernumeraries thus varies according to specific times, conditions, or events, and the present full-time staff capacity of the department. They are compensated at an hourly rate of pay, usually equal to that of regular patrolmen.

Certain towns, generally smaller municipalities, also use constables. These may be elected or appointed by a selectman or town manager. Their duties may be similar to those of a supernumerary in a part-time capacity. Some towns, however, will maintain full-time constables, (77 constables in six departments in 1971) to work along with departmental staff or, more often, to assist resident state troopers, in lieu of a town police department.

In addition to categories of police personnel such as supernumeraries, constables, crossing guards, and metermaids, some departments maintain an auxiliary force of officers (696 in 26 departments in 1971) that is voluntary and not compensated. They usually meet weekly for training and supplement patrol forces by accompanying officers in one-man patrol cars or by manning a patrol car themselves. Frequent use is made of these forces during holidays when a substantial rise in traffic occurs and masses of people gather at fairs, exhibitions, parades, and other public affairs. It is significant to note that these groups usually receive substantially more training than supernumeraries. This is probably due to the fact that they meet on a regular basis under the direction of a ranking officer from the regular force who is charged with this training responsibility.

Tables 12 and 13 show each type of police department employee distributed by the population of the town or city where employed. Included in the distributions are sworn police officers, all full-time civilian employees and supernumerary officers. Table 12 distributes the actual numbers of these municipal employees in the various population categories, while Table 13 presents the same data as a percentage distribution.

TABLE 12  
Distribution of Police Department Employees  
By Population - 1971

Type of Employee	Size of City or Town					Total Employees
	100,000 and over	75,000 to 99,999	50,000 to 74,999	25,000 to 49,999	Under 25,000	
Sworn Police Officer	1,881	313	1,106	827	1,045	5,172
Civilian Employee <sup>1</sup>	496	147	437	424	931	2,435
Supernumerary Officer	205	45	378	354	692	1,674

<sup>1</sup> Includes part-time school crossing guards

TABLE 13  
Police Department Employees By Population  
As A Percentage of Statewide Totals For Each Category

Type of Employee	Size of City or Town					Total Employees %
	100,000 and over %	75,000 to 99,999 %	50,000 to 74,999 %	25,000 to 49,999 %	Under 25,000 %	
Sworn Police Officer	36.4	6.1	21.4	16.0	20.1	100
Civilian Employee	20.4	6.1	17.9	17.4	38.2	100
Supernumerary Officer	12.2	2.8	22.6	21.1	41.3	100
Total Employees	27.8	5.5	20.7	17.3	28.7	100

TABLE 14  
Police Department Employees By Full-Time Part-Time Status

	Size of City or Town					Total Employees
	100,000 over	75,000 to 99,999	50,000 to 74,999	25,000 to 49,999	Under 25,000	
Full-Time Personnel	2,034	354	1,161	855	1,145	5,549
Part-Time Personnel	548	151	760	750	1,523	3,732
Full-Time Personnel as Percentage of Total Staff	78.8%	70.1%	60.4%	53.3%	42.9%	59.8%

Tables 10 through 13 indicate the relative importance of civilians and supernumeraries in municipal police departments, while Table 14 displays the relative proportion of staff differentiated according to the full-time or part-time employment status of the employee. It is noteworthy that there is an inverse ratio between the size of a police force and the percentage of supernumerary and other part-time personnel employed by these departments. The medium or smaller forces make greater use of these personnel to supplement their more limited capacities. Questions concerning effectiveness, capacities, needs for, and problems with supernumerary personnel throughout the State have recently received attention from the Connecticut Municipal Police Training Council, through a grant from the former Office of Law Enforcement Assistance.

Most municipal departments employ "school crossing guards". Their primary responsibility is the safety of school children at school crossings. School guard personnel are usually paid an hourly wage and work only specific hours during the day. Approximately 1,200 school guards were employed by Connecticut police departments in 1970. By 1971 this figure had increased to 1,348 school crossing guards with 70 departments availing themselves of this type of personnel.

Many departments, particularly the larger ones, also employ "metermaids" to assist in ticketing parking violators. Because of the greater magnitude of parking and traffic problems in urban centers, large city departments are more likely to employ such personnel and accordingly in greater numbers.

#### Administration of Command

Direct supervision of personnel in most departments rests with sergeants and lieutenants and, in some cases, captains. Usually, however, ranks of captain and above are primarily responsible for overall departmental administration and management. In smaller departments, sergeants and lieutenants may fill these roles.

Tables 15 and 16 show a breakdown of rank according to departmental size and population of the communities that the departments serve and a percentage distribution of the same gross data.

TABLE 15  
Estimated Numbers of Full-Time Sworn Officers  
By Rank And Population (1971)

Rank	Size of Municipality				
	100,000 +	75,000 to 99,999	50,000 to 74,999	25,000 to 49,999 <sup>1</sup>	Under 25,000
Chief	5	2	11	18	54
Deputy (or Assistant)	6	2	10	4	8
Inspector	9	0	5	1	0
Major	0	0	1	0	0
Captain	42	9	31	19	19
Lieutenant	88	13	72	59	56
Sergeant	192	36	124	107	167
Detective Investigators	204	29	79	28	49
Patrolman	1,309	217	762	578	661
Other	26	5	11	13	31
Total	1,881	313	1,106	827	1,045

<sup>1</sup> Includes the city of Groton and the borough of Groton Long Point

Source: Connecticut Public Expenditure Council  
"Full-Time Police Personnel in Connecticut - 1971"

TABLE 16  
Distribution Of Full Time Sworn Officers  
By Rank And Population (1971)  
in Percentages

Rank	Size of Municipality				
	100,000 + (%)	75,000 to 99,999 (%)	50,000 to 74,999 (%)	25,000 to 49,999 (%)	Under 25,000 (%)
Chief	0.3	0.6	1.0	2.2	5.2
Deputy	0.3	0.6	0.9	0.5	0.8
Inspector	0.5	0	0.5	0.1	0
Major	0	0	0.1	0	0
Captain	2.2	2.9	2.8	2.3	1.8
Lieutenant	4.7	4.2	5.5	7.1	5.4
Detective Investigators	10.8	9.3	9.1	3.4	4.7
Sergeant	10.2	11.5	11.2	12.9	16.0
Patrolman	69.6	69.3	68.9	69.9	63.1
Other	1.4	1.6	1.0	1.6	3.0
Total	100	100	100	100	100

Source: Connecticut Public Expenditure Council  
"Full-Time Police Personnel in Connecticut, 1971"

Minimum Standards for Recruits

Data from the Connecticut Municipal Police Training Council Police Standards and Supernumerary Police Training Survey indicate that the minimum standards for recruits are fairly consistent throughout the state. The only notable exceptions are in maximum age, height and residency requirements. Table 17 describes the minimum standards used in the police selection process of recruit candidates by towns of various sizes.

Height and Weight

While a certain physical stature is important in police work, especially in controlling potentially violent situations, minimums which are too high may deter recruitment of certain minority groups such as Puerto Ricans or persons who possess skills needed in police departments, but who cannot meet minimum physical requirements. Balancing these conflicting values, the Planning Committee recommended that the minimum acceptable height for municipal police officers other than specialized personnel should be no greater than 5'8", and that minimum and maximum weights should be in proportion to height.

Age

Minimum acceptable age for a sworn police officer has traditionally been 21. This age requirement creates problems for high school graduates who cannot qualify for immediate entrance into police work, and who are not willing to wait three or more years. Too often, these qualified people seek other careers and are not willing to abandon them for police work. A recent problem has arisen in the case of returning servicemen with military police experience who cannot be hired because they are not 21. A valuable pool of trained personnel is being dissipated. The minimum age for appointment parallels that of minimum age for applying. The maximum age has a considerable spread from age 28 to 45 for appointment. The majority of the departments do not permit service time to be deducted from the candidate's age to qualify him. Twelve police agencies authorized the service deduction.

Police agencies that accept and offer permanent appointment at any age greater than age thirty must take into consideration the pension changes that will eventually come to all departments as well as the years of service the appointee can give to a city or town.

TABLE 17  
Minimum Standards For Age, Height, Weight, Education, Vision  
Residency, And Criminal Record Used In The Police Selection Process

By Population (1969)

(in numbers of towns responding)

	Size of City or Town				
	100,000 and over	50,000 Urban	to 99,999 Suburban	25,000 to 49,999	Under 25,000
<b>Education:</b>					
High School Diploma	1	4	1	4	24
High School Equivalency	3	2	1	8	11
At least an 8th grade education	1	0	0	1	2
<b>Height:</b>					
Under 5'-7"	1	0	0	0	3
5'-7"	2	3	0	2	7
5'-8"	1	3	2	10	16
5'-9"	1	0	0	0	6
<b>Weight: Proportional to height</b>					
145 lbs.	3	4	2	8	27
150 lbs.	1	2	0	2	0
		0	0	2	5
<b>Vision:</b>					
20/20	0	1	1	2	18
20/30	1	0	0	1	3
Correctable to 20/20	3	5	1	8	14
<b>Age: Minimum - Maximum</b>					
21 29	1	0	0	0	4
21 30	0	1	0	0	2
21 31	2	0	0	0	3
21 32	0	1	0	0	2
21 34	0	1	1	5	1
21 35	2	3	1	8	19
<b>Residency Requirements:</b>					
None	1	1	0	2	14
City	3	1	0	0	5
Contiguous Town	0	4	1	3	8
State	1	0	0	1	0
<b>Criminal Record:</b>					
None	2	5	2	8	30
No Felony Conviction	2	1	0	4	6
At Discretion of Department	1	0	0	1	2

The trend is leaning towards a reduction in the retirement age, and many police agencies are now on twenty or twenty-five year pensions with age limits from forty-seven to fifty-five and others without age limit clause.

Such a plan will not only give compensation to the employee, but will mean greater opportunities for the younger man in promotions.

In view of these facts and the continuing manpower shortage in urban police departments, the Planning Committee has recommended that local police departments be given discretion to lower minimum age requirements for acceptance as a sworn officer, but not below 18 years of age, in order to be able to hire selected, mature and experienced individuals.

#### Residence Requirements

Some local police departments presently require residence within a specified number of miles of the locality for a specified period of time prior to entry into police service. Most communities have abandoned such requirements in the face of recruiting difficulties. In a mobile, urban society, such restrictions after appointment to the force do, however, assure ready availability of all personnel in times of need.

#### Criminal Record

In Connecticut, most, but not all, local police departments will not accept any candidate with a prior felony conviction. Some departments will not accept a candidate who has any prior criminal conviction. On the other hand, some departments will accept any candidate even if he has a prior misdemeanor or even felony conviction record, depending on the circumstances surrounding the crime. Convicted felons should not serve as regular officers in any police department, but discretion should be given to the chief of police to accept motor vehicle law violators, or misdemeanants. Exclusion of convicted felons as regular police officers is recommended not only because their inclusion might hurt police morale and lower departmental standards, but also because their value as a witness in court would be severely limited due to possible impeachment of credibility on the basis of the prior felony conviction. The Planning Committee has recommended that no person convicted of a felony should be accepted as a member of any police department. Persons convicted of motor vehicle offenses or misdemeanors should be accepted at the discretion of the chief police administrator upon satisfactory explanation of the circumstances surrounding the crime.

#### Testing of Candidates for Police Service

The President's Commission has suggested that a universal test be devised to measure one's ability to perform the complex duties of being a police officer. It recognized, however, that such a test is a thing of the future if, in fact, it will ever be constructed. In the interim, it recommended that police departments rely upon background testing and screening and intelligence and personality tests with emphasis on educational achievement and ability, character, personality, and background. The table below indicates the scope and variety of testing presently used by police departments in Connecticut.

TABLE 18  
Types of Recruit Testing Used by Connecticut Police Departments,  
by Population, 1969

Type of Test	100,000 +	50,000 Urban	to 99,999 Suburban	25,000 to 49,999	Under 25,000
	%	%	%	%	%
Character Investigation	100	100	100	100	97
Medical	100	100	100	100	86
Oral	80	100	100	100	100
Written	100	85	100	92	86
Agility	60	68	50	38	16
Psychiatric	40	34	100	38	54
Other (includes polygraph)	0	17	0	23	11

Because of the failure to conduct intelligence and similar tests at the local level, candidates who are unable to handle police work were sometimes sent to the Municipal Police Training Academy, at considerable local expense. The Connecticut Municipal Police Training Council gives each candidate at the Police Academy an AGCT test (Army General Classification Test), but this is too late in the process. A survey revealed that only sixteen of the ninety-four departments reporting give any test of this type to applicants. Therefore, it is recommended that each police department use either the AGCT test or one similar to it in the initial screening of police recruit applicants.

It is further recommended that each candidate be given a polygraph test which will enable the agency to determine potential areas of concern regarding the candidate.

These tests should be given by professional people who can properly interpret them.

#### Selection Process

The current manpower gap experienced by urban Connecticut police departments is not the result of lack of applicants for available jobs, but the product of insufficient numbers of successful applicants. The number

of unsuccessful applicants is quite startling. One large suburban community reported in 1968 that during the preceding five years, 94% of all applicants were denied places in the department. In urban areas, the picture, according to data collected in 1968 for the preceding five years was as follows:

TABLE 19

Number And Percent Of Applicants Rejected by Municipal Police, 1968

	City Size		
	100,000 +	50,000 to 99,999	25,000 to 49,999
Number of Applicants	1,693	331	250
Number Rejected	1,202	222	148
Percent Rejected	71%	67%	59%

TABLE 20

Percent Applicants Failing For Different Reasons

	City Size		
	100,000 +	50,000 to 99,999	25,000 to 49,999
Did not appear for exams	13	33	12
Did not meet education height, age, or other standards	18	14	19
Failed medical exam	18	6	32
Failed personality exam	12	1	0
Failed physical fitness exam	4	6	0
Failed written exam	36	11	19
Failed oral exam	30	6	15

In the three largest cities of the State, approximately 350 persons apply for jobs as policeman each year. Of this number, about 100 applications are successful. Major reasons for rejection of applications appears to be failure of written or medical exams, failure to meet educational, height or age requirements, and failure to appear for the required exams.

Promotion

Requisites for promotion include intelligence and knowledge of law enforcement procedures and techniques, leadership qualities, and the ability to effectively communicate department policies and procedures to subordinates. Traditionally it has been the procedure in most departments to make advancements on the basis of seniority and/or political affiliations. (There are some who claim that promotions can also depend on race, color, religion or national origin.)

Most departments have available to them guidelines within the municipal charter and/or rules and regulations of the civil service board or commission; however, many of these are very ambiguous, antiquated, or just not adhered to.

Final responsibility for promotions may be with the chief, the board of police commissioners, the highest elected official, or any combination of these. For example, a chief may recommend to the police commissioners three names for appointment to sergeant; they, in turn, may refer one of the three names to the highest elected official, who may or may not make the promotion.

Educational Level of Sworn Officers

At present, almost every Connecticut municipal police department requires a high school diploma or equivalency for acceptance as a recruit. The demands placed on a police officer require a man of at least this demonstrated ability. As the President's Commission on Law Enforcement and Administration of Justice suggests, however, the high school diploma should not be an automatic passport to police work, but should be coupled with a demonstrated capacity to perform college level work. At present, the number of college-trained officers with either two-year or four-year degrees is small. The number of officers who have attended or are attending college without having received a degree is somewhat higher, as shown by Tables 18 and 19:

TABLE 21

## Estimated Educational Levels Attained By Police Officers, 1971

## Percentage by Job Category

Police Officers	Total (%)	Supervisory Personnel		Line Personnel	
		%	Officers	%	Officers
Never completed high school	4.8%	7.2%	77	4.1%	152
Graduated from high school only	90.6%	84.7%	902	92.4%	3,444
With a 2-year associate degree	3.2%	6.8%	72	2.1%	80
With a bachelor's degree	1.3%	1.2%	13	1.3%	50
With a graduate degree	0.1%	0.1%	1	0.1%	3
Presently Attending College	14.4%	14.2%	151	14.4%	538
Total	100%	100%	1,065	100%	3,729

TABLE 22

## Estimated Educational Levels Attained By Police Officers, 1971

## Percentage by Municipal Population

Police Officers	Size of City or Town			
	100,000 and over	50,000 to 99,999	25,000 to 49,000	Under 25,000
Never completed high school	4.0	4.0	6.5	5.9
Graduated from high school only	91.3	92.9	86.5	89.4
With a 2-year associate degree	2.4	2.3	6.1	3.6
With a bachelor's degree	2.2	0.7	0.9	1.0
With a graduate degree	0.1	0.1	0	0.1
Presently Attending College	10.3	11.0	21.3	21.3
Total	100	100	100	100

The data indicates that while only approximately 5% of the police force have degrees of one type or another, fully 15% of all sworn personnel are presently attending college. And surprisingly, it appears that it is the officers in the smaller departments that are availing themselves of this opportunity; 26% of officers in towns under 50,000 in population as opposed to only 15% of sworn staff in those cities over 50,000 population have attended or are attending a college or university.

Differentiating present educational levels of officers according to supervisory and nonsupervisory status indicates that while the supervisory personnel category contains more non-high school graduates as a group (7% versus 4%), they also contain a greater percentage of personnel with college degrees (8% versus 3.5%).

### Equipment Resources

Municipal police departments in 1971 had at their disposal 1,238 vehicles of one type or another. Table 20 differentiates these vehicles by type and by population category.

TABLE 23  
Police Department Vehicular Equipment

	Total	Population of City			
		100,000 and over	50,000 to 99,999	25,000 to 49,999	Under 25,000
Sedans	901	259	251	152	239
Other 4-wheeled vehicles	203	60	69	29	45
2 & 3 wheeled vehicles	98	66	22	5	5
Watercraft	36	4	10	11	11

The data indicates that about three-fourths of the vehicles can be considered to be potentially available for patrol use. Comparing this with other available data, however, indicates that only about 60% of these vehicles are on the street and patrolling a motor beat at any one time leaving the remainder of the equipment to be allocated to the other operating units of the department: traffic services, accident investigation, the special activities of detective or youth bureau personnel, and for special assignments to vice, gambling, narcotics, regional crime squad and intelligence squad needs. This latter figure must also include those vehicles out of service because of repair or maintenance requirements.

### Expenditures

In fiscal year 1971, municipal police departments in Connecticut spent about 70 million dollars for personnel, equipment, maintenance, operations, capital improvements and construction. Personnel costs, as in the past, still consume the largest part of the budget, ranging between 80% to 90% of total annual expenditures (Table 24). Inflation and the need to maintain a qualified and trained force have continued to stimulate increased expenditures for personnel; as budgets are formulated and submitted to the appropriate authorities, personnel expenditures continue to gain the most attention, though no longer the greatest increases.

But limitations of funds and attitudes toward police expenditures still limit necessary budgetary expansion in other areas such as equipment, building, and other capital improvements. Costs of construction and expansion only represent 3% of the expenditures in fiscal year 1971.

The costs of police operations follow different patterns according to sizes of departments and the respective communities they serve. Calculation of the percentage distribution of line items within the budgets indicates that a greater proportion of the budgets of large and medium departments are spent on personnel than smaller departments, therefore leaving less, proportionally, for equipment and other items of supply desperately needed in the areas where crime rates are highest.

TABLE 24  
Estimated Total Departmental Budgeted Expenditures, 1971  
by Municipal Population

	Total	Size of Municipality			
		100,000 and Over	50,000 to 99,999	25,000 to 49,999	Under 25,000
Average Budget \$	687,486	5,153,261	1,430,570	672,602	199,012
Total Budget	68,061,161	25,766,308	18,597,413	10,761,629	12,935,811
Personnel (%)	86.9	91.5	85.0	83.1	83.8
Equipment, Construction and Other Expenses (%)	13.1	8.5	15.0	16.9	16.2

### Coordination Between Localities

The local police departments, as stated elsewhere, are coordinated with the state police, and in some cases each other, through the auspices of the Statewide Enforcement Coordinating Committee, set up under 1971 Grant by the Planning Committee on Criminal Administration.

Local police departments have the authority to form emergency mutual aid agreements, through which the police chief in one town may request the assistance of police personnel from the chief executive of another town. They also work together informally on other less-pressing, extra-jurisdictional problems. (See also, Cooperative Arrangements, in Overview, p.2 ff.)

## STATEWIDE ENFORCEMENT COORDINATING COMMITTEE

The Statewide Enforcement Coordinating Committee (SECC) is an administrative body established in the fall of 1971 to coordinate the policies and activities of the various regional crime squads in Connecticut.

### Organization and Powers

SECC is administered by a supervisory board composed of various chiefs of police (two from each region covered by a regional crime squad), the State Police Commissioner, and a member of the Planning Committee on Criminal Administration (see Figure 1). It is chaired by a non-voting chairman, and meets at least once a month. Its functions include:

- 1) development of policies and guidelines for the operation of the regional crime squads, including enforcement priorities,
- 2) supervision and internal evaluation of activities,
- 3) decision-making concerning the allocation of resources among the regional crime squads,
- 4) hiring of staff personnel, and
- 5) coordinating communication and decision-making among the squads.

Providing support for the Supervisory Board is an administrative staff under the control of a Coordinator, to whom the squad commanders of the Regional Crime Squads report on a daily basis. His function is to implement the policies promulgated by the Supervisory Board. His staff is composed of 3-5 persons located at a central headquarters, and one clerk/typist assigned to each of the squads. The headquarters personnel include state policemen serving as intelligence analysts. The functions of the staff include:

- 1) Administration. This includes paperwork, arrangements for the acquisition of equipment, rotation of personnel in the field, and disbursements of funds to the field commanders.
- 2) Intelligence Coordination. This is to provide centralized intelligence analysis to avoid duplication in the field activities of the various squads, as well as facilitate inter-agency communication of this data.
- 3) Planning and strategy.

The actual operations of SECC are carried out by the regional crime squads, of which there are five participating members. These squads were originally organized pursuant to the authority conferred on local governments by a legislative grant concerning Interlocal Agreements for Mutual Aid (C.G.S. 7-339a-1). Under this statute, municipalities are enabled to join and form a regional supervisory board for the achievement of various goals (in this case law enforcement) through the collective use of jointly provided resources (in this instance, police personnel and equipment).

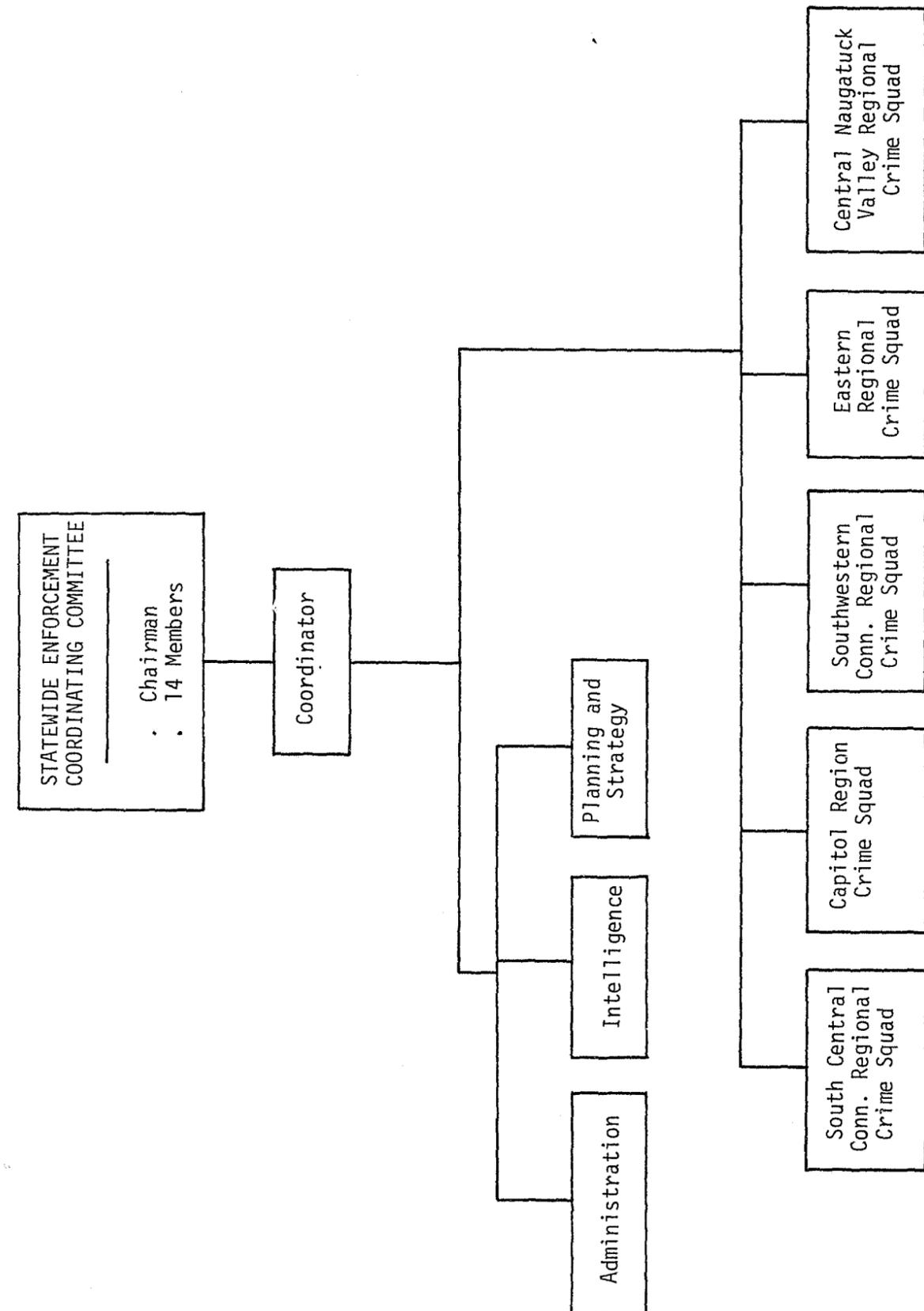


Figure 1. Statewide Enforcement Coordinating Committee Organizational Chart

The structure of a typical regional crime squad is as follows: The Supervisory Committee of the squad is composed of the police chiefs of the participating municipalities and is the policy-making body for the unit. Under SECC, the independence of these supervisory committees has been significantly diminished to enhance centralized coordination and control. In the larger regions, much of the workload of the supervisory committee is performed by a Steering Committee.

Heading the operations of the squad is a Commander or Director and his special assistant. He is directly responsible for the operations of the squad and his duties include the following:

- 1) issuing orders to agents
- 2) periodically debriefing his agents
- 3) training agents
- 4) controlling the unit's expenditures.

He is aided by an intelligence analyst, whose functions include:

- 1) maintenance of debriefing records
- 2) the analysis of crime patterns in the region
- 3) the exchange of intelligence data
- 4) establishment of a Uniform Crime Index for the region
- 5) keeping the agents in the field up-to-date on the intelligence files
- 6) maintenance of a photo file.

The agents in the field are under the control of their field supervisor. The agents are chosen by their respective chiefs for duty with the regional crime squad, trained by the squad and the State Police, and serve tours of duty of varying length, usually until "burned out" due to over-exposure. Originally, the state police contributed two men to each squad, but with the advent of SECC, this practice was discarded and men are instead made available to serve SECC as intelligence analysts.

The powers of the regional crime squad include the power of arrest for the violation of state and local ordinances anywhere within the region, defined by the geographical boundaries of the member municipalities. As for extra-jurisdictional powers, these are similar to those of any law enforcement personnel, with the exception that crime squads may be called upon to perform investigations by non-member towns. Their arrest power in this situation is limited.

#### Activities

The primary activity of the SECC at present relates to narcotics violations. The field operations are primarily of an undercover nature, with the agents developing evidence through the use of "confidential funds" to make buys, and the use of informants. In addition to tracking down drug offenders, the squads are supposed to develop similar intelligence and enforcement in the areas of:

- 1) breaking and entering
- 2) conspiracy to dispose of stolen goods
- 3) bookmaking and policy playing
- 4) violations of liquor and firearms laws
- 5) subversive activities
- 6) prostitution
- 7) official corruption
- 8) the involvement of organized crime in legitimate businesses, and any or all of the above

#### Coordination

The primary purpose of SECC was to remove various dysfunctional aspects of the old system which were the product of a lack of coordination at various levels.

Under the old system, the State Police provided two men for each of the regional crime squads. Conflicts arose concerning operating policies, procedures, cooperation and coordination. Under SECC, these problems will be overcome in three ways:

- 1) The Commissioner of the State Police will be a member of the Supervisory Board of SECC.
- 2) The personnel comprising the Intelligence division of SECC will be State Police personnel who are responsible to SECC, thus eliminating the lack of intelligence coordination among the various squads and the State Police, who maintain the statewide intelligence repositories.
- 3) The state police personnel freed by removing them from the individual squads will be better able to serve SECC by providing follow-up duties with the benefit of their statewide arrest jurisdiction.

SECC will also remove the lack of coordination between individual squads, resulting in:

- 1) more efficient communication of intelligence data
- 2) reduced expenditure on support personnel
- 3) better evaluation of operations, leading to a more objective basis for funding allocation
- 4) personnel rotation, so that personnel whose useful life has been reduced by being burned out may be transferred to another region, thus reducing the loss of trained agents to the system.

It has yet to be determined to what extent SECC will coordinate with the Organized Crime Task Force, a unit which is a pilot program representing an attempt to bring together all the various facets of the investigatorial and prosecutorial functions on a regional basis. The 1971 Action Grant to the Organized Crime Task Force was conditional on coordination and

cooperation with the SECC, and the South Central Connecticut Regional Crime Squad, whose region overlaps to a large degree with that of the O.C.T.F. There is a structural link in that the New Haven Chief of Police and the State Police Commissioner are both members of both the SECC and the Director's Unit of the O.C.T.F.

Because of the nature of their operations, the regional crime squads must coordinate quite closely with the local police departments within their region. Their work is largely investigative, and as such, they are dependent upon the local police for a wide variety of complementary support and enforcement services.

Resources

The two primary sources of funding for SECC are the municipalities, whose aid is largely in kind (personnel and equipment) and LEAA grants, administered by the Connecticut Planning Committee on Criminal Administration. A summary of the funds made available is shown in Table 25.

TABLE 25  
Summary of Operating Regional Crime Squad Statistics

REGION	BEGINNING DATE	NO. OF CITIES	POPULATION SERVED	NO. OF PERSONNEL		ESTI- MATED ANNUAL BUDGET	BLOCK GRANT FUNDING	
				Pol.	Civil- ian		FY '69	2nd Half '71
Capitol	1/70	36	908,426	18	2	\$251,000	\$ 37,519	-
South Central	1/70	13	485,918	10	1	\$155,000	\$29,363	\$ 7,182.00
Southwest	5/69	11	410,606	12	1	\$120,000	32,922	10,599 48,238.20
Central Naugatuck Valley	7/70	12	218,803	6	1	\$ 90,000	-	27,205 6,000.00
Greater Bridgeport	-	6	N.A.	12	-	N.A.	-	- 29,214.00
Eastern Conn.	-	5	N.A.	9	-	N.A.	-	- 18,600.00
TOTAL	-	83	2,023,753+	67	5	72 (\$616,000)	\$62,285	\$126,590 \$109,234.20

Source: Synopsis of Regional Crime Squads in Connecticut, 1971.  
(Compiled by T. Taylor, Capitol Region Council of Governments and Planning Committee data).

## THE MUNICIPAL POLICE TRAINING COUNCIL

Except for a few large cities which have their own police training academies, the majority of new municipal police officers in Connecticut are trained by, or under the aegis of, the Municipal Police Training Council (MPTC). These officers currently receive a minimum of 200 hours of training and there are plans to increase this to 240 hours in the near future. Among local departments, only Hartford, New Haven, Bridgeport and New Britain currently have independent police training facilities and only the first three named offer more than the 400 hours of training recommended by the Task Force Report on the Police of the President's Commission.

The Municipal Police Training Council was originally created by the 1965 session of the General Assembly which passed Public Act 575 authorizing the appointment of the MPTC and initiated a mandatory recruit training concept for local police department personnel. This originally provided for a minimum of 160 hours of training for all new officers permanently appointed after July 1, 1966. Previous to this, the Connecticut Chiefs of Police Association conducted a recruit training school, with major support by the State Police Department, under Commissioner Leo J. Mulcahy. The student body included new patrolmen from many local police departments throughout the State. From July 1, 1966 to April 4, 1969, more than 1,000 local patrolmen were trained under this arrangement in over 50 training sessions at the Connecticut State Police Academy. Since July 1, 1966, more than 1000 local officers have been trained under the guidance of the Municipal Police Training Council. Currently, the Municipal Police Training Council trains about 320 local police recruits a year.

The council originally appointed by Governor Dempsey consisted of ten regular members including the following: a chief administrative officer of a town or city in Connecticut; a member of the faculty of the University of Connecticut; and eight members of the educational committee of the Connecticut Chiefs of Police Association who are holding office or employed as chief of police or the highest ranking professional police officer of a regularly organized police department of a municipality within the state. In addition, two ex-officio members of the council were appointed: the Commissioner of State Police and the agent-in-charge in Connecticut for the Federal Bureau of Investigation.

After Governor Dempsey appointed the Council, the initial staff was engaged and operated for one year under Office of Law Enforcement Assistance Grant 056, until the present state budgeted funds became available for full operation. The Council is authorized to: approve, or revoke the approval of, any police basic recruit training school conducted by a municipality and to issue certificates of approval to such schools and to revoke such certificates of approval; to set the minimum courses of study and attendance required and the equipment to be required of approved municipal police training schools; to set minimum requirements for instructors, to qualify instructors, and to issue certificates to instructors of municipal police training schools; to set the minimum basic training requirements of police officers appointed to probationary terms before becoming eligible for permanent appointment; to recommend categories or classifications of advanced in-service training programs; to visit and inspect each school at least once a year. The Council was also charged with the responsibility of recommending

categories of advanced in-service training programs for police officers. More recently, it studied current police problems, such as standards of selection for permanent police officers and training standards for supernumerary (non-permanent) police and is currently engaged in preparing a comprehensive police manual for use by all local and State police officers.

The 1965 session of the Legislature also passed Special Act 245, jointly sponsored by the Chief's Association and the State Police Department, which authorized a bond issue of \$1,435,000 for the construction of the Connecticut Police Academy, to be shared by both agencies for training at all levels.

The Academy is located in Meriden on an 85-acre plot which is close to the geographical center of the state, and within a mile of the intersection of major highways radiating to the four boundaries of the state. On April 14, 1969, ground was broken for the construction of the training academy, and construction was completed in 1971, and the Academy is now in use. It includes the following facilities:

- Offices of the Training Council
- Dormitory for 120 Men (two-man rooms)
- Separate Facilities for Six Women
- Dining Room and Kitchen (125 capacity)
- Training Staff Instructors' Rooms for Both State Police and Council Staff
- Photography Classroom and Work Cubicles
- Library
- Museum
- Seven Classrooms
- Audio-Visual Equipment and Preparation Room
- Crime Scene Search Room
- Indoor Range
- 400-seat Auditorium
- Conference Room

A later phase of construction will include the following:

- Gymnasium
- Training Tank
- Athletic Field
- Outdoor Ranges
- Demonstration Area
- Driving Track and Skid-Pan

It is anticipated that the following training activities will be conducted at this facility:

- Recruit training for local police
- All State Police recruit training
- In-service training at all levels for all police
- Specialized training for detective, traffic, youth, policewomen, etc.
- Command level courses for chiefs and administrators
- State and regional conferences of law enforcement agencies.

In 1969, the Planning Committee on Criminal Administration submitted House Bill 6685-"An Act Concerning the Powers of the Municipal Police Training Council"-to the General Assembly which would have authorized the Municipal Police Training Council to set minimum standards and qualifications for police recruits. This bill failed to pass and there are currently plans to resubmit a new bill to the 1971 legislative session with the support of the Chiefs of Police Association.

The Municipal Police Training Council currently has a permanent staff of eight including the Executive Director, four training officers and three secretarial and clerical personnel. In addition, there is a curriculum research assistant temporarily attached to the Council who is supported under a federal discretionary grant from LEAA, and who is currently engaged in the development of lesson plans and other training materials for both basic and specialized subjects; and a librarian who was hired with support from a federal grant from the Connecticut Planning Committee on Criminal Administration. This year (1972), positions for four more instructors and a director of training have been authorized by the State Personnel Board. The Council also maintains and operates a comprehensive film-lending library which is available to all municipal police agencies.

The current authorized budget of the Council for FY 1971 is approximately \$109,000, up from the previous allocation of about \$90,000 in FY 1970 and approximately \$80,000 in FY 1969. These figures do not include about \$10,000 allocated for equipment expenditures during the 1969-71 Biennium. Only a small part of the Municipal Police Training Council's budgetary costs are covered by the fees charged to local departments for training. Currently, the local departments pay a \$10 tuition charge and \$12 to cover the cost of ammunition used by recruits. In addition, \$1 a day is charged for meals. There are no residential facilities available at present but these will be available when the new academy is in operation.

## THE STATE POLICE DEPARTMENT

The Connecticut State Police Department was established by the Legislature in 1903 as the first permanent state police force in the nation (1). As stated in the original bill, the Department was expected to assist, whenever requested by the Governor, the Attorney General, a state's attorney or other legally-appointed prosecuting officer, in the investigation, detection and prosecution of all criminal matters which fall within the purview of the officer making the request for assistance (2). The force was chiefly organized for the suppression of commercialized vice with particular reference to the enforcement of the state's liquor and gambling laws and for the investigation of fires of suspicious incendiary origin. The department began operations with a force of five fulltime officers, a superintendent and an assistant superintendent.

Subsequent legislative sessions have resulted in expansion of the department's role, scope of activities and personnel (3). By statute, the State Police Department is responsible for the enforcement of law and order and for the safety and protection of people and property throughout the state. In that role, it is charged with the preservation of the public peace and order, the prevention and detection of crime, the apprehension of offenders, the protection of persons and property and the enforcement of the laws of the state. Among the specific duties of the Department are the following:

Patrol of highways to remove unfit drivers and equipment and to reduce speed infractions

Investigation of highway accidents and administration of emergency first aid to injured persons

Apprehension of traffic law violators and assistance to disabled motorists

Analysis of traffic problems and accident causes and recommendation of solution

Investigation of violations of all criminal statutes

1. In the year 1865, the Commonwealth of Massachusetts appointed a few "state constables," who were invested with general police powers throughout the Commonwealth. This unit, the Massachusetts District Police, could be considered the first general state police force, although it lacked permanency in the statutory and organizational sense.

2. See "The Origin of the Connecticut State Police Department" by Thomas E. Tighe (undated), a copy of which is in the Connecticut State Library.

3. Primary statutory reference for the State Police Department is Sections 29-1 through 29-143. In addition, there are a large number of other statutes which either mention the State Police Commissioner in one role or another or which assign regulatory functions to the State Police Department.

Undercover activities in connection with identification of narcotics, vice and gambling violators

Identification and examination of suspects in crimes

Communications between troop headquarters, cruisers and local and out-of-state police departments

Regulation of conditions for places of public assembly

Investigation of fires, buildings and other facilities (through the State Fire Marshal's Office) and

Enforcement of regulations for safe storage, transportation and use of explosives.

There are other substantive areas with which it is also concerned, such as organized crime intelligence and the surveillance and control of other criminal elements. As can be seen, the State Police Department is assigned statutory responsibility not only for substantive criminal justice system activities but also for a great number of regulatory activities such as licensing and inspections as well as services such as aid to disabled motorists and emergency medical assistance.

#### Organization and Personnel

In charge of the State Police Department is a commissioner who is appointed by and serves at the pleasure of the Governor (4). An executive officer, with the rank of lieutenant colonel, assists the commissioner and acts for him in his absence. Operationally, there are eleven State Police troops throughout the state as well as other specialized units with a total of 1,009 fulltime personnel, including 759 authorized sworn personnel.

A new commissioner was appointed by the Governor-elect in April, 1971 and since then, the State Police Department has been undergoing a major reorganization (see Figure 2, Table of Organization). Operational and support activities have recently been regrouped under two areas, field operations and staff services, each commanded by a captain.

#### Special Administrative Units

##### Internal Affairs

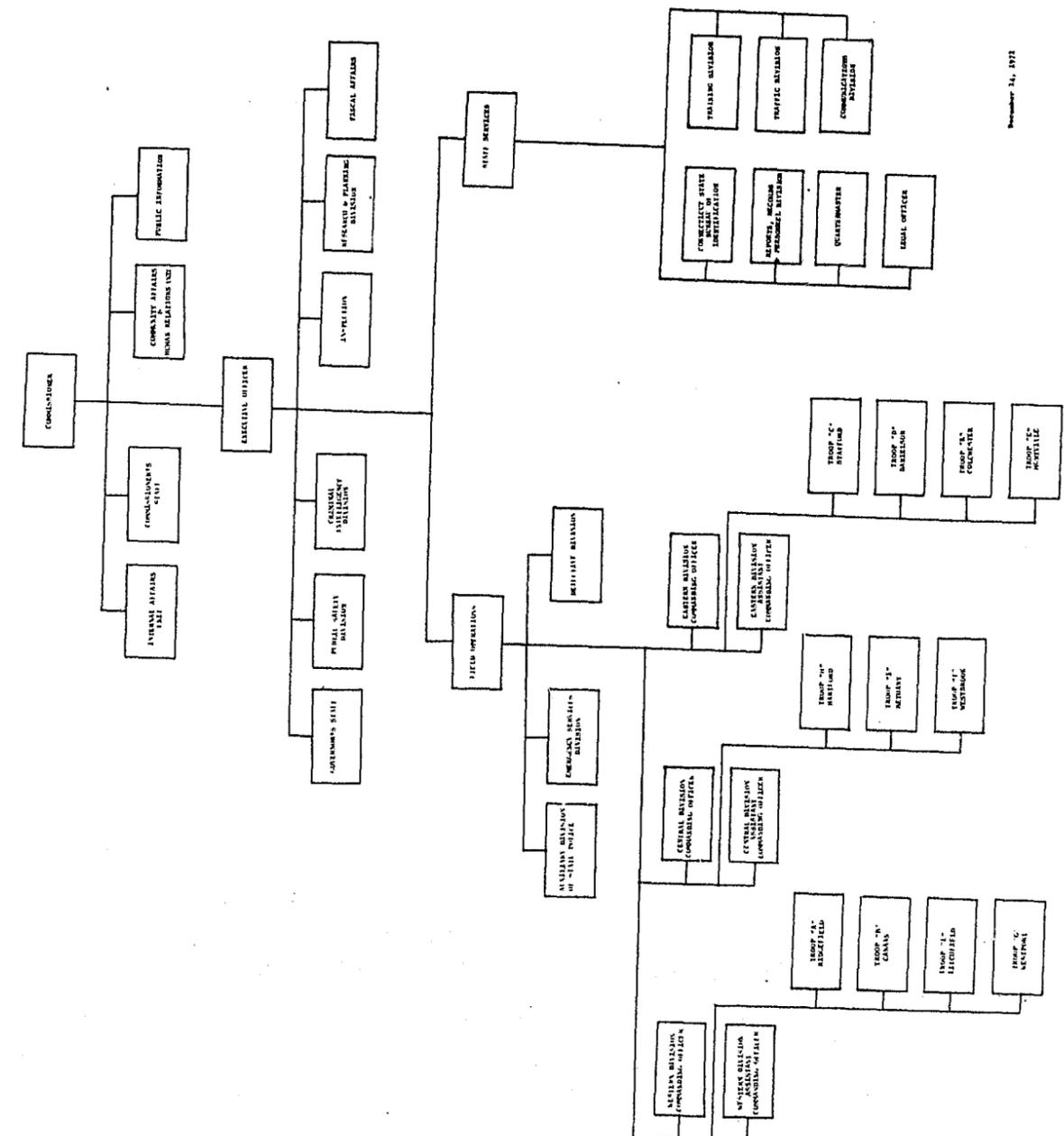
This unit is presently composed of two sergeants who have the responsibility of investigating all internal complaints as assigned by the Commissioner.

##### Commissioner's Staff

This unit is composed of a sergeant and two troopers. The sergeant and

4. Under Section 29-1 of the Connecticut General Statutes.

Figure 2. Connecticut State Police Department Organizational Chart



one trooper serve as aides to the commissioner while the other trooper functions as an aide to the executive officer.

#### Public Information Officer

The position of public information officer was recently created by the department in an effort to improve relations with the news media and the image of the department in the public's eye.

The duties of the public information officer include the following: liaison with the state's news media, production of a monthly departmental newsletter, preparation of printed news releases concerning department policies and special activities, conducting research on special projects as required by the Commissioner and his staff, and preparation and administration of departmental citations for both sworn and civilian members of the department.

#### Community Affairs and Human Relations Unit

This unit is composed of two troopers who work with various community-based organizations in an effort to establish better rapport between the police and the community. This involves contact work with blacks and other ethnic groups, with students at all academic levels, and with various other organizations. The unit also seeks to attract and assist minority group members interested in becoming members of the State Police Department.

#### Public Safety Division

This division is commanded by a captain and includes the following activities: permits, licenses, bazaars, raffles, special police, private detectives, public assembly, bondsmen and weapons permits. It is also concerned with and responsible for all matters pertaining to fire and public safety throughout the state in both urban and rural areas.

A major section of the division is the State Fire Marshal's Office which is responsible for the administration of fire prevention and protection programs, investigation of suspicious fires, abatement of fire hazards, initiation and enforcement of fire regulations and fire safety codes in cooperation with other state, local and national fire department officials, building officials and architects. Arson investigation in itself is a major responsibility of the public safety division.

The responsibility of writing regulations to insure the public safety has been vested in the office of the State Fire Marshal by the Legislature concerning these many vast problems. It is the responsibility of this division to review, revise and amend regulations promulgated under this authority to keep pace with ever-changing conditions.

Presently there are regulations covering dry cleaning, dry dyeing establishments and coin-operated dry cleaning, the storage, transportation and use of explosives, motion picture exhibitions, fireworks displays, the storage, use and transportation of flammable liquids, the safe storage, use and transportation of liquified petroleum gas, the installation of oil burning equipment, the conduct of raffles and bazaars, soot removing compounds, outdoor amusements (governing circuses and carnivals for fire and casualty hazards), and model rocketry.

Enforcement responsibility of the fire safety code (established in 1947, and published in progressive installments since), is vested in the State Fire Marshal's office. This code attempts to provide for reasonable safety from fire, smoke and panic in all buildings except private dwellings occupied by one or two families. Under the code, regulations are in effect covering the following occupancies:

Places of assembly, hotels, hospitals, convalescent homes, new schools, existing schools (constructed prior to December 15, 1953) boarding homes, rooming houses, dormitories, child day care centers and buildings used as private schools for trade instruction, mercantile storage, industrial, miscellaneous structures (i.e. towers, piers, vehicles, offices, vessels and seasonal camps for the handicapped).

Licenses and permits are issued by this division for advertising signs, auctioneers, carnivals and circuses, fireworks displays, motor vehicle race tracks, amusement parks, soot removing compounds, explosives, motion picture theaters, projectionists and managers. The following statistics were submitted in the annual report for the period July 1, 1970 to June 30, 1971:

4906	Advertising spaces licensed
28	Licenses to engage in the business of outdoor advertising
76	Amusement Park licenses
49	Permits to purchase, transport and use explosives
2	Soot removing compound permits
1592	Theater licenses
232	Permits to conduct motor vehicle races
1368	Raffles and bazaars applications and permits processed and reviewed
83	Organizations registered for Bingo
1534	Individuals registered to conduct Bingo
17	Oil burner models approved
380	Outdoor amusements licenses

Personnel participated in the investigation of 158 fires of suspicious and undetermined origin throughout the State. Under the direction of the commanding officer of the division and in cooperation with the State Department of Education, 12 local fire marshal's institutes were conducted at various locations in the State over a period of 5 years. Each course covers a period of 12 weeks--one night per week, 2 hours each evening. Attendance, which included local fire marshals, fire prevention personnel, etc., totaled 560 men.

The licensing and inspection section is responsible for the preparation of procedures and enforcement methods through inspections for licensing soot removing compounds, outdoor advertising, amusement parks, circuses, fireworks displays, auctioneers, motor vehicle races, motion picture theaters, museums, projectionists, bazaars and raffles.

This section conducts an active program of inspections, enforcement, investigation and education concerning convalescent homes, boarding homes for

the aged, and schools throughout the State in cooperation with law enforcement officials also concerned with these problems. In addition, inspections are conducted as requested for State Department of Labor of migrant farm worker camps; State Department of Health of child day care facilities and facilities for the mentally retarded; State Department of Public Works for leasing of housing facilities for educational purposes; State Department of Mental Health of acquiring facilities for housing of narcotic and drug-dependent individuals--so-called "half-way houses"--and State Highway Department for purposes of inspection of sites wherein blasting operations will be conducted.

During the period July 1, 1970 to June 30, 1971, the personnel of this section conducted the following inspections:

214	Buildings
146	Explosives
413	Carnivals and Circuses
13	Amusement Parks
1	Dry Cleaning Plant
4	L.P. Gas Installations
5	Flammable Liquid Installations
1	Fireworks
108	Theaters
263	Motor Vehicle Race Tracks

All bazaars and raffles must be registered with the State Police and reports on these must be filed. This division also has the authority to examine records of all bazaars and raffles as well as equipment, etc.

The public safety division also investigates, licenses and regulates all private detectives, security service, security agencies and detective agencies, and maintains files on all persons so employed. There are presently several thousand such employees on file plus data on a few thousand others who have been denied registration, etc. The turnover in this field is large and entails approximately 100 new registrations and terminations weekly. Each license holder is required to post a \$10,000 bond with the Commissioner of State Police.

The State Police, through the public safety division, also investigates and licenses all professional bondsmen. This means checking all assets that relate to bonding purposes only. Monthly and annual audits are maintained which entails keeping a running account of their outstanding bonds and is done on forms provided by this division. All complaints of irregularities by bondsmen are brought to the attention of the courts for prosecution or the State Police Commissioner for a hearing. A close liaison exists with the courts on bond forfeitures cases to make sure the forfeited bond is paid by the bondsman.

The section also processes applications for special police powers according to six state statutes. Applicants are interviewed, photographed, fingerprinted and processed. Only qualified local police departments and superior court clerks are notified, according to statute. There are presently several hundred such special policemen with new applicants being processed at the rate of two or three weekly.

The State Police also process applications for weapons permits and maintain a file on such permits granted throughout the state.

#### Fiscal Affairs

A civilian business manager heads this office which is responsible for budgeting, purchasing, accounting, maintenance and headquarters custodial services.

#### Governor's Staff

The Governor's staff includes those state police functions such as provision of a driver and other special services.

#### Criminal Intelligence Division

The criminal intelligence division, nominally supervised by a captain and staffed by 15 officers, functions in the following areas: organized crime, criminal information, intelligence information, electronic surveillance, security investigation, and gambling activities as they relate to organized crime. It also provides for departmental liaison with the Southern New England Telephone Company. The division works closely with all of the federal investigative agencies as well as with local police, and is frequently called upon to assist local and State Police agencies in adjoining states.

The organized crime section of the criminal intelligence division is primarily involved in both routine and in-depth investigation into organized gambling activities throughout the state. The division's ability to perform telephone toll analyses enables it to reconstruct the gambling organizational structures throughout the state. The undercover personnel of this division conduct field surveillances of suspected gambling operations. After sufficient probable cause is established, search warrants are drawn up by the division and turned over to the detective division for execution. If requested, members of this division will render assistance in this execution. Several members of the division have been qualified as "experts" in the field of gambling by the Connecticut circuit courts.

More recently, the penetration by organized crime of both legitimate business and labor unions has become an area of increasing concern in Connecticut. There are also indications that organized crime elements are making inroads into the fields of pornography and narcotics and these areas are being explored by this division. Intelligence sources and files are currently being developed along these lines.

The security investigations section of the division maintains continuous contact with college security units and other investigative agencies and attempts to collect advance information on demonstrations and other activities, which might disrupt the state government or pose a threat to any individual thereof. This information is disseminated to all agencies concerned in order that they may be prepared for any and all eventualities emanating from the proposed actions. This division also maintains contact with various groups that are planning demonstrations so that these may be conducted with a minimum of disruption or unlawful acts.

Recently-enacted legislation has authorized the State Police to engage in electronic surveillance (wire-tapping) and the criminal intelligence Division has been designated by the Commissioner of State Police to conduct this function. Recently, the division obtained technical training for its personnel and acquired the electronic equipment necessary to implement this program, including some of the most modern sophisticated electronic eaves-dropping detection devices. This division is in a position to assist any state agency, police department or any other authorized source in the detection of clandestine transmitting devices. The electronic surveillance unit is also in the process of acquiring special communication equipment which will be available for use by undercover personnel and by other State Police divisions, and regional and local police units as well as by the offices of the state's attorneys.

The criminal intelligence division is also responsible for the collection and dissemination of information on all types of criminal activities to local, state and federal enforcement agencies and maintains extensive and comprehensive files on organized crime and other criminal elements. This division participates in the mutual exchange of information with other members of the Metropolitan Regional Council, the Connecticut Police Intelligence Unit, the Law Enforcement Intelligence Unit, the New England State Police Administrators Conference, and the New England Organized Crime Intelligence System (N.E.O.C.I.S). Within Connecticut, the criminal intelligence division maintains a close working relationship with the offices of the various state attorneys and with the Office of the Chief Prosecutor of the circuit courts.

Inspection

This unit is composed of a captain who draws personnel from specialized sections as needed for conducting on-going inspections of the State Police troops and divisions.

Research and Planning Division

This division was established by Cleveland B. Fuessenich after his appointment as Commissioner of the Connecticut State Police Department, and was initially staffed with a captain as commanding officer, a sergeant, a corporal and a trooper. The unit was immediately confronted with both staff problems and a large volume of paper work related to federal grants. Due to the complexities of the reporting procedures required of federal grants, an officer with an accounting background has been assigned to the division as grants administrator to coordinate all reports and mechanics of the grant application process. One major problem was that none of the personnel initially assigned to the division had any advanced education or experience in the areas of research or planning and the State Police Department did not have anyone specifically qualified to undertake sophisticated long-term research. To meet this need, Commissioner Fuessenich obtained, under LEAA funding, the services of a civilian research expert with the appropriate academic qualifications to plan and carry out this much needed function.

The research expert is currently directing the work of the Research and planning division while the captain remains as commanding officer in charge of those men who will continue to deal with staff assignments and related federal grants.

Staff Services

This division is commanded by a captain and includes the following: communications division, reports and records division, quartermaster division, training division, Connecticut State Bureau of Identification, traffic division and departmental legal officer.

Communications Division

The communications division of 28 police and civilian personnel, commanded by a captain, is responsible for the operation and maintenance of a statewide radio system connecting all troops and headquarters with portable mobile units installed in vehicles. It is also the monitoring state control point for the national attack warning system. Within this division, the teletype section is responsible for coordination of communications network between local and state police and out-of-state agencies. This system includes participation in the F.B.I. National Crime Information Center (NCIC) system, providing access for 80 local police departments to NCIC via the State Police NCIC terminal.

The communications division of the Connecticut State Police Department is the control center for the Connecticut Police teletype-writer system serving all police--state and local--in Connecticut. In addition to the intra-state teletype traffic between local police departments and State Police headquarters, this division disseminates and relays all the teletype traffic in and out of the State of Connecticut. In the teletype room of the communications division there are 7 teletype machines on the police network and one private-line weather service/teletype machine. The present system operates at a speed of 60 words per minute and services 80 local police departments, 11 state police troops and 4 motor vehicle department lines through a common switch-board covered by two operators. There is also one line at the Connecticut State Bureau of Identification. The system is also used to monitor the private-line weather/teletype service and it disseminates severe weather condition information, such as hurricane warnings, tornado warnings, flooding conditions, etc.

The communications division is also responsible for all teletype traffic flowing in and out of the State of Connecticut. In particular, it monitors the National Law Enforcement Teletype System (NLETS), a nationwide private wire service connected to teletype via telephone lines and operating at a rate of 100 words per minute, for any traffic concerning the State of Connecticut.

Over the last ten years, traffic through the division has increased considerably, as can be seen from the number of general broadcasts handled by it:

<u>Year</u>	<u>No. of General Broadcasts</u>
1960	30,848
1965	41,214
1969	63,234
1970	69,320
1971	65,834

A general broadcast is an all-points bulletin. These figures do not include the numerous direct messages between local police departments and points in and out of the state. This increase can be expected to keep pace with the increasing population and a rising crime rate across the country. In 1965, the Division sent out stolen car reports at the average rate of 16 per day but by 1970 this rate had more than doubled to 35 per day. In 1971 the division discontinued broadcasting motor vehicles stolen in Massachusetts, New York, Rhode Island, etc. because those states now enter all stolen vehicles into NCIC to which the State Police has direct access.

The headquarters base station radio is in the communications division teletype room and constantly handles radio traffic between headquarters and troops as well as between headquarters and the multitude of mobile radio units assigned to headquarters divisions working out in the field. The State Police radio system is monitored for any emergency radio messages. The communications division advises division heads of emergency situations in the field as ascertained from the radio monitoring. In this same way, the division monitors the State Park and Forest radio system for any emergency.

The division also serves as the state warning point for the National air raid warning system. This warning system is tested from 3 to 5 times every day at various times throughout each day. Upon receipt of a test ring from "National," the statewide system is tested via a roll call.

The division also maintains access to Department of Motor Vehicles records via an IBM 2740 terminal. This is used for ascertaining Connecticut Operators license and motor vehicle registration information. Recently, the (11) troops have been given on-line access to these motor vehicles files. There is also an IBM 1050 terminal connected to the National Crime Information Center (NCIC) in Washington, D. C., a nationwide crime information storage facility. The division is responsible for entering and deleting all the pertinent information concerning the State of Connecticut which meets the requirements of the NCIC facility. This presently includes the categories of wanted persons, stolen vehicles, stolen registration plates, stolen securities, and stolen/missing or recovered guns. Also, there are periodic validation checks to be made for NCIC via a printout. The printouts are updated, accordingly, in all categories at various times according to NCIC requirements. Backup files are maintained for the NCIC information. Plans are currently being considered to provide statewide access to the NCIC files through the teletype system network.

The communications division maintains card files for stolen cars reported within the State of Connecticut. Master files are maintained of all messages sent and received by any police agency in the State of Connecticut. This information is available at the Connecticut State Bureau of Identification (CSBI).

#### Reports and Records Division

Included under this section, which is commanded by a lieutenant, are the data processing activities, personnel, departmental reports and records, publications and department personnel investigation.

The data processing section is responsible for processing data and for the preparation of periodic statistical reports such as the Uniform Crime

Reports (for the FBI), criminal statistical reports for the use of the State Police, narcotics reports for all police departments in the state as well as various miscellaneous reports such as personnel rosters and summaries, schedules, etc. The section maintains a key-punching section (staffed by civilians) and a wired-program processing machine and makes extensive use of the State Data Center's computer facilities. It performs searches of files for specialized information such as a certain M.O. (modus operandi), and is currently involved in several projects relating to computerization of criminal history files and intelligence sharing, such as SEARCH, an acronym standing for System for Electronic Analysis and Retrieval of Criminal Histories.

The police personnel section is responsible for the supervision of the department's evaluation system, analyzing work of personnel and the recommendations of methods to improve the efficiency of the department. This section processes requests for special school attendance and state applications for reimbursement of tuition costs for higher education in police-related fields, supervises the operations of employees, provides liaison with the attorney general's office representing personnel who have received injuries (and advises them of available benefits), maintains personnel files, and processes vacation and special leave requests. Educational data is maintained by the section on all sworn personnel for evaluation of requests for transfers, consideration of special skill, education, knowledge of languages, etc., possessed by personnel.

The reports and records section is responsible for receiving and maintaining all records and reports which emanate from the operating staff. This section establishes and maintains such systems of records, reports and forms as may be required and directed by the commissioner; renders analytical and statistical reports of the department's activities required for the efficient administration of the department; and reviews reports submitted to headquarters in all prescribed forms and institutes such action as may be found necessary to effect uniformity in their composition. It is also responsible for the preparation of regulations and procedures to be followed by department personnel; methods to improve the efficiency of the department, and for all discussions concerning case investigations with representatives of federal, state and local enforcement agencies. Requests for information on criminal matters from attorneys, insurance companies and interested citizens are processed by this section and central files of all department investigations, State Police motor vehicle arrests, daily routines, etc., are maintained by it.

This section is a central repository for all department criminal and motor vehicle investigative reports. All such reports are reviewed for completeness, accuracy and conformance to rules and regulations. Information on these reports are coded for key-punching. Routine reports, a daily diary of the activities of all sworn personnel of the department, are processed for the preparation of the following reports: Invoices for duty-connected expenditures, requests for payment for overtime hours worked and shift differential pay, and transportation control (mileage, gas, oil, emergency repairs). A department-wide complaint file indexed to investigative reports and the State Police motor vehicle arrest file is also maintained by this section. Court abstracts on all criminal cases and motor vehicle cases with case numbers are disseminated by the section to the troops and divisions involved.

The section also performs record checks for Army, Navy, F.B.I. and other enforcement agencies, distributes material concerning civil service tests to various troops and divisions, and maintains a possessed property control file to assure property taken into custody is returned to the proper person and to protect subrogation of rights. It provides a central control for court orders of "erasure of records" and distributes erasure notices to troops or divisions.

#### Quartermaster Division

A sergeant is assigned as a quartermaster and is responsible for the direction and supervision of the maintenance and issuance of department property, supplies and equipment. He keeps informed about and inquires into the availability, quality, utility, cost and effectiveness of any new police equipment which may be of interest to the department and makes recommendations accordingly. He also reports on the improper use and negligent care of state-owned property or equipment and on any failures to meet expected standards of quality or warranty. Regular reports are made by troop and division commanding officers to the quartermaster on the condition and required maintenance procedures of property assigned to them. All requisitions for supplies, equipment or repair of equipment, including portable and mobile equipment, are also processed by the quartermaster.

#### Training Division

The training division includes three major sections - recruit, in-service and range training - and is nominally headed by a captain. At the present time, the director of the training division is a sergeant. Recently, the State Police training section moved to the new Connecticut Police Academy in Meriden, a facility which is shared with the Municipal Police Training Council. The new facility has space to provide for resident training of up to 80 local and State Police officers at a time.

The State Police's training academy curriculum provides for 960 classroom hours in a 20-week program (of 48 hours per week). It is currently undergoing modification and reorganization.

#### Connecticut State Bureau of Identification (CSBI)

This division is nominally commanded by a captain and includes the following major activities: polygraph; Criminal Arrest Records Bureau (CARB); identification of fingerprints, weapons, etc.; and photography.

The polygraph section is responsible for lie detection examinations of suspects, instruction of police officers in techniques of interrogation, and provision of services and facilities for all law enforcement agencies throughout the state.

During 1971, this section conducted a total of 318 examinations and of all the criminal examinations about two-thirds were for local police and agencies other than the State Police Department. It should be borne in mind that these examinations are strictly voluntary and often the subject refuses the examination or confesses to the crime just prior to the test. These incidents are not recorded in the figures.

The Criminal Arrest Records Bureau (CARB) is the central repository of all Connecticut records of criminal arrests and is maintained for the purpose of making this information, in the form of abstracts, available to the courts.

The Bureau processes court-ordered erasures of criminal arrest records, disseminates information from their files to State Police personnel and members of other law enforcement agencies and acts as a central repository of all criminal arrests reports of the State Police Department since 1925. In 1961, the statewide circuit court system went into effect and the bureau now receives criminal arrest records from all law enforcement agencies throughout the State.

When a person is arrested, a Uniform Arrest Report is sent to CARB by the arresting agency. A search is then made for any previous record and all data found is sent to the court for pre-trial information and pre-sentence use.

Name checks are performed for governmental agencies entitled to receive this information and arrest record data are sent to various state agencies, e.g., Department of Motor Vehicles on cases concerning arrests if motor vehicles were used in the commission of certain crimes. Arrests data concerning aliens is sent to the U. S. Immigration Service. Data on all arrests where fingerprints are obtained are sent to Connecticut State Bureau of Identification. All State Police arrests are checked for possible fugitives with the National Crime Information Center (NCIC) in Washington, D. C. through the State Police's NCIC computer terminal.

CSBI, the identification division, has already been described in some detail in a section on crime laboratories. It functions in the following areas: Fingerprint Identification is responsible for processing fingerprints and making comparisons of specimens submitted for identification. Document Identification is responsible for processing documents, type-written and printed specimens submitted for analysis. Firearms Identification is responsible for processing bullets, shells and firearms submitted for identification purposes.

All of these services are available to (and continually used by) all law enforcement agencies, both local and state, throughout Connecticut. Also, instruction in the field of latent fingerprint processing is available to local police agencies on request.

The identification section also conducts examinations of physical evidence such as tool marks (but excluding chemistry, hair, etc.) as well as in the area of forensic odontology. In connection with this particular type of examination, the services of a qualified dentist in this field have been used for years.

This man volunteers his services and he holds the special rank of lieutenant in this department. He is exceptionally well qualified, having conducted special research into this problem and is known throughout the world. He performs his work within the framework of CSBI and in 1971 responded in over 50 cases of unidentified bodies in which dental charting and comparisons were absolutely necessary. In 1971, 28 persons were killed in a single plane crash.

identification on 25 of these 28 persons was through dental charts and all 25 were identified in this manner.

Latent fingerprint processing is constantly being performed in the laboratory and, because of the volume of work, only those cases in which identifications are made is the complete information recorded. In cases where material is processed with negative results, only a note is made of this fact. An estimate of latent fingerprint processing activity during 1971 is as follows:

Cases processed in Lab--2200  
Latent fingerprint comparisons with known impressions--18,300 (these are 18,300 people)  
Identification (both elimination and suspect)  
1600 latent prints

Again 70% of the above work was not for the State Police. In addition, this division sent personnel to crime scenes in 60 major cases.

Some 2800 questioned documents were submitted for examination and comparison with the handwriting of some 1300 persons. In addition, there were over 150 examinations of different document problems such as type-writing, indented writing, charred writing, etc. About 70% of this work is for agencies other than the State Police.

Firearms and toolmark cases during 1971 totaled 154 cases involving opinions given for court purposes. These do not include test shots and opinions given primarily for investigative purposes. Over 70% of the work performed was not for the State Police.

It can be seen that for all practical purposes, the personnel of the CSBI have been providing 5 of the 10 recommended functions of a full criminal laboratory for many years. For example, more than 70 percent of the work load (excluding blood and narcotics testing) expected of a full crime laboratory is already being performed. This is so largely because services now being rendered will be involved in more cases than the other services contemplated. The work load of the State Police laboratory (at CSBI) can be better understood in the light of the following: normally, there are 14 police personnel and 3 civilian employees actively engaged in the fields of document examination, photography and polygraph examination, and latent fingerprint examination. Their men, for the most part, must have more than one skill and each has qualified in at least one field in court.

The photography section is responsible for the instruction of state and local police officers in techniques of police photography as well as providing for the photography needs of the department including the preparation of photographic exhibits used in court.

This section is staffed by 5 police officers and 2 civilians and does all photographic processing for the State Police Department. In addition, all photography relating to documents, fingerprints, firearms, toolmarks, etc., is performed by this section as well as crime scene photography

and special photographic problems in cases (telephoto, etc.).

#### Traffic Division

This division is supervised by a lieutenant and staffed by two officers and is responsible for planning and implementing accident prevention techniques and public education.

The Traffic Accident Records Section is responsible for the processing and analysis of traffic accident investigation reports and motor vehicle enforcement forms, supplying copies of requested accident reports to attorneys, insurance companies, official agencies and other interested parties.

Duties of the traffic division include acting as liaison between the Motor Vehicle Department, State Traffic Commission, Connecticut Department of Transportation, military, Public Utilities Commission, Connecticut Safety Commission and Civil Defense, and assisting municipal police departments in planning traffic control during emergencies. The division also approves all closings of state highways for special events.

#### Legal Officer

This unit is staffed by a civilian attorney assigned from the attorney general's office. This position is federally funded.

#### Field Operations

This is the largest division within the State Police Department and consists of the detective division, emergency services division, State Police auxiliary division and court liaison. In addition, the field operations division is commanded by a captain and includes the three field divisions. Each field division is presently commanded by a captain with an assistant (a lieutenant). The field forces total approximately 557.

The eleven troops are strategically located throughout the state and perform all duties with respect to conditions which require a state police response.

The troops are organized as follows:

<u>Division</u>	<u>Location of Barracks</u>	<u>Personnel</u>
Eastern Division		
Troop C	Stafford Springs	Lt. & 47 Officers
Troop D	Danielson	Lt. & 45 Officers
Troop E	Montville	Lt. & 54 Officers
Troop K	Colchester	Lt. & 54 Officers

<u>Division</u>	<u>Location of Barracks</u>	<u>Personnel</u>
Central Division		
Troop F	Westbrook	Lt. & 46 Officers
Troop H	Hartford	Lt. & 65 Officers
Troop I	Bethany	Lt. & 68 Officers
Western Division		
Troop A	Ridgefield	Lt. & 54 Officers
Troop B	Canaan	Lt. & 42 Officers
Troop L	Litchfield	Lt. & 43 Officers
Troop G	Westport	Lt. & 59 Officers

#### Detective Division

The detective division is commanded by a captain and is divided into three distinct sections. These three sections are under the supervision of a lieutenant who is primarily responsible for assignments of investigations to the three sections and coordinator of the work in the entire division.

Narcotics Section - This section, at the present time, is under the supervision of a sergeant and is composed of 24 investigators. The sergeant is also the liaison officer between the narcotics section and the various regional squads throughout the State. With respect to State Police operations with the regional squads, investigators are assigned to narcotics intelligence in order to coordinate a cooperative attack by regional, local and State Police on the daily operational level. In addition, one trooper is assigned directly to the Federal Bureau of Narcotics and Dangerous Drugs.

Investigative Section - This Section is under the direction of a lieutenant and is comprised of 17 investigators. This section is responsible for and maintains the following units: bank holdups; auto thefts; major investigations; truck hijackings; theft of interstate shipments; fugitives; homicides; gambling; assistance to all state agencies, i.e., Governor's Office, Tax Department, Motor Vehicle Department, Department of Corrections; assistance to local police departments, to all federal agencies and the Minimum Correctional Center at Enfield (Osborne), and investigations as requested by the Chief Prosecutor of the Circuit Court and the state's attorneys in the various counties.

This investigative section at one time was investigating seven active homicides. In the future it is planned to have a homicide squad trained through federal funding available to all State Police troops. It is envisioned this squad will be trained at a school under the direction of the New York City Police Department and instruction will consist of working directly with their homicide squads to further the investigative knowledge of the personnel assigned to this department.

Bradley International Airport Investigation Section - This section is composed of a lieutenant and four troopers. It is responsible for the investigation of all felonies and serious misdemeanors committed within the boundaries of the installation and for the protection of visiting VIP's to the State of Connecticut. An invaluable aid to this section is the

services of a "narcotic dog" and handler in the detection of the ever-increasing shipment of narcotics. At the present time, the department is planning to propose to the Legislature that this department assume all security functions at the airport.

#### Emergency Services Division

The emergency services division is commanded by a lieutenant and staffed with four other departmental personnel. It is responsible for emergency assistance and maintains emergency equipment of various types. Also included within the division is a scuba squad and bomb disposal unit.

#### State Police Auxiliary Division

There are 850 part-time State Police auxiliaries who form a volunteer force for the purpose of providing emergency services throughout the State during disasters caused by fire, floods, explosions and other emergencies (5). Soon to undergo auxiliary training are 129 applicants in the 18-21 age bracket. This program reflects the lifting of age restrictions in an attempt to attract potential candidates who express an interest in working in the criminal justice system.

#### Resident Trooper System

Included within the troop structure of each field division are members of the resident trooper system. The system was enacted by legislators in 1947 and presently authorizes 60 resident troopers. Under this system small towns contract for full-time services of a trooper (or two).

Year	No. of Towns	No. of Resident Troopers Authorized	No. Actually Assigned
1947	10	10	10
1961	36	36	36
1963	36	36	36
1965	44	46	46
1967	46	55	46
1969	46	59	54
1971	48	60	60

#### Court Liaison

Court liaison is an important function and a department liaison officer is assigned who keeps in close touch with the circuit court officers to coordinate court and police functions. He keeps the department informed of

- Under the terms of the original legislation the Commissioner can appoint as many auxiliaries as there are state troopers.

clarifications, changes and new regulations. All court cases that have a significant impact on police procedures and all Appellate, superior and supreme court cases that are reported in the Connecticut Law Journal are brought to the attention of the department liaison officer for transmission to the State Police Department and interpretation as to possible changes in and implications for enforcement policy or procedures.

Any complaints made by court officials concerning police cases or police complaints involving prosecutions of cases are handled by the liaison officer. He also advises the circuit court officials through the office of the Chief Judge of the Circuit Court of proposed revisions of forms, court abstractions, etc., and the processing of this data by court and department officials involved to the mutual satisfaction of both agencies.

#### Needs and Problems

While the Connecticut State Police Department has many immediate needs that have to be met, the long-range needs are now being considered, especially in terms of expected changing State Police roles. It might be useful to consider some of these long-range needs here.

The Connecticut State Police Department has traditionally been concerned with the enforcement of the laws of the state, the provision of specialized criminal identification and laboratory services (e.g., fingerprint and document analysis), the maintenance of central criminal records (e.g., the Connecticut State Bureau of Identification or CSBI), and the provision of regulatory services (e.g., State Fire Marshal's Office). One major activity has been the provision of contract police services to towns or municipalities too small to afford or to justify their own police forces, through the Connecticut resident state trooper program, a unique program which serves almost fifty municipalities (of the 169 in the state). There is strong indication that these traditional State Police roles are changing and at a rapid pace. In recent years, there has been a markedly increasing demand for more complex and technical services to be provided by the State Police, requiring a somewhat more sophisticated response beyond the usual traffic policing and routine patrolling as well as a change in emphasis of State Police activities.

Two major trends, in recent years, have increased the need for a change in the role of the State Police: the increasing movement of individuals and families leaving central cities and going to the suburbs and the increasing mobility of criminality and the consequent increased use of regional crime squads and intelligence systems as a direct response. These trends give rise to a number of developments which in turn portend a very different role for the State Police than the one described above.

The increasing movement of individuals and families from central cities such as Hartford, New Haven and Bridgeport to the suburbs has stimulated an increasing demand for public safety services and particularly for police services in those areas. One result has been an increasing proliferation of small police departments throughout the state, many of which are incapable of providing more than minimal patrol and traffic regulation services, services which were formerly provided by the

Connecticut State Police. Instead of these services, the State Police are now called upon to provide more technical services in support of, or supplementary to, the local small departments. This, in turn, results in a need to shift emphasis in State Police activities from basic patrol and traffic regulation duties to providing technical and other specialized services on a statewide basis. In addition, many departments are beginning to develop regional programs to facilitate the best use of limited resources; the State Police role must also change to accommodate the need for overall coordination of regional activities of several regional groups, including the exchange and sharing of information and resources as well as the provision of those specialized services, central records and files which are not justifiable even on a regional basis. This is especially so in the case of information-systems needs.

The trend towards the formation of regional groupings of local departments and the operation of regional programs in narcotics, investigation and record systems, among others, is in large part a direct response to the second major trend: the increasing mobility of criminality. This trend gives rise to numerous situations in which a criminal offender lives in one area, has a police record in another area and operates in a third area with the result that many small departments are confronted with the activities of offenders who do not live within their borders. Given the deficiencies and incompleteness of individual cities' and towns' records systems, together with this increased mobility of criminality in Connecticut, no single department could ever hope to have a complete picture of criminality in its area, with the consequence that day-to-day operations including the setting of bail, resource allocation, and manpower deployment, etc., suffer due to lack of this information. The new role of the State Police in providing statewide criminal information storage and retrieval capabilities is clearly an important one since local and even regional records and information systems in many cases cannot possibly provide sufficient coverage of the mobile criminal elements, let alone the extent of coverage, and economies of scale, which a statewide system can. In part, the SEARCH effort directs itself to the problem of providing criminal history information on a statewide basis but the new role of the State Police, in participating in SEARCH and other programs, will, require the development, setting up, and operation of a comprehensive uniform crime reporting system to insure that every department in the State has access to the most complete records and information on criminality in the state. With regard to the economy of scale and the need for complete files, it is desirable, and even more efficient, that such records as lists of known and active gamblers, "safe and lock" men, and subversives, among others, be kept on a statewide level. Similarly, it is desirable that motor vehicle files be kept on a statewide level too, given the vast number of changes in present motor vehicle files which are processed daily. The single agency in the state which now maintains access to many of these files already is the State Police. In its new roles described above, it will also have to deal increasingly with problems of policies concerning access to and security of files, the updating and purging of files, and the expansion of the system to accommodate more users in the future.

In addition to these two major trends, there is a third consideration in view of the fiscal deficits of the state government, and the high cost of developments such as statewide information systems. In order to meet the needs necessitated by its new roles, the State Police will have to

greatly increase the efficiency and effectiveness with which it uses its present and anticipated resources, because to meet these needs will require a shift in emphasis of the State Police's training, operation, allocation of manpower, equipment and effort resources, and in fact a re-definition of its roles. This will require a great improvement in the efficiency and effectiveness of internal operations of the State Police Department through better planning and resource allocation.

Some of the immediate needs in this connection are:

1. To give the State Police Department an operational and technical planning capability that will enable it to meet the new demands being placed upon it and expected to increase in the future. This has been met, in large part, by the creation of the research and planning division.
2. To provide a basis and a mechanism for continuing reassessment of operational and long-range needs and problems of the Connecticut State Police Department.
3. To develop and implement plans for the coordination of regional groups' efforts in the areas of records, communications, specialized services, enforcement, etc.
4. To develop and implement a plan that will enable the State Police to meet its expected new roles of providing (as the major source) technical and other specialized services to local departments and regions within the limits of available and expected resources and consistent with the department's primary obligations and mandate.

The concept of a planning capability for police departments is not new or even original, since the Task Force reports of the President's Commission on Law Enforcement made specific recommendations concerning the establishment of such units for municipal police departments. The applicability of such a concept, however, appears to be somewhat different in the case of the State Police departments in various states. Heretofore, as a rule, what might be considered as "planning" in such an environment often consists of very narrow specialties, e.g., communications planning or civil disorders planning, to meet specific needs at specific times. The Connecticut State Police Department has only recently received approval of a grant for the hiring of a civil disorders planner and while this does meet some of its immediate needs, planning must in the near future be oriented towards dealing with the kinds of questions above so that rational decisions concerning the direction and proper roles can be made. The creation of the research and planning division addresses the needs in large part.

The major immediate problems facing the department at this time appear to be those of an increase in demand for services and information with consequent increasing workloads for existing personnel, as well as a need for space. These problems are especially acute with respect to the utilization of information and records.

## CRIMINAL LABORATORY SERVICES

The need for adequate criminal laboratory facilities and services is recognized as one of the major problem areas in law enforcement in Connecticut. The President's Commission emphasized the necessity for adequate criminal laboratory facilities, but had little to say on what specifically should be included in such laboratories. Two recent studies, one by the Massachusetts Committee on Law Enforcement and the Administration of Justice, and another by the John Jay College of Criminal Justice of the City University of New York, have spelled out in more detail the minimum standards for an effective crime laboratory.

The basic conclusion of these studies is that more efficient law enforcement and apprehension of criminals requires increasing emphasis on scientific detection. The limitations which the courts have placed on the use of interrogation makes even more urgent the improvement of the ability of law enforcement agencies to gather, identify and analyze evidence in criminal cases.

In Connecticut there are two major criminalistics facilities, the State Police Laboratory and the State Toxicological Laboratory of the State Health Department. Cases involving homicides and other unnatural, accidental and suspicious deaths are now handled by the Office of Medicolegal Investigations which went into operation in July of 1970.

The facilities named generally provide services for the entire state. Except for problems of high caseloads and resulting delay, there appears to be no unwillingness of the existing labs to assist, without charge, municipalities lacking adequate facilities. No formal compacts exist for sharing of facilities between the state agencies and units of local government, but informal arrangements have functioned adequately.

### The State Police Laboratory

The State Police Laboratory is part of that department's Connecticut State Bureau of Identification (CSBI) and provides facilities for firearms examination, polygraph testing, identification of toolmarks and fingerprint and photographic identification, among others. It is the only laboratory in Connecticut with both the facilities and the personnel for examination and identification of documents and of individuals through forensic odontology. The Hartford Police Department is the only local department in Connecticut that has a capability to perform weapons examinations and identifications. Most local departments do have identification divisions which handle personal identification data and, on a somewhat limited basis, the processing and examination of photographs and fingerprints. A large part of the workload at the state police laboratory, estimated at over 70% of cases handled, is for local departments, and these services are available to all law enforcement agencies, both local and state, throughout Connecticut. Latent fingerprint processing is a major area of activity for the laboratory and because of the volume of work only those cases where an identification is actually made are recorded and, therefore, reflected in workload statistics.

Cases where material is processed with negative results are not reflected in these statistics. During 1969, for example, about 2000 cases involving latent fingerprint examinations were processed in the laboratory. The laboratory is also called upon to assist in crime scene processing and during the same period sent personnel to crime scenes in at least sixty major cases. This crime-scene processing capability has recently been improved by the acquisition of mobile laboratory equipment.

The State Police Laboratory currently employs twelve police officers and one civilian. As can be seen from Table 26, its workload has been steadily rising and is projected to rise further. The figure of "750" for document examination during FY 1970 is somewhat misleading since during that period about 2500 questioned documents were submitted for examination and comparison with the handwriting of some 1200 persons. In addition, there were over 150 examinations of different document problems such as typewriting, indented writing, charred writing, etc., and about 1300 cases involving signature identification and verification.

TABLE 26  
State Police Laboratory Workload  
FY 1969 - FY 1973

Type of Case	Actual		Estimated		FY 1973
	FY 1969	FY 1970	FY 1971	FY 1972	
Criminalistics (including latent fingerprint examinations and forensic odontology)	1,875	2,150	2,250	2,500	2,750
Document Examinations	670	750	800	850	900
Firearms	76	110	120	135	150
Polygraph Examinations	293	383	425	450	475

The State Police Laboratory is the only facility in Connecticut which conducts examinations in the area of forensic odontology and makes use of the services, provided gratis, of a qualified dentist in this field who holds the special rank of lieutenant. This type of examination, which involves dental charting and comparison, is especially necessary in cases involving unidentified bodies.

A major area of laboratory activity involves the use of photography and all needs in this area are currently met by a three-man unit (not included in the total personnel for the laboratory). The range of police photography needs is wide and includes the photographing of documents,

fingerprints, firearms, tool marks, and crime scenes as well as of surveillance operations.

Polygraph examinations for all law enforcement agencies throughout the state are provided by the State Police Laboratory. About two-thirds of the recorded number of polygraph tests actually performed (see Table are for local police departments and other agencies. Since polygraph examinations are purely voluntary under Connecticut law, these statistics do not reflect those cases in which a test was set up and the subject refused the examination or confessed to the crime just prior to the test.

#### The State Toxicology Laboratory

The State Toxicology Laboratory, which is part of the State Health Department, is Connecticut's only facility for the examination and identification of suspected narcotics and other dangerous drugs and, as such, is the key element in the prosecution of cases involving drug abuse since it is necessary to have official verification that suspected material seized is, in fact, a dangerous drug. The laboratory is also the only facility that provides analyses of alcohols and of blood and urine for alcohol determination (e.g. drunk driving cases), volatile poisons (e.g. breath test), physiological fluids, hairs, fibers, trace evidence, comparative microcopy and instrumental analysis as well as the specialized laboratory services required in medical examiner cases (e.g. all homicides, mysterious deaths, deaths in hospitals, etc).

The laboratory was established as part of the State Department of Health in 1949 by an act of a special session of the State Legislature. It began operations in September, 1950 with a limited appropriation and much of its earlier workload was directly concerned with the prosecution of "driving under the influence" cases (drunken driving) and with establishing the contributory factors in highway fatalities by determining alcohol, drug and carbon monoxide content in blood, urine and breath samples. Analysis of body fluids and organs were made for drugs and dangerous chemicals on those individuals whose sudden demise could not be explained medically.

The toxicology laboratory provides a wide range of criminalistics services for law enforcement and prosecuting agencies in Connecticut. In homicide cases, these include: typing of blood stains, determination of seminal stains and gunpowder residues. Hair examinations and comparisons, paint examination, identification and comparison; and the identification of accelerants in arson cases are also performed for investigative agencies in Connecticut.

Over the past few years, the workload of the laboratory in terms of number of examinations performed has increased greatly in comparison to the very slight increase in staff size. At present, the laboratory has a staff of 25 including six clerical employees and an instrument technician on temporary assignment. The laboratory's current budget for FY 1971 is \$272,796, up from \$224,642 in FY 1970.

The kinds of examinations performed by the toxicology laboratory have also been changing as can be seen in Table 27. During the 1966-67 period, 29.6% of the total examinations were for drugs and narcotics and 9.3% of the examinations were for marijuana. In the period ending June 30, 1969, these proportions have risen to 49.8% and 24.2% respectively.

TABLE -27

Breakdown By Type Of Service

Type of Examination	% Of Total Examinations Performed		
	FY 1967	FY 1968	FY 1969
Alcohol	20.4	18.5	10.0
Volatile poisons (e.g. methyl alcohol)	10.6	9.9	6.0
Barbituates and similar compounds	8.3	6.5	4.1
Other drugs and narcotics	29.8	34.2	49.8
Marijuana	9.3	15.2	24.2
Misc. toxicological exam.	4.1	2.4	0.5
Criminological exam	17.5	15.2	5.4

Source: Dr. A. Stollman, State Toxicology Laboratory

Given the increased number of arrests expected as a result of the expansion of narcotics enforcement units and increased capabilities in this area through improved training for police officers, the total number of examinations required will increase greatly and it is expected that the portion of total examinations which are for cases involving narcotics and marijuana will increase even more. The workload will probably increase at a faster rate than the total number of examinations does for two reasons: (1) the expected increased concentration of enforcement efforts on narcotics pushers and distributors, resulting in many more specimens per arrest, each of which has to be analyzed and reported, and (2) the much-longer time required for the examination of narcotics as compared with alcohol examination, particularly of drug determination in urine and blood specimens.

Numerically, the actual and projected increases are very large as can be seen in Table 28. The projections assume no further increase in the proportion of examinations, involving drugs, narcotics and marijuana, and that

TABLE 28

State Toxicological Laboratory Workload

Type of Examination	Actual Exams. Performed				Projections		
	FY 1967	FY 1968	FY 1969	FY 1970	FY 1971	FY 1972	FY 1973
Alcohols	2948	2849	2481	3000	4270	5160	7350
Volatile poisons	1519	1527	1483	1800	2560	3100	4410
Barbituates and similar compounds	1189	1002	1013	1230	1750	2115	3000
Other Drugs and Narcotics	4287	5253	12355	14940	21265	25700	36600
Marijuana	1344	2339	5991	7260	10335	12485	17800
Misc. Toxicological examinations	592	366	113	150	210	250	370
Criminological examinations	<u>2527</u>	<u>2028</u>	<u>1353</u>	<u>1620</u>	<u>2310</u>	<u>2780</u>	<u>3970</u>
Totals	<u>14401</u>	<u>15364</u>	<u>24789</u>	<u>30000</u>	<u>42700</u>	<u>51600</u>	<u>73500</u>

the proportion of tests hold as they were in 1969. Admittedly this is conservative since the drug proportion is increasing rapidly. The projection for FY 1970 was made by the laboratory staff and no actual figures are available for this at present. The projections for later fiscal years are based on a 72.1% increase over 2-year periods after FY 1969 and FY 1970.

The rapidly increasing workload coupled with insufficient staff and insufficient equipment (much of which is obsolete, inoperable, or prone to breakdown) has contributed to an increasing delay in the processing of most cases by the laboratory. In mid-July, 1970 the average delay in the processing of drug cases was about six months and by December, 1971 this had increased to about ten and a half months. This situation was recognized by the Planning Committee in its earlier plans but it is only recently that steps were taken to correct this. It should be understood that the nature of the laboratory's work in terms of type and volume is a major contributing factor to these delays.

The laboratory handles three major categories: 1) dangerous drugs and narcotics including hallucinogenic drugs, 2) alcohols and other volatile poisons, primarily for drunkenness tests, and 3) other examinations including blood tests and urinalyses for drug determination, criminalistics, hairs, fibers, paints, etc. Drug and narcotic testing is especially time-consuming and most types usually involves three tests. The procedures are further complicated and lengthened by the need to handle drug residues in such items as pipes, needles, and "bottle caps." In such cases, there is no identifiable drug to be tested and the residues must be physically or chemically extracted by long and tedious processes. In addition, the same types of equipment may be used for a number of different purposes; thus the non-automated gas chromatograph can be used for both alcohol and drug work as well as for drug determination in both blood and crime specimens.

In practice, it is usually used for alcohol analyses because it would be otherwise impossible to complete all of the alcohol work and as a consequence drug testing must be carried out by slower and relatively less specific chemical methods.

Compounding the problem is the shortage of secretarial and typing personnel which contributes to the long delay and backlog in the preparation and typing of reports. In one year alone (1969) the typing backlog in drug cases alone increased from 533 to 603 with a total of 7527 cases submitted. The present typing backlog is about 800 cases.

Another major problem area is that of the shortage and difficulty of retaining qualified personnel. There are no university programs that turn out toxicological chemists on demand, especially in the area of drugs and narcotics testing and these people must be thoroughly trained on the job. In the past, the laboratory has had difficulty in retaining toxicologists after training. This is due to the limited number available, the time necessary to train, the near non-existence of university programs, the great demand for professionals, the comparatively low state pay scale, and the rigid pay grade structure.

The number and qualifications of personnel required depends on the type and volume of caseload. Pathology work presently handled by the Office of Medicolegal Investigations requires trained qualified physicians for such work. Toxicological and chemical analyses must be performed under the direction of a scientist with a PH.D. degree. Firearms, fingerprint, document, handwriting and similar identifications require the services of highly trained men of long experience.

The number of qualified personnel needed cannot be pinpointed with precision, but several authoritative studies give some guidance in this area. A recent, highly regarded text, The Crime Laboratory: Organization and Operation, by Dr. Paul L. Kirk, Professor of Criminalistics, University of California, Berkeley, and Lowell W. Bradford, Director, Laboratory of Criminalistics, Santa Clara County, California, recommend that a proper ratio is one laboratory examiner per 100,000-150,000 population.

In Connecticut, this would mean 20-30 full time scientific personnel. Another study conducted by the John Jay College of Criminal Justice recommends that there be one examiner for every 175 cases. By this caseload standard Connecticut should have 157 qualified scientific personnel. This last study, however, fails to consider the differing intensity of needs in population centers of varying sizes and densities.

The Office of Medicolegal Investigations

The 1969 session of the Legislature provided for the setting up of an Office of Medicolegal Investigations under the supervision of the Commission on Medicolegal Investigations, an appointed body. The office, which went into operation in July, 1970 with the appointment of a chief medical examiner by the commission, is responsible for all pathology work and will handle all cases involving homicides and other unnatural, accidental and suspicious deaths. The chief medical examiner is expected to appoint full-time medical examiners and thus replace the previous system which utilized the services of local physicians who were appointed as medical examiners by the county coroner. When the office is fully staffed, it is expected to employ 30 to 45 people with specialized laboratory services being provided by the State Toxicology Laboratory.

Recent Developments

The existence and development, over a twenty-year period, of two major administratively-separate and criminalistics-oriented facilities in Connecticut has been marked by a notable lack of overlap in their operations and in the services they offer. There are ten major types of examinations considered necessary by criminalistics authorities for crime laboratories and a comparison of the types of examinations performed in the two state laboratories, in Table, shows no overlap.

TABLE 29  
Examinations Performed in State Crime Laboratories

Type of Examination	Examination Performed By:	
	<u>State Police Lab.</u>	<u>Toxicology Lab.</u>
Physiological fluids (e.g., blood)		X
Hairs, fibers and other trace evidence		X
Comparative microscopy	X	
Wet chemistry		X
Instrumental analysis		X
Document examination, writings, typewriting, etc.	X	
Polygraph	X	
Photography	X	
Latent prints	X	
Crime scene analysis	X	

The effective performance of these examinations by both laboratories has been and continues to be hampered, as stated in previous sections, by: 1) lack of adequate and modern equipment; 2) lack of trained and supporting personnel; and 3) lack of working space. This was especially so in the case of the State Toxicological Laboratory. The Planning Committee took cognizance of these needs in both the 1969 and 1970 plans and provided funds to meet some of these needs. In 1970, the Planning Committee considered the relative priorities and awarded \$60,000 to the Connecticut State Police Department out of first half 1970 funds for a mobile crime laboratory that was intended to provide that department with an enhanced crime scene processing capability as well as with the ability to conduct crime laboratory familiarization and training sessions for local and state police officers around the state.

## THE COURTS

### Overview

Connecticut has two statewide criminal trial courts, the superior court and the circuit court, both of which are operated by the Judicial Department of the state, as is the entire juvenile court system. The chief justice of the supreme court is the head of the Judicial Department. He is assisted in the operation of the Department by the chief court administrator, who is also a justice of the supreme court. The superior, circuit and juvenile courts are headed by chief judges who are responsible for administration of their respective courts. Adult criminal appeals were handled by the appellate division of the circuit court or the supreme court until the 1971 Spring Session of the General Assembly which, by Public Act 870, transferred appellate jurisdiction of circuit court cases to the court of common pleas, with further review by certification to the supreme court. The superior court hears appeals from juvenile court. There are no municipal, town, county, justice of the peace, magistrate or similar courts in Connecticut. All officials involved in the administration of criminal justice in the courts, including prosecutors, public defenders and bail commissioners, are employees of the Judicial Department of the State of Connecticut.

Taken as a whole, the activities of the adult criminal courts are designed to achieve five goals: first, to determine which of those persons suspected of crime should be subjected to prosecution and conviction; second, to determine which of those persons suspected of crime should be held in custody while awaiting disposition of the charges against them; third, to insure that the rights of those persons suspected of crime are respected while their cases are processed through the criminal justice system; fourth, to determine guilt or innocence of those persons of the charges against them; and fifth, to impose upon those convicted of crime that form of the government's coercive power calculated to advance the objectives of isolation and rehabilitation.

### The Legal Framework of the Process

The substantive definition of criminal offenses, rules for construction of the criminal code, general rules of criminal liability, certain defenses, and the general penalties for offenses, are found in Title 53a of the Connecticut General Statutes, the new Penal Code effective October 1, 1971. The code represents an attempt to simplify and bring order to the prior statute and case law on substantive offenses. All offenses are ranged into classes of felony and misdemeanor with general sentencing rules for each class. Clarification of certain defenses is also attempted.

Procedure in the criminal courts is governed by Title 54 of the Connecticut General Statutes, by rules of the courts as set out in the Connecticut Practice Book, and by an extensive body of case law.

Overreaching the skeletal body of statute law and court rules is a much vaster and more complex mass of judicial decisions which also governs criminal procedure in Connecticut courts. There is clear need for codification of this scattered body of case and statute law into an integrated code of criminal procedure. The penal code commission set up

by the General Assembly attempted to accomplish this task, with financial assistance from the Planning Committee, but to date no final drafts have appeared, and the Commission has been disbanded.

Dispositional Powers

Following conviction a defendant is subject to sentencing. Pre-sentence reports are required in all felony cases; therefore, few sentences in superior court are passed without benefit of an investigation and report by the State Adult Probation Department. Cases disposed of in circuit court have rarely involved such a report. Public Law 870, however, has increased circuit court felony jurisdiction (see *infra.*) and such reports may be increasingly required in that court. In the case of misdemeanors, sentencing most often follows immediately upon conviction, whereas in felony cases, there is usually an hiatus of two to six weeks between conviction (by plea of guilty or jury verdict) and sentence.

The judges of either court have the same five basic sentencing options:

- (1) incarceration, by commitment to the Commissioner of the State Correction Department;
- (2) in the case of 16-20 year olds, incarceration by direct commitment to the Connecticut Correctional Institution at Cheshire;
- (3) supervision by the Adult Probation Department, with or without a prior period of incarceration, subject to conditions as to training, employment, therapeutic treatment and the like;
- (4) fines;
- (5) suspended sentence without probation supervision.

Statistics indicating the sentencing or treatment accorded persons convicted in circuit court are not regularly published. In superior court, however, for the fiscal years 1968 through 1971 convicted defendants were treated as follows:

	<u>1968</u>	<u>1969</u>	<u>1970</u>	<u>1971</u>
Confined (in a correctional institution)	1,373	1,710	1,849	2,285
Not confined (fines, suspended sentence)	877	1,213	1,385	1,442
Committed or referred for mental treatment	69*	143*	275*	246*
<b>Total convicted or confined</b>	<b>2,271</b>	<b>2,939</b>	<b>3,317</b>	<b>3,835</b>

(\* Included in this figure are 48 defendants in 1968, 127 defendants in 1969, 192 defendants in 1970, and 138 defendants in 1971 committed or referred for such treatment without conviction).

The data shows that while the total numbers of convicted defendants is steadily increasing, that proportion of the convicted that are not continued in a correctional institution (i.e., are given fines or suspended sentences) has remained the same from year to year. But it appears that the percentage of convicted persons being committed or referred for mental health treatment is increasing and at the expense of convicted persons confined to a correctional institution, who, as a percentage, are decreasing by an equivalent amount. The Commissioner of Correction determines which of the institutions or facilities under his control shall receive the convict. By statute, persons unable or unwilling to pay fines imposed may be incarcerated for non-payment until the amount is satisfied at a specified daily rate. Two recent decisions of the United States Supreme Court, however, cast doubt upon the constitutionality of satisfaction of fines through imprisonment under certain circumstances. Where defendants are indigent, and the maximum prison sentence has been imposed, there cannot be an additional sentence of imprisonment by means of a fine to be satisfied by additional days of incarceration. Since those who can afford to pay the fine would be given a different maximum sentence than those who are indigent, the practice violates the Equal Protection clause of the Fourteenth Amendment. *Williams v. Illinois*, 399 U.S. 235, 90 S. Ct. 2018 (1969). And, in addition, where the only penalty for an offense is a fine, incarceration of the indigent at a daily rate of satisfaction violates the Equal Protection Clause. *Tate v. Short*, 91 S.Ct. 668 (1971).

Review of Sentences

Any person sentenced for more than one year to the correctional institution at Somers (formerly the Connecticut State Prison) or at Cheshire (formerly the Connecticut Reformatory) or to the maximum security division of the correctional institution at Niantic (formerly the Connecticut State Prison for Women) is entitled to review of his sentence by three judges of the superior court appointed by the chief justice to act as a sentence review division. The division may order the imposition of any sentence which could have been imposed at the time of the original sentence, increasing or decreasing the original sentence. Or, it may leave the sentence undisturbed after review. If the sentence is altered in any way, the defendant is resentenced as ordered by the review division, by "the court sitting in any convenient county or circuit."

Figure 3. Three Branches of Connecticut State Government

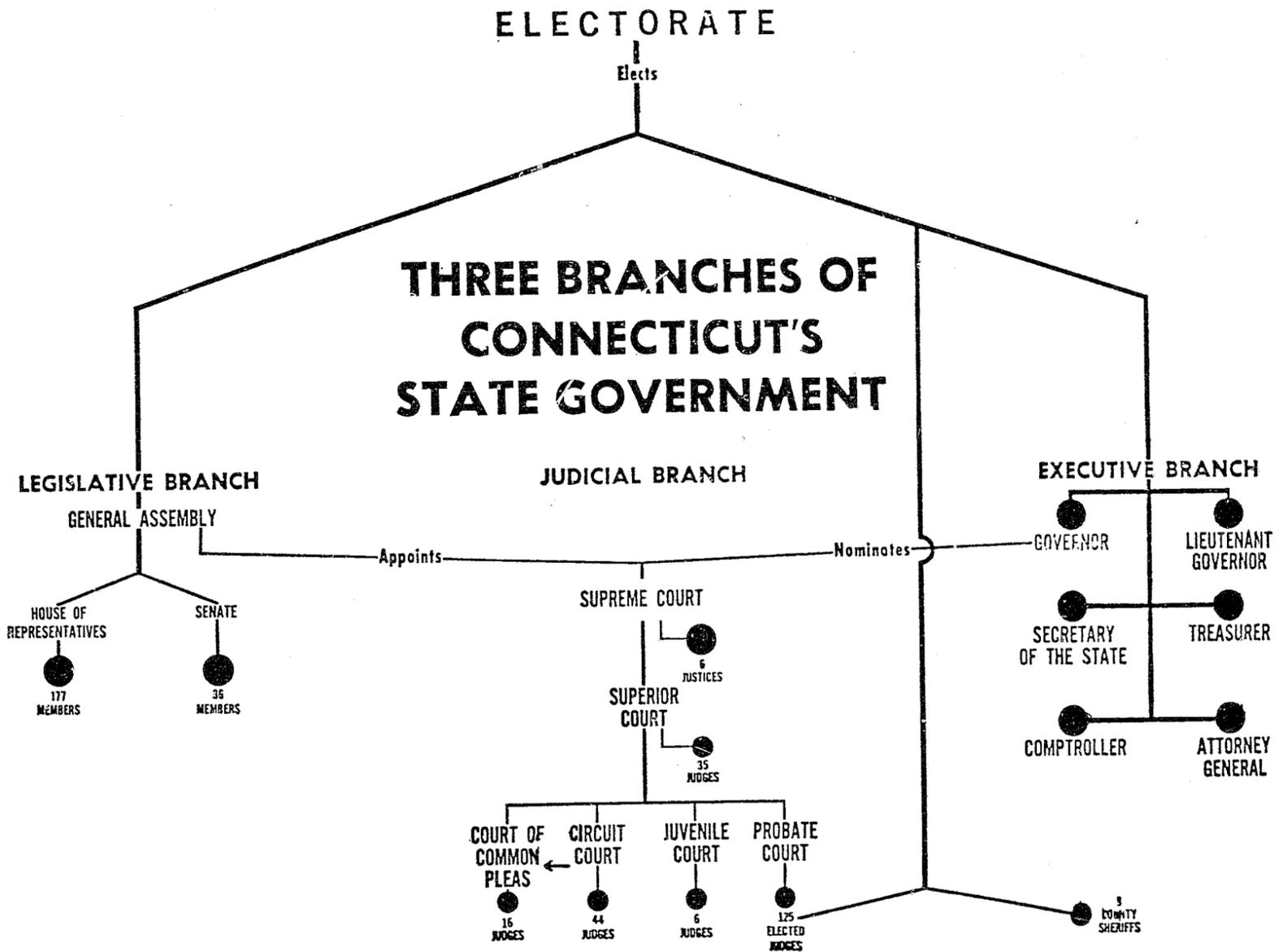


Figure 4. Judicial Branch, Structure

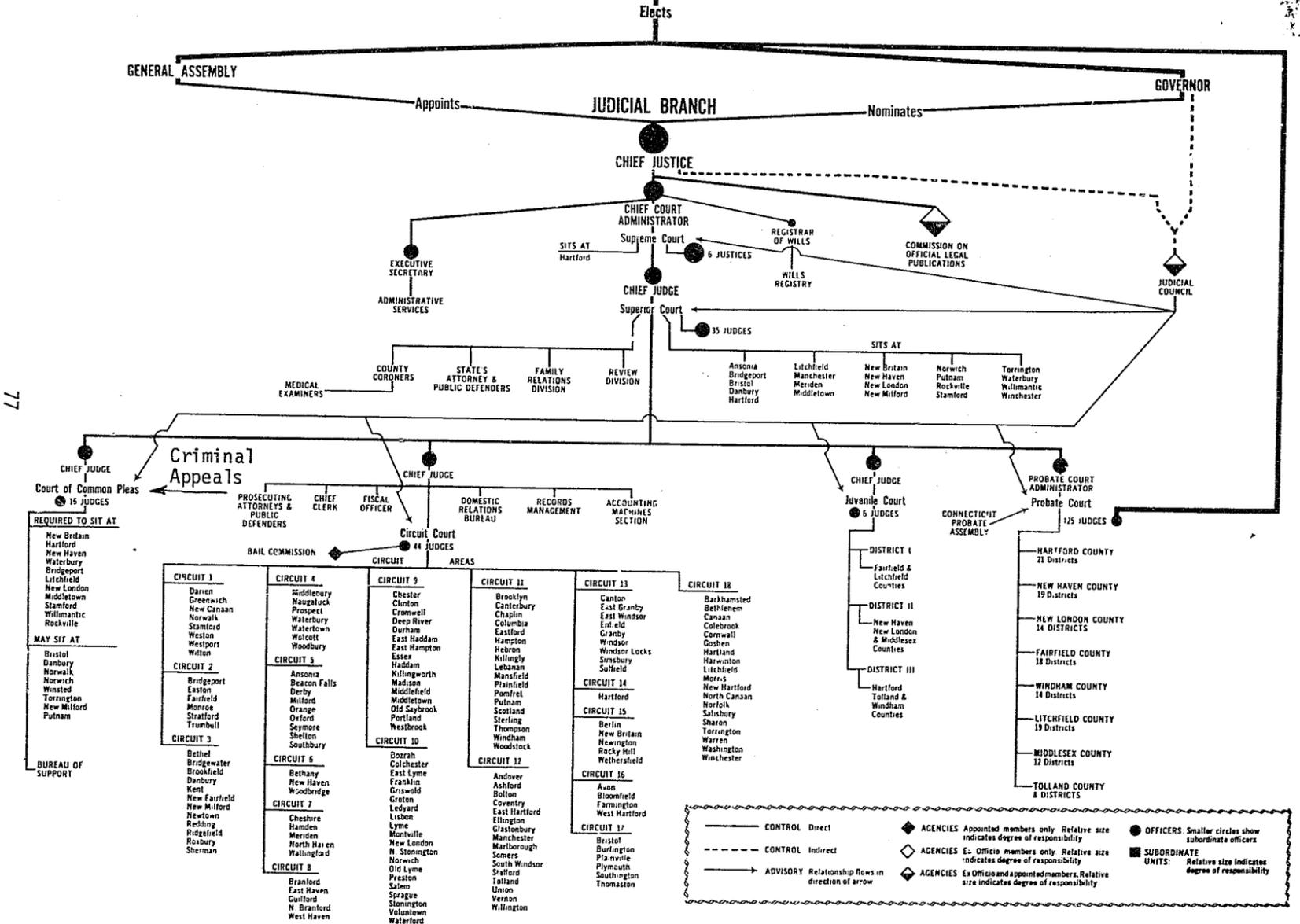


Figure 5. Judicial Branch, Personnel

JUDICIAL BRANCH

Organizational Unit	Legal Authority	Method of Selection	Term of Office	Title	Judicial or Administration Head		Employees <sup>1</sup>
					Salary	Full-Part-Time Time Total	
Judicial Department	51-1						
Supreme Court	Constitution 6	Nominated by Governor Appointed by General Assembly	8*	Chief Justice	Nominated by Governor Appointed by General Assembly	\$33,000	16
Superior Court	Constitution 51-165	35 Nominated by Governor Appointed by General Assembly	8*	Chief Judge	Nominated by Governor Appointed by General Assembly <sup>2</sup>	33,000	278
Court of Common Pleas	51-142	16 Nominated by Governor Appointed by General Assembly	4*	Chief Judge	Chief Court Administrator <sup>4</sup>	22,500	71
Circuit Court	51-248	44 Nominated by Governor Appointed by General Assembly	4	Chief Judge	Chief Court Administrator <sup>5</sup>	22,000	448
Juvenile Court	17-53 to 17-74	6 Nominated by Governor Appointed by General Assembly	4	Chief Judge	Chief Court Administrator <sup>5</sup>	20,000	130
Probate Courts	Constitution 125	Elected	4	Probate Court Administrator	Chief Court Administrator <sup>5</sup>	27,500	160

Boards and Commissions Administrative Head

Organizational Unit	Title	Statutory Authority	Appointed by	Term Ex Office (Yrs.)	Title	Appointed by	Salary
Administration of the Judicial Department <sup>6</sup>	Chief of Office	51-8			Exec. Secretary	Chief Court Administrator	\$15,800
Bail**	Commission	54-63b	18 by Judges of Circuit Court		Chief Bail Commissioner	Judges of Circuit Court	
Judicial	Council	51-25	4 by Governor	4†			
Official Legal Publications	Commission	51-16	2 by Chief Justice	Indef.	Agent	Commission <sup>8</sup>	
Wills	Registry	51-11a(a)			Registrar	Chief Court Administrator <sup>3</sup>	15,820

\* Indicates overlapping terms of office  
 \*\* This Act shall take effect October 1, 1968  
 † Number of employees as of November 7, 1967, as reported by the Judicial Department, excluding Judges Selected from among Justices of the Supreme Court for a four-year term under jurisdiction of Chief Justice  
 ‡ Serves at pleasure of Chief Court Administrator  
 4 Serves 2 year term and until successor is appointed  
 5 Appointed from among the Judges of the Superior Court to serve at pleasure of Chief Court Administrator  
 6 Executive Secretary administers the nonjudicial business of the department  
 7 Not to exceed four years as determined by the Governor  
 8 Executive Secretary serves as agent, except to the extent that the Commission otherwise appoints otherwise appoints  
 † Based on 1968 March 1968

THE BAIL COMMISSION

Connecticut General Statutes §54-53 provides that bail shall be available for those accused of any criminal offense except those punishable by death.<sup>6</sup> In the case of arrests made pursuant to a bench warrant issued by the superior court, the only permissible form of bail is a monetary surety bond or the cash equivalent of the bond (Conn. Gen. Stat. 54-43; 54-66). As to all other offenses bail may be set upon the first of three possible conditions met by the arrested person: (1) a written promise to appear (referred to hereinafter as WPTA and also known as release on own recognizance or ROR); (2) a personal monetary bond; and (3) a surety monetary bond (Conn. Gen. Stat. 54-1a; 54-1b; 54-63c; 54-64).<sup>7</sup>

The written promise is, in essence, a pledge to appear, and the accused is not required to post surety. The bond without surety (or non-surety bond) also does not require the accused to furnish surety, but the defendant acknowledges himself indebted to the state for a penal sum should he fail to appear, in an amount which is determined. The accused, by his appearance in court, is relieved of this financial obligation at the same time as his case is finally disposed of. The bond with surety requires the accused to obtain the services of a bondsman, paying a percentage (5-7%) of the amount of the bond as a premium and sometimes posting cash or real estate as collateral, or remain in custody. Thus, the statute requires the consideration of a bail determination promptly after arrest, and sets three basic modes of release.<sup>7</sup> The decision as to the form of bail in each case of arrest without a bench warrant is shared by the police and the bail commissioners, with final review by the circuit court judge in whose jurisdiction the arrest is made. In addition, by statute enacted in 1971 (P.A. 513) the bail status of pre-trial detainees must be reviewed by the appropriate court every 45 days.

The bail commission was created in 1967 by enactment of the General Assembly (Conn. Gen. Stat. §§54-63a-g). Under that legislation, the bail commissioners were given full authority to make the initial bail determination subject only to review by the courts. The 1969 term of the General Assembly, however, by enactment of Public Act 826, changed the role of the commission by returning the initial bail determination to the police.

- Bail is not applicable to minor traffic offenses for which a summons to appear is issued. In addition, chronic drunkards are not generally given bail because their intoxicated state at time of arrest precludes an adequate interview and release would not be in their best interests.
- The statutes providing for the three types of condition to be set by police, bail commissioner and circuit court judge imply that in cases where custody is required in order to ensure appearance at trial, no bail will be set. This appears to conflict with the requirement of Conn. Gen. Stat. 54-53 that in all cases except capital offenses the arrested person is entitled to at least release by posting a surety bond or cash equivalent.

Under the current statutory scheme, bail commissioners are permitted and required to interview and make a bail determination only as to those persons who have not been released by the police.<sup>8</sup> The bail commissioners may choose to release the arrested person on WPTA, on his own bond, reduce the amount of bond set by the police, set a surety bond where none has been set, or concur in the bail set by the police. The bail commissioner's decision is subject to review by the circuit court.

#### Organization and Personnel

The bail commission consists of a chief bail commissioner and two assistant chief bail commissioners, whose duties are administrative and supervisory; and eighteen bail commissioners, one for each circuit, as well as ten assistant bail commissioners, located in the circuits with large cities, who are the operating staff of the bail commission. All the commissioners are appointed by and serve at the pleasure of the judges of the circuit court (Conn. Gen. Stat. 54-63b). Their salaries are fixed by the judges of the circuit court. The clerical staff consists of one secretary in the office of the chief bail commissioner.

The chief bail commissioner supervises the activities of the bail commission throughout the entire state, and reports directly to the chief judge of the circuit court.

The two assistant chief bail commissioners are each responsible for periodic inspections of the activities of the bail commissioners and assistant bail commissioners. Each is assigned to supervise nine circuits. As a practical matter, much of their time is spent filling in for bail commissioners and assistant bail commissioners who are ill or on vacation.

The circuits where one bail commissioner is assigned are the Third, Fifth, Seventh, Eighth, Ninth, Eleventh, Twelfth, Thirteenth, Sixteenth, Seventeenth, and Eighteenth Circuits. Thus eleven of the eighteen circuits have only one bail commissioner.

The larger circuits comprising the major urban areas of the state where the bail commissioner is assisted by one or more assistant bail commissioners are as follows:

First Circuit (Stamford-Norwalk), one bail commissioner and one assistant bail commissioner.

Second Circuit (Bridgeport), one bail commissioner and two assistant bail commissioners.

Fourth Circuit (Waterbury), one bail commissioner and one assistant bail commissioner.

Sixth Circuit (New Haven), one bail commissioner and two assistant bail commissioners.

<sup>8</sup>. Persons arrested may be detained either because no bail is set or because they are unable to post the monetary bail set by the police.

Tenth Circuit (New London-Norwich), one bail commissioner and one assistant bail commissioner.

Fourteenth Circuit (Hartford), one bail commissioner and two assistant bail commissioners.

Fifteenth Circuit (New Britain), one bail commissioner and one assistant bail commissioner.

#### Operations and Procedures

Duties of the Bail Commission: The vast majority of arrests in Connecticut are made without bench warrants,<sup>9</sup> are initially processed by the circuit court, and thus fall within the jurisdiction of the bail commissioner. Of these arrests, few are for capital offenses. The greater part of those arrested are, therefore, entitled to a bail determination by the bail commissioner where release by the police is not forthcoming. This right may be waived in writing.

According to the bail commission Statute, the police, after refusing release, or setting bond in an amount which the arrested person cannot meet, must "immediately notify a bail commissioner\*\*\*who shall promptly conduct such interview and investigation as he deems necessary to reach an independent decision, \*\*\*."

As a practical matter, and especially in the smaller circuits where only one bail commissioner is assigned, it is virtually impossible for the bail commissioner to be available at all hours, day and night. In these circuits, the bail commissioner on circuit court workdays is expected to contact the police department(s) in his circuit early in the morning (approximately 7:00 A.M.) to determine which defendants are being held in lieu of bail. At that point the bail commissioner can modify the bond, or leave the bond as set by the police department. After contacting the police department(s), the bail commissioner will go to court to aid the presiding judge in bond determinations and to follow-up on defendants who have been released without bond and have failed to appear.

The bail commissioner in the smaller circuits is also expected to be available on Saturday and Sunday mornings to facilitate the release or lowering of bond for defendants arrested on Friday and Saturday nights.

In the larger circuits with assistant commissioners, the bail commissioners work in court during the normal court work week, and supervise the activities of the assistant bail commissioners who are on duty during the evening hours and over the weekend.

<sup>9</sup>. In the past, bench warrants accounted for as little as three per cent of arrests. According to the chief bail commissioners, the percentage of bench warrant arrests is rising. Persons arrested by this procedure are initially processed in superior court where the usual form of bail is the traditional surety monetary bond.

In the larger circuits too, court work involves assistance to the presiding judge in his bail decisions and identifying defendants to follow up for non-appearance regardless of whether they were released by the police, the bail commissioner or the court. In many cases, the bail commissioner also reviews the defendant's eligibility for public defender services.

The follow-up process involves sending a letter to the defendant warning that non-appearance at the next-assigned date for appearance, which is set forth in the letter, will result in the issuance of a re-arrest warrant.

Procedure in WPTA cases: The underlying purpose of pre-trial detention, and of its alternative, bail, is the assurance of defendant's presence at trial. High monetary bail has been a traditional approach to this objective. The introduction throughout the country of the written promise to appear or its equivalent represents the view that other factors relating to the defendant's personal life are of major importance in the decision to appear at trial.

Following this assumption, a set of criteria, developed in connection with the Vera Foundation's pioneering pre-trial release program in New York, is generally utilized by the bail commission and by many police departments. These criteria relate to the defendants' community ties (employment, family status, length of time in the city or state) and underlie the questions included in the bail interview form developed by the commission and in use by the commission and many police departments. The form does not indicate, however, what weight should be given to each factor such as age, employment, family ties, prior record; and the final decision is made in the individual discretion of the police officer, bail commissioner and judge.

In the case of defendants whose cases appear likely to be bound over to superior court, however, these criteria are generally not considered or given weight. The bail commission does not have jurisdiction in the superior court, and, therefore, has no authority to follow up the defendant's non-appearance in that court. As a practical matter bindover defendants do not receive non-surety bond or ROR release consideration to the same degree as defendants whose cases are retained in circuit court.

Impact of the Bail Commission: For the eighteen month period from July 1, 1969 to December 31, 1970 the bail commission interviewed 39,743 persons who had not been released by the police.

They disposed of these interviews as follows:

1. Surety bond not changed by bail commission as set by police	15,460
2. Surety bond reduced	10,246
3. Surety bond changed to written promise or non-surety bond	14,037
Total	39,743

The total reductions in dollars for the easing in bail requirements as

listed above totals \$14,042,220.00 for the eighteen circuits during the reporting period.

Of the 14,037 persons released without bond by the commission, 370 persons or 2.6 per cent have apparently fled the jurisdiction of the court. Another 654 persons appeared late, but were brought into court by the commissioners.

Tables 30 through 34 show, for the period, by circuit, the distribution by time of bail commission interviews, the number and kinds of changes made by the commission from the initial police determination, the dollar reductions of surety bonds and the skip rate for non-surety release.

The non-surety skip rate for the period is approximately 2.6%. No figures are available for the Connecticut skip rate for surety bonds. The national skip rate on surety bonds is about 2.4% with wide local variations.<sup>10</sup>

The unifying and centralizing role which should be played by the chief bail commissioner in achieving uniform application of release criteria throughout the state is made impossible by the decentralization of authority resulting from the facts that (1) the bail commissioners are appointed and serve at the pleasure of the circuit court judges, (2) the bail commission has no jurisdiction over superior court cases, and (3) the bail commission's determinations are subject to review and change by the courts. While the third fact is unlikely to be altered under our judicial system, the first and second could be changed by legislation.

A second problem, caused by shortage of staff and division of bail jurisdiction, is the failure to collect meaningful statistics by which to evaluate the performance of the bail commission in each circuit.

For example, comparative rates of release, by type of bail, by offense, with regard to police, commission and court, based on the total number of arrested persons, would make it possible to assess the commission's role and to see the actual distribution of the various types of bail. Present statistics use as a base the smaller number of persons actually interviewed by the bail commission.

The wider statistical study would require hours of work, using arrest records and bail interview records which the present staff has not the time nor authority to attempt. It may be that the court data system presently being designed and tested will have the capacity to produce meaningful bail statistics once it is in operation.

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<sup>10</sup>. Bail in the United States: 1964, A Report to The National Conference on Bail and Criminal Justice, p. 29.

TABLE 30

Defendants Interviewed by Time of Day  
(July 1, 1969 - December 31, 1970)

Circuit	Total Interviews	Night Hours Incl. Weekends	7:00 AM to 10:00AM (Before Court)	After 10:00AM (During Court)
1	4385	968	272	3145
2	3725	2218	806	701
3	2515	1069	605	841
4	1807	604	598	605
5	637	200	247	190
6	3474	1995	641	838
7	310	49	191	70
8	879	128	354	397
9	1097	337	278	482
10	3295	1517	646	1132
11	1137	692	223	222
12	1960	603	305	1052
13	2218	1196	460	562
14	9129	5682	1131	2316
15	1183	342	537	304
16	722	1192	189	341
17	603	142	311	150
18	667	199	237	231
TOTAL	39,743	19,133	8,031	13,579

TABLE 31

Bail Changes by Commission (as Set by Police)  
(July 1, 1969 -- December 31, 1970)

Circuit	Total Interviews	Surety Bond Not Changed (As Set By Police)	Surety Bond Reduced	Surety Bond Changed to W.P. or N.S. Bond
1	4385	1069	2108	1208
2	3725	1893	632	1200
3	2515	555	584	1376
4	1807	573	761	473
5	637	413	100	124
6	3474	2460	420	594
7	310	104	121	85
8	879	283	193	356
9	1097	210	255	632
10	3295	1098	757	1440
11	1137	393	249	495
12	1960	300	731	929
13	2218	1031	623	564
14	9129	4140	1878	3111
15	1183	174	214	795
16	722	382	149	191
17	603	150	253	200
18	667	232	171	264
TOTAL	39,743	15,460	10,199	14,037

# CONTINUED

# 1 OF 3

TABLE 32

Bail Commission Bond Reductions (in Dollars)  
(July 1, 1969 - December 31, 1970)

Circuit	Total Interviews	Total Number of Reductions in Surety Bonds or Change from Surety Bond to WP or NS Bond	Total Amount of Reductions in Dollars
1	4385	3316	\$1,538,050.00
2	3725	1832	906,495.00
3	2515	1960	1,121,440.00
4	1807	1234	710,400.00
5	637	224	208,150.00
6	3474	1014	718,350.00
7	310	206	131,750.00
8	879	549	1,157,780.00
9	1097	887	429,275.00
10	3295	2197	853,250.00
11	1137	744	257,100.00
12	1960	1660	1,357,570.00
13	2218	1187	393,370.00
14	9129	4989	2,266,960.00
15	1183	1009	515,950.00
16	722	340	425,400.00
17	603	453	419,775.00
18	667	435	631,155.00
TOTAL	39,743	24,236	\$14,042,220.00

TABLE 33

Bail Commission Failure to Appear  
(July 1, 1969 - December 31, 1970)

Circuit	Total Released WP or NS By Bail Commission	Total Failure to Appear on Court Date	Total Subsequently Appearing After Notification	Total Skips
1	1208	101	62	39
2	1200	118	68	62
3	1376	59	43	16
4	473	53	38	15
5	1124	19	15	4
6	594	29	23	6
7	85	6	3	3
8	356	11	7	4
9	632	40	33	7
10	1440	83	43	40
11	495	47	37	10
12	929	63	42	21
13	562	34	25	9
14	3111	243	149	94
15	795	53	28	25
16	340	23	15	8
17	200	17	13	4
18	264	13	10	3
TOTAL	15,184	1,012	654	370

TABLE 34  
 Percentage of Skips  
 (July 1, 1969 - December 31, 1970)

Circuit	Total Released on WP or NS Bond by Bail Commission	Total Skips	Percentage
1	1208	39	3%
2	1200	62	6%
3	1376	16	1%
4	473	15	3%
5	124	4	4%
6	594	6	1%
7	85	3	4%
8	356	4	1%
9	632	7	1%
10	1440	40	3%
11	495	10	2%
12	929	21	2%
13	562	9	2%
14	3111	94	3%
15	795	25	3%
16	340	8	3%
17	200	4	2%
18	264	3	1%
TOTAL	14,184	370	2.6%

THE CIRCUIT COURT OF CONNECTICUT

In 1959 the Connecticut General Assembly passed legislation abolishing the local and minor courts of varying civil and criminal jurisdiction, including the town, city, borough and police courts, trial justice courts and the justice of the peace courts, replacing them with the Circuit Court. The latter began operation on January 1, 1961.

Organization

The statute establishing the court provided for 44 judges, and that number has not been increased since the court's inception despite a recent increase in criminal jurisdiction. Judges are appointed by the General Assembly, upon nomination of the Governor, for four-year terms. They must be attorneys at law admitted to practice in Connecticut and may not engage in private practice.

There is a chief judge of the court, appointed by the chief court administrator for a term of two years. He is the principal administrative officer of the court and is responsible for its efficient operation. Among his statutory powers and duties are the designation of circuit boundaries, after consultation with the other judges of the court, and assignments of judges and modifications of assignments as the court's business requires.

The chief judge is assisted in his administration of the court by various committees of the judges. There is an executive committee and several others, organized on functional lines (e.g., civil law administration, criminal law administration, family relations). The judges of the circuit court must meet at least once a year, but the committees meet more often, and special meetings of the full bench are held about three times a year.

The office of chief clerk has been established by the court, and its incumbent is appointed by the judges. His duties include supervision and assistance in the operation of the clerk's offices in the 18 circuits, preparation of administrative procedures, forms and rules, supervision of the operation of the court's records center and acting as clerk for the appellate division of the court. He has at his disposal 34 court reporters, 67 clerks and assistant clerks and 207 clerical assistants. The circuit court employs a total of 631 persons.

Circuit Court Records Center

The records center, located in Middletown, is responsible not only for the storage of the court's inactive files but also for the compilation and reporting of statistics concerning the court's operations. Moreover, it obtains for the individual circuits records of criminal or motor vehicle violations of persons with pending cases, provides the state police department, motor vehicle department and every municipal police department with a record of the disposition of offenses in which those agencies have an interest, and keeps account of and remits to the individual towns that portion of fine revenues to which they are entitled by statute.

At six-month intervals the records center reports statistics on the operations of the court, including the number of new cases entered, cases and offenses disposed of, manner of disposition of offenses, etc. These reports have been the only source of statistical data concerning the circuit court since its inception.

### Caseload

The court's jurisdiction results in its having the heaviest caseload of any court in the state. During fiscal year 1971 the circuit courts disposed of some 240,101 cases. The division of these cases between "motor vehicle" and "other criminal" and their distribution among the circuits, as well as some other information about the individual circuits is shown in Table 35.

In the past it was not possible to determine from the statistics reported by the court the rate at which criminal cases were being disposed of and the existence of any backlog of such cases. While new cases entered were counted individually, dispositions were counted and reported by "offenses," i.e., statutory charges. Since any one case might contain several offenses, the figures were not comparable. New cases are counted monthly and have been reported since January, 1969, while the number of cases disposed of each month has only been reported regularly since January, 1970.

Using the number of cases pending at the beginning of the month for January, 1970, and calculating the caseload charges backward to January 1, 1969, a two and one-half year comparison can be made. Tables 36 through 38 display the caseload changes during each of the six-month periods for all criminal cases, motor vehicle violations only, and non-motor vehicle criminal cases only.

TABLE 35

### State of Connecticut - Circuit Court - Cases Disposed Of During Fiscal 1971

Circuit Number	Principal Town	Population in 1971	Percent of State's Total	Motor Vehicle Violations			Other Criminal Cases		
				Number	Percent of Total	Parking Fines Enforced	Number	Percent of Total	
1	Stamford	340,200	11.7%	18,463	11.8%	567	6,636	7.9%	
2	Bridgeport	299,400	10.3%	16,173	10.3%	123	8,320	9.9%	
3	Danbury	122,000	4.2%	7,238	4.6%	213	2,164	2.6%	
4	Waterbury	175,400	6.0%	5,700	3.6%	208	4,305	5.1%	
5	Ansonia	141,700	4.9%	6,588	4.2%	47	2,742	3.3%	
6	New Haven	159,200	5.5%	13,125	8.4%	393	12,280	14.7%	
7	Meriden	176,800	6.1%	8,656	5.5%	0	3,202	3.8%	
8	Branford	114,900	3.9%	4,877	3.1%	16	2,731	3.3%	
9	Middletown	112,300	3.9%	8,428	5.4%	385	2,496	3.0%	
10	New London	211,500	7.3%	11,863	7.6%	221	5,578	6.7%	
11	Danielson	106,610	3.7%	3,844	2.5%	735	2,252	2.7%	
12	Manchester	202,260	6.9%	9,322	6.0%	63	3,550	4.2%	
13	Thompsonville	124,200	4.3%	6,731	4.3%	102	2,087	2.5%	
14	Hartford	161,000	5.5%	14,960	9.6%	2,977	16,611	20.0%	
15	New Britain	156,100	5.4%	6,502	4.2%	59	3,322	4.0%	
16	West Hartford	112,000	3.8%	4,363	2.8%	99	1,523	1.8%	
17	Bristol	115,500	4.0%	4,471	2.9%	215	2,100	2.5%	
18	Winsted	82,880	2.8%	5,125	3.3%	305	1,772	2.1%	
	Total	2,913,950	100.2%	156,429	100.1%	6,728	83,672	100.1%	

Note: Percentages may not add up to 100.0%, due to rounding

Source: Circuit Court Statistical Reports

TABLE 36

Circuit Court Caseloads--Criminal Cases  
6-Month Period: Jan.-June, 1969; July-Dec. 1969; Jan.-June, 1970;  
July-Dec. 1970 and Jan.-June 1971

	PERIOD					Percentage Change Over Jan.-June 1969
	Jan-June 1969	July-Dec. 1969	Jan-June 1970	July-Dec. 1970	Jan-June 1971	
Cases Pending at Beginning of Period	18,671	21,807	22,337	30,131	32,010	+71.4%
Cases Added During Period	112,294	116,419	118,131	124,211	117,226	+ 4.4%
Cases Disposed of During Period	109,158	115,889	110,337	122,332	117,769	+ 7.9%
Cases Pending At End of Period	16.7 21,807 19.4 20.0	16.2 22,337 19.2 19.3	21.5 30,131 25.5 27.3	20.7 32,010 25.8 26.2	21.1 31,467 26.8 26.7	+44.3%
Net Change (Cases)	+ 3,136	+530	+7,794	+1,879	-543	--
Net Change (%)	+ 16.8%	+2.4%	+34.9%	+6.2%	-1.7%	--

Source: Judicial Department

TABLE 37

Circuit Court Caseloads--Motor Vehicle Cases  
6-Month Period: Jan-June, 1969; July-Dec. 1969; Jan-June, 1970;  
July-Dec. 1970 and Jan-June 1971

	PERIOD					Percentage Change Over Jan.-June 1969
	Jan-June 1969	July-Dec. 1969	Jan-June 1970	July-Dec. 1970	Jan-June 1971	
Cases Pending at Beginning of Period	9,909	12,453	12,392	18,572	20,578	+107.7%
Cases Added During Period	78,400	77,853	79,719	81,283	76,128	- 2.9%
Cases Disposed of During Period	75,856	77,914	73,539	79,277	77,152	+ 1.7%
Cases Pending at End of Period	12,453	12,392	18,572	20,578	19,554	+ 57.0%
Net Change (Cases)	+2,544	- 61	+6,180	+2,006	-1,024	----
Net Change	+25.7%	-0.5%	+50.0%	+10.8%	-5.0%	----

Source: Judicial Department

TABLE 38  
Circuit Court Case Loads--Non-Motor Vehicle Cases  
6-Month Period: Jan-June, 1969; July-Dec. 1969; Jan-June, 1970;  
July-Dec. 1970 and Jan.-June, 1971

	PERIOD				Percentage Change Over Jan.-June 1969
	Jan-June 1969	July-Dec. 1969	Jan-June 1970	July-Dec. 1970	
Cases Pending at Beginning of Period	8,762	9,354	9,945	11,559	+30.5%
Cases Added During Period	33,894	38,566	38,412	42,928	+21.3%
Cases Disposed of During Period	33,302	37,975	36,798	43,055	+22.0%
Cases Pending at End of Period	9,354	9,945	11,559	11,432	+27.4%
Net Change (Cases)	+592	+591	+1,614	-127	---
Net Change (%)	+6.8%	+6.3%	+16.2%	-1.1%	---

Source: Judicial Department

While it appears that there have been increases in both cases entered and cases disposed of during each six-month period, and that cases are being disposed of at a somewhat faster rate than cases are being entered on the court dockets, the ratio of backlogged cases (cases pending) to either cases added or cases disposed of during each six-month period has increased from one in six (1:6) to one in five (1:5). This indicates that the length of time it takes to process the average case is increasing rather than decreasing. It is significant that between January and June of 1971 there were more criminal cases disposed of than added to the court's dockets (Table 36).

The data indicates that, as of June 30, 1971, there was a backlog of 31,467 cases to be processed by the circuit courts, which is about one-fifth the total number of cases that were on the court docket during the preceding six-month period. And while the numbers of pending cases are continuing to increase, it appears that cases disposed of during each six-month period are increasing at a rate slightly faster than the number of cases being added to the docket during each six-months Table 36). The January-June, 1971, period was the first time during the two and one-half year period that there were more cases disposed of in the circuit courts than were added during the same period. The recent expansion of criminal jurisdiction will undoubtedly have adverse effects on the rate of case disposition.

The motor vehicle violations accounted for two out of every three of the criminal cases disposed of by the circuit court during the 1971 court year (1970-1971) but account for, proportionally, fewer of the criminal cases on the docket during June of 1971, which indicates either that the non-motor vehicle criminal cases are increasing at a rate faster than motor vehicle cases or that the motor vehicle cases are being disposed of more rapidly. The second alternative appears to be occurring.

#### Jurisdiction, Venue & Powers of Disposition

The circuit court has jurisdiction of all crimes and of all violations of ordinances, regulations and bylaws of any town, city, borough, district or other municipal corporation or authority which are punishable by a fine of not more than \$5,000 or imprisonment for not more than 5 years, or both. Thus, the court is the principal court for disposition of all misdemeanors, including almost all violations of the motor vehicle laws.

Upon the initiation of the prosecuting attorney, and where the charge is for an offense punishable by imprisonment for more than 5 years, the court conducts a "bindover" hearing to determine if there exists probable cause to believe the defendant has committed the offense(s) charged. If probable cause is found to exist, the defendant is bound over to the superior court for trial and disposition of the case. At any time, while any proceeding is pending before the circuit court, the issuance by a superior court judge of a bench warrant for the arrest of the defendant terminates the circuit court's jurisdiction. Approximately 75% of the superior court's caseload comes from bindovers from circuit court. Of the 113,900 non-traffic offenses disposed of in fiscal year 1971, 7,743 were bound over to superior court.

Recent legislation has attempted to improve the coordination between the two courts in the bindover situation (Pub. Act 321, 1971 session). When it is determined that the person charged is not to be released, and is to be bound over to the superior court, the circuit court is required, within seven days of the bindover hearing, to forward a copy of the record and files to the clerk of the superior court and to the appropriate state's attorney. If the person is released, the circuit court, within seven days, must notify the clerk of the superior court of the bindover, and transfer a copy of the record and files to the state's attorney. Once the case is disposed of in superior court, the clerk of the circuit court must be notified of the manner of disposition.

It is unclear how the enlargement of circuit court jurisdiction from one to five-year felonies will affect the rate of bindovers to superior court.

The circuit court has recently initiated the reporting of offenses disposed of by the "felony-misdemeanor" penalty classification. The report for the second half of fiscal year 1970 (January - June, 1970) indicates that 4.2% of the offenses carried a maximum sentence classifying the statute violated as a felony crime. Another 6.2% of the offenses were defined as a "combination" offense where the first conviction carried a misdemeanor penalty while subsequent convictions carried harsher penalties defining the offense as a felony, or the offense statute had several subsections with the severity of the penalty depending on the magnitude of the crime as defined by the statute (see Table 39). Crimes with only misdemeanor penalties comprised 88.7% of the offenses disposed of. One year later (January-June, 1971), the percentage distribution of these cases had not changed.

TABLE 39  
Number of Offenses and the Percentage Distribution  
by Felony-Misdemeanor Classification

Classification	Jan.-June 1970		July-Dec. 1970		Jan.-June 1971		TOTAL	
	Number	%	Number	%	Number	%	Number	%
Misdemeanor	117,142	88.7	129,499	88.2	119,843	84.7	366,484	87.2
"Combination"	8,183	6.2	9,426	6.4	10,431	7.4	28,040	6.7
Felony	5,533	4.2	6,441	4.4	6,494	4.6	18,468	4.4
"No Penalty"	1,167	0.9	1,452	1.0	4,744	3.3	7,363	1.7

The following tables present the offenses most frequently disposed of in the circuit court during calendar years 1968, 1969 and 1970. The ten most common motor vehicle offenses account for 56.6% of the total, whereas the ten most common non-motor vehicle offenses account for 70.7% of the offenses. As can be seen from Table 40, one-sixth of all non-motor vehicle offenses were for being found intoxicated. An even larger proportion (24.6%) of cases were for breach of peace violations.

Several motor vehicle violations and a few other criminal offenses may be disposed of by payment to the Violations Bureau of the circuit. This procedure will be discussed in greater detail below.

The court's prosecutors may nolle (i.e., voluntarily decline to proceed) any case for a variety of reasons; e.g., insufficient evidence, or first offense.

The circuit court also has jurisdiction over "juvenile offenders" as defined by Pub. Act 72, 1971 session. Prior to this Act, the circuit court could transfer various juvenile cases of those aged 16 and 17 to the juvenile court, where jurisdiction was to be retained, unless the defendant had been previously adjudicated delinquent or been convicted of a crime. In fiscal 1971, 2,498 non-traffic offenses were transferred to the juvenile court.

The new enactment applies to any youth 16 or 17 years of age who has committed a crime which is not a Class A felony, and who has been neither convicted of a crime, or been adjudged a youthful offender. The procedure is as follows. When it appears that a youth has committed a crime and falls within the eligible age group, the presiding judge must grant a motion to seal the complaint or information. In order to maintain his eligibility for this manner of adjudication, the youth must waive trial by jury and consent to examination and investigation by the department of adult probation. These examinations are inadmissible as evidence, and are used solely to determine eligibility.

If the youth is found not to have met the requirements for the status, the complaint or information is unsealed and he is proceeded against in the normal manner, in either the circuit or superior court, depending on the gravity of the crime charged. If, however, he is eligible, he must plead to the status of being a "youthful offender." Upon a not guilty plea, he is tried by the court without jury, with the use of protective procedural devices similar to those employed by the juvenile court. Upon conviction, the judge has four sentencing options. He may:

- 1) commit the "juvenile offender" to the Correctional Institution at Cheshire for a period not to exceed three years,
- 2) levy a fine of up to \$1,000,
- 3) suspend sentence,
- 4) or impose sentence and suspend execution.

In either of the latter cases, the "juvenile offender" must undergo a period of probation. If the offense involves a violation of the controlled

TABLE 40

Most Frequently Disposed Of Non-Motor Vehicle Crimes -- Calendar  
Years 1968, 1969 and 1970

Offense	Number of Offenses			Percent of total		
	1968	1969	1970	1968	1969	1970
Total Offenses:	1968 - 84,795	1969 - 91,062	1970 - 109,069			
Breach of peace	23,063	25,006	26,831	27.2	27.4	24.6
Being found intoxicated	16,858	18,253	17,387	19.9	20.0	15.9
Violating town ordinances	5,809	8,605	8,911	6.9	9.4	8.2
General larceny	5,264	6,428	7,789	6.2	7.1	7.1
Resisting an officer	3,021	3,298	1,824	3.6	3.6	1.7
Offenses dealing with drugs	2,012	3,595	6,087	2.4	3.9	5.6
Breaking & entry with criminal intent	1,886	2,269	2,504	2.2	2.5	2.3
Non-support	1,556	1,549	1,698	1.8	1.7	1.6
Disorderly conduct	1,423	1,701	2,357	1.7	1.9	2.2
Offenses dealing with gambling	1,127	1,289	1,673	1.3	1.4	1.5
	62,019	71,993	77,061	73.2	79.1	70.7

Source: Circuit Court Statistical Reports, January 1, 1968 - December 31, 1970.

TABLE 41

Most Frequently Disposed Of Motor Vehicle Crimes -- Calendar  
Years 1968, 1969 and 1970

Offense	Number of Offenses			Percent of total		
	1968	1969	1970	1968	1969	1970
Total Offenses:	1968 - 159,329	1969 - 178,119	1970 - 169,974			
Speeding	20,877	20,787	16,808	13.1	11.7	9.9
Failure to obey traffic control	12,710	14,303	15,114	8.0	8.0	8.9
Failure to obey state traffic commission signs	11,549	10,132	14,750	7.2	7.9	8.7
Failure to obey stop sign	10,389	10,912	10,832	6.5	6.1	6.4
Defective equipment	8,448	8,098	7,352	5.3	1.5	4.3
Failure to drive to the right	7,986	8,330	8,322	5.0	8.7	4.9
Following too closely	7,424	8,399	8,623	4.7	4.7	5.1
Unlicensed Operator	6,854	6,236	6,009	4.3	3.5	3.5
Failure to drive in proper lane	6,793	2,441	8,336	4.3	4.2	4.9
Passing in no passing zone	4,260			2.7		
Operating under susp. license or registration		4,451	4,511		2.5	2.7
	97,290	103,089	96,146	61.1	57.9	56.6

Source: Circuit Court Statistical Records, Jan. 1, 1968-December 31, 1970.

drug laws, the court may impose, as a condition of probation, that the offender refrain from the use of any controlled drug, and submit to periodic physical examination to check up on this. It should be noted that conviction as a "juvenile offender" involves no forfeiture of rights or disqualification from holding elective office.

As Table 42 indicates, 46.9% of all criminal offenses for which court appearance was required resulted in guilty judgments. As another 21.4% of offenses were handled by the violations bureau (without court appearances), only one-quarter of the offenses were nolle by the prosecutor. Only 1.7% of all criminal offenses (0.7% for motor vehicle offenses) led to findings of not guilty. The busiest circuit, while generally following the statewide pattern of dispositions, was markedly different in several respects, showing lower guilty rates (40%) with a higher proportion of the criminal offenses being nolle (32%). In fiscal 1971, out of 113,924 criminal (non-traffic) offenses disposed of in circuit court, 110,379 were disposed of without trial in that court. Table 43 indicates the procedural outcome of these cases and those for 1968 through 1971.

TABLE 42

Disposition of All Criminal Offenses (Including Motor-Vehicle)

By Outcome --For Fiscal Years 1968 & 1971

Disposition	Total		Two Busiest Circuits	
	1968	1971	(2nd) 1968	(14th) 1971
Number of offenses (1)	222,582	288,530	26,471	37,059
% Guilty	55.6	46.9	59.6	40.6
% Violations bureau	19.3	21.4	21.1	20.1
% Not Guilty	1.4	1.7	1.4	9.9
% Nolles	20.1	26.4	15.5	32.2
% Transfers, bindovers	3.7	3.6	2.5	6.2
Total	100	100	100	100

Percentages may not add up to 100% because of rounding.

Source: Circuit Court Statistical Reports, 1968 & 1971.

TABLE 43  
Procedural Outcome of Criminal Cases  
Disposed of Without Trial

Outcome	1968	1969	1970	1971	% Change 1968-1971
Plea of Guilty nolo contendere	40,791	52,254	52,508	54,951	34.7%
Nolle by prosecutor	24,292	34,069	37,136	45,187	86.0%
Bind over or transfer	7,801	10,079	10,505	10,241	31.3%
Totals	72,884	96,402	100,149	110,379	51.4%

Table 42 illustrates the mode of disposition of all criminal offenses (including motor vehicle) over the court's first eight years of operation (1961-1968).

TABLE 44

Disposition of All Criminal Offenses By Outcome (1961-68)

Type of Disposition	Total	Busiest Circuit (14th)	2nd Busiest Circuit (6th)	3rd Busiest Circuit (2nd)
Number of offenses	1,493,419	188,411	162,132	155,740
% Guilty	62.1	61.2	60.2	63.5
% Violations bureau	16.2	16.8	20.4	17.2
% Not Guilty	3.2	3.6	3.0	3.0
% Nolles	15.3	14.9	13.7	13.5
% Transfers, bindovers	3.2	3.5	2.7	2.8
Total	100	100	100	100

Source: Progress Report of Circuit Courts 1961-1968

Probation service is available to the circuit court through the Commission on Adult Probation, both for the preparation of pre-sentence reports and supervision of convicted offenders. Pre-sentence reports are not mandatory before sentencing, however, unless the crime of which the defendant is convicted is punishable by imprisonment for more than a year. Therefore, they are not always required in the circuit court, though some judges order that one be prepared even where not required by law. Felonies disposed of in circuit court do require a pre-sentence investigation and the January - June, 1971, Circuit Court Statistical Report labels the felony

convictions requiring such pre-sentence report. Calculated on this basis, the annual number of pre-sentence reports might be 13,000 (Table 39).

The venue of criminal actions is in the circuit where the offense is alleged to have been committed.

### Practice and Procedure

The practice and procedure in criminal cases in the circuit court conform generally to criminal practice and procedure in the superior court and will not be set forth at length here. The court has prescribed special rules covering some of the technical aspects of criminal procedure therein. Two peculiarly important aspects of court practice will be briefly discussed, trial by jury and costs and fees in criminal cases.

### Trial by Jury

There is a right to trial by jury in criminal actions except where the maximum penalty is no more than a fine of \$50 or imprisonment for 30 days or both. If the defendant does not claim a jury trial at the time he is entitled to a jury, his right thereto is deemed waived. Trial is by a jury of twelve. The verdict must be unanimous. Statute requires the judge to advise a defendant of his right to jury trial at the time he is put to plea and provides for a motion by a defendant, after conviction without a jury, that he be granted such a trial, on the grounds that he was not fully cognizant of his rights when he waived trial by jury or that "the proper administration of justice requires" a jury trial.

The chief judge makes the orders and assignments required for the conduct of needed jury sessions of the court. Such sessions are to be scheduled at such central locations as the facilitation of court business, the convenience of parties and their counsel, and the efficient use of judicial personnel require.

### Costs and Fees in Criminal Cases

Costs of prosecution are not imposed on any person prosecuted for a crime. Nor are costs taxed on appeals to the court's appellate division; but costs are taxed against the defendant if the state prevails in an appeal taken to the Connecticut Supreme Court. No costs are ever taxed in favor of the defendant against the state.

By statute, if a defendant is without funds to defray the cost of securing a transcript of evidence for use in the appeal or the cost of printing briefs, the trial court must order that these costs be borne by the state.

### Traffic Offenses

Almost all violations of the laws relating to motor vehicles are misdemeanors, thus bringing them within the jurisdiction of the circuit court. This jurisdiction accounts for a great deal of the work of the court. For example, in calendar year 1970, 154,572 of the cases entered in the court were motor vehicle violations, approximately 68% of the total

cases entered (not including parking fines enforced). Over the court's first 8 years (1961-1968) such cases have increased 110%. The increase in some circuits, possibly the result of opening or improving roads, has been spectacular; e.g., 356% (3rd circuit); 345% (4th circuit); 203% (13th circuit). In busier circuits it is not unusual for a docket of 75 or more motor vehicle cases to be disposed of, in addition to other criminal matters, the great majority of them by guilty pleas. Some circuits have a judge assigned to this business alone, in a courtroom separate from the regular criminal court, while others handle all matters together.

Many traffic offenses do not require that the offender be taken into custody by the police officer. Most often a Uniform Summons/Complaint ("traffic ticket") is used, containing a promise to appear in court at a time and place specified by the officer on the ticket. Connecticut is a signator to the Interstate No-Bail Compact, and residents of other state-signators may be released without bond if arrested in Connecticut for a traffic offense. Certain more serious offenses do require that any offender be taken into custody; e.g., operating under the influence of liquor or drugs, using a motor vehicle without the owner's permission, or any offense involving an accident resulting in death, physical injury or property damage. If the offender fails to appear in court in response to the Uniform Summons/Complaint, the court may issue a warrant for his arrest or may issue a suspension notice over the name of the commissioner of motor vehicles notifying him to appear on a certain date, and that on his failure to appear his license will be suspended.

A seldom-used statute allows motor vehicle offenders to enter a plea of not guilty and file a claim for a court or jury trial of the alleged offense by mail, without personal appearance in court. Of course, they must personally appear on the day the case is set for trial.

Violators not wishing to contest the charge may, in some cases, waive trial, enter their guilty or nolo contendere plea and pay their fine by mail to the traffic violations bureau located in the office of the circuit's clerk. This procedure is restricted to a relatively few cases, however. It is available only where the offense charged carries a penalty which does not exceed \$100 and the defendant has not been convicted of any traffic violation within the preceding 5 years. The judges of the circuit court have established a schedule of the amounts of penalties for the various traffic offenses within the bureau's jurisdiction. Whether or not the violator may pay through the bureau and, if so, the amount of the authorized penalty is inserted in the "traffic ticket" by the arresting officer. In fiscal year 1971, 55,358 offenses, or 31.7% of the motor offenses disposed of, were paid through the violations bureau.

(The judges have provided for payment of certain minor non-motor vehicle offenses and violations of municipal ordinances through the violations bureau; e.g., allowing dogs to roam, evasion of toll, littering highway.)

### Counsel for the State

The state is represented by legal counsel in every case before the circuit court, regardless of the nature of the statutory penalty attached

to the offense involved. The judges must appoint at least one prosecuting attorney for each of the 18 circuits and as many assistant prosecuting attorneys as are necessary. These attorneys may serve on a full-time or part-time basis, and their terms of office are fixed by the judges, as are their salaries. Full-time prosecutors and assistant prosecutors are compensated in accordance with the judicial department's regular salary schedules. The judges have established a schedule for compensation of part-time attorneys, dependent upon the size of the circuit they serve.

No prosecuting attorney or assistant prosecuting attorney may engage in the private practice of criminal law before any Connecticut court. Similar restrictions are placed on partners or associates of prosecutors or assistant prosecutors.

Although there is no central administration of the court's prosecuting staff, and each circuit prosecutor may set his own policies and practices in the conduct of his office, the judges have established the office of chief prosecuting attorney of the circuit court. The chief prosecutor, along with his assistants, is to process, supervise and assist in the prosecution of criminal matters, render assistance to all prosecuting attorneys of the court in expediting and processing criminal matters including appeals, prepare and distribute memoranda on changes in the law and other matters of interest regarding criminal law and procedure, and investigate matters referred to him by the chief judge. In the past the office has devoted considerable effort to encouraging and coordinating efforts to combat organized gambling and other criminal activity in the state.

At present there are 79 prosecuting and assistant prosecuting attorneys in the circuit court.

Pending legislative proposals to place the state's attorneys under the attorney general would also cover the circuit court prosecutors.

#### Counsel for the Defendant

In 1965 the General Assembly provided for the appointment of at least one public defender for each of the court's 18 circuits and such additional assistant public defenders as the judges deem necessary. The judges of the court appoint public defenders and assistants, fix their terms of office and salaries and have the power to remove them and fill vacancies in the office. These attorneys may serve on a full-time or part-time basis. It is difficult to measure how such part-time attorneys divide their time between public duties and their private practice, but estimates are that, on the average, 30-40% of available work hours are spent as public defenders, and 60-70% on private practice.

The salaries of full-time defenders are set in accordance with the regular judicial department salary schedule. Part-time defenders are paid according to a judicial department schedule, based on the size of the circuit served, and apparently without regard to whether they are public defenders or assistant public defenders. Presently, there are 34 attorneys employed by the court either as public defenders or assistants. In recent years, those defenders serving the larger urban centers have tended to switch from part-time to full-time status, and part-time defenders have been hired to assist them in some circuits.

As in the case of the prosecutors, there is no centralized administration of the public defenders of the 18 circuits. However, the judges have established the office of chief public defender of the circuit court. His duties are to supervise and assist in the defense of indigent defendants in all criminal matters handled by the public defenders of the court, prepare memoranda on current changes in the law, and other matters of interest regarding criminal law and procedure. The chief public defender serves full-time, without assistants, and has one full-time investigator assigned to his office, who is available to all other defenders for investigations. Pending legislative proposals would place circuit court defenders under a chief public defender for all courts in the state.

Statute requires a judge to designate a public defender to represent a defendant only if the judge determines that the "interests of justice..." require such designation. Judges vary as to their assessment of the types of charges in which the interests of justice require appointment of counsel. However, the appellate division of the court has recently held that a public defender must be appointed in "serious misdemeanor" cases. The charge in that case was breach of the peace, carrying a maximum penalty of a \$1,000 fine and/or a year in jail. Appellate division did not state which misdemeanor charges were not serious enough to warrant a public defender, but the judges of the court have adopted a resolution calling for appointment of a public defender for indigents charged with offenses carrying a maximum penalty of over 90 days and leaving appointment to the individual judge's discretion where the penalty is more than 30 days, but not more than 90 days. Public defenders are not to be appointed where the penalty is 30 days or less. This resolution is not binding on any individual judge.

"Reasonable sum(s) for necessary disbursements" by a public defender may be allowed by the judge, as well as reasonable expenses incurred in connection with appeals to the appellate of the supreme court. And, he is excused from the payment of certain court fees usually required in the conduct of certain actions.

In addition to his duties in circuit court, a public defender of that court may appear in superior court in some situations. Public defenders are charged with the duty of representing indigent accuseds who wish to contest extradition to another state by filing a habeas corpus petition in superior court. In addition, when a defendant represented by a public defender is bound over from circuit court to superior court, the circuit court defender may be appointed a special assistant superior court public defender, to assist the regular public defender of that court in representing the defendant, but only at the request of the superior court public defender. This procedure is seldom followed.

Any defendant desiring appointment of a public defender in the circuit court may be required to make disclosure under oath, either orally or on prepared forms, concerning his ability to retain counsel, as a condition to appointment of a defender. In practice, applicants fill out and swear to a standard form setting forth information about their financial condition, and the judge makes a decision as to his ability to retain counsel on the basis of that form. No uniform standards of financial eligibility have been adopted by the court.

The chief public defender's office instituted a system of case reporting by the circuit court public defenders, which indicated the volume of business handled by them during 1968. The present chief public defender reinitiated the case-reporting system for one report period during the quarter July 1, 1970-September 30, 1970. The two reports demonstrate the substantial increase in their workload. In 1968, public defenders disposed of 6,126 cases, an increase of 54% in the number of cases disposed of over 1967. During the third quarter, 1970, public defenders disposed of 3,090 cases, and a projected 12,360 cases for an equivalent twelve month period, an increase of 102% or more than double the 1968 caseload figure.

If the 12,360 projected cases are indicative of defender activity during fiscal year 1970, then public defenders represented approximately one-tenth of the criminal cases (including motor vehicle cases with penalties in excess of 30 days in jail).

#### Finances

Actual expenditures of the circuit court for fiscal 1971 show the following broad functional breakdown:

Function	1968	1971	% Increase Over 1968
Adjudication	\$3,896,248	\$4,847,450	54.4%
Prosecution	763,458	1,144,864	50.0%
Defense	144,768	330,988	128.6%
Family Relations	794,313	985,000	24.0%
Other	--	620,288	--
<b>Total Cost</b>	<b>\$5,598,788</b>	<b>\$7,928,590</b>	<b>41.6%</b>

Source: Chief Accountant, Connecticut Judicial Department.

A comparison of expenditures over a five-year period demonstrates a steady rise in the cost of operating the court.

1966-67	1967-68	1968-69	1969-70	1970-71
\$5,070,099	\$5,598,788	\$6,503,135	\$6,748,060	\$7,928,590

Source: State of Connecticut Budget Report, 1969-71, p. 1-7.

The cost of operating the circuit court for fiscal year 1971 has increased 56% over fiscal 1967.

#### Appellate Session of the Court of Common Pleas

Appeals may be taken as a matter of right from the final judgment or action of a circuit court (except in small claims cases, which are not appealable) to the appellate session of the court of common pleas, which replaced the appellate division of the circuit court as of October 1, 1971. The appellate session is composed of a panel of three judges, for which every judge of the court of common pleas is eligible by virtue of his appointment. Appeals are by way of review of errors of law only, and are based on the record of the proceedings below, there being no trial de novo. Appellate sessions are scheduled by the Chief Judge, as business requires, both in terms of frequency and location. Judges assigned to the session are excused from their regular duties only to the extent necessary to perform their appellate function. Though a defendant may appeal, the state may not.

The practice and procedure on appeal generally conform to the practice and procedure in the state supreme court. The judges of the court of common pleas recently adopted substantially the same rules of procedure as were previously used in the appellate session of the circuit court.

There are, to date, no statistics covering the operations of the appellate session. However, it may be assumed that there will be little difference in their case load from that of their predecessor, with the exception of the increased burden resulting from a broader jurisdiction.

Appeals in criminal cases furnished considerable business for the appellate division. They did not often result in reversal of the trial court's decision, as shown by the table below, reviewing dispositions of criminal appeals since the Circuit Court's inception.

Fiscal Year	Total Cases	Dispositions				
		No Error	Error	Error in Part	Dis- missed	Other
1962	82	54	12	2	14	0
1963	77	58	11	2	6	0
1964	80	68	9	2	1	0
1965	41	30	10	1	0	0
1966	35	29	5	0	1	0
1967	47	39	3	1	4	0
1968	35	29	0	2	4	0
1969	34	23	5	4	0	2
1970	33	20	5	2	0	6
<b>Total</b>	<b>464</b>	<b>350</b>	<b>60</b>	<b>16</b>	<b>30</b>	<b>8</b>

Source: Reports of Judicial Council of Connecticut, 1962-70.

In nine years for which figures are available the appellate division had found error, fully or in part, in slightly more than 16% (76/464) of the cases brought to it. Just over 75% (350/464) of the appeals resulted in a finding of no error.

## SUPERIOR COURT

Section 1 of Article Fifth of the Constitution of the State of Connecticut states that, "the judicial power of the state shall be vested in a supreme court, a superior court, and such lower courts as the general assembly shall, from time to time, ordain and establish". This language has been preserved in substantially the same form since the Constitution of 1818, which first decreed the separation of the judicial from the legislative and executive branches of government. Until 1855, county courts were the "superior" courts in Connecticut. In that year, the entire court system was reorganized and a single state-financed statewide superior court system, bearing that title, was established. Although the superior court is going through a period of evolutionary change, it still very much resembles the model established in 1855.

The judges of the superior court are, by constitutional and statutory directive, appointed by the General Assembly upon nomination of the Governor for terms of eight years. Judges may be removed by impeachment or a vote of two-thirds of each house of the general assembly. Since re-appointment is a virtual certainty, each judge of the superior court has, in effect, life tenure.

### Jurisdiction and Venue

In criminal cases, the superior court has sole jurisdiction of any offense not within the jurisdiction of the circuit court. This means that the superior court has exclusive jurisdiction over all felonies for which the maximum penalty exceeds five years imprisonment. By legislative action in the 1971 session of the General Assembly (Pub. Act 870), the jurisdiction of the circuit courts was increased to include all crimes for which the penalty is up to 5 years imprisonment or a fine of \$5,000. The intent was to remove part of the criminal caseload burden on the superior court. The superior court has the authority to exercise its original jurisdiction over a criminal case through the issuance of a bench warrant. It uses this authority but continues to receive most of its cases by way of bindover from the circuit court. During the fiscal year July 1, 1970 to June 30, 1971, the superior court obtained jurisdiction over 24% of its criminal defendants by issuance of a bench warrant. This is a much larger percentage than that for the fiscal year 1967-1968 when only 7% of its criminal defendants were bound over by superior court bench warrant (Table 45). Venue is generally laid in the county in which the offense was committed.

TABLE 45

	Defendants Added During Period			1970-71	Increase
	1967-68	1968-69	1969-70		
Bench Warrants	224	unk.	998	1,204	478%
Bind Overs	2,861	unk.	4,020	4,095	43%
Total Added	3,085	4,267	5,018	5,389	75%
Bench Warrants as % of	7.3%	-	19.9%	24.0%	
Total Added		106			

## Organization and Administration

The entire panel of thirty-five judges of the superior court is by statute the governing body of that court. Included in the panel are the justices of the state supreme court who are considered to be judges of the superior court. By statute, the entire panel is given the authority to appoint all superior court personnel from clerks of the court through maintenance men. Because of difficulty of the entire panel overseeing the daily operations of the superior court, the senior judge of the court is generally designated the chief judge. He, along with an executive committee of judges, has day-to-day responsibility for the court's operations.

Although the chief justice of the supreme court is the head of the judicial department, his pressing judicial duties often make it impossible for him to exercise continuous supervision over the superior and other statewide court systems. A desire for more comprehensive administrative supervision of the state's burgeoning court systems, led, in 1965, to creation of the office of chief court administrator within the judicial department.

The chief court administrator is a justice of the supreme court who has reduced judicial duties and substantial responsibility for expediting and streamlining court operations throughout the state. He is appointed by the General Assembly upon nomination of the Governor for a term of four years and serves under the jurisdiction of the chief justice of the supreme court. The chief court administrator is the administrative head of the judicial department and has, among others, the power to select the chief judges of the respective courts and to assign and reassign judges and prosecutors in the several criminal courts. He also appoints a pool of five law clerks for the benefit of the superior court judges. Since the advent of the office of chief court administrator, substantial progress has been made in reducing delays and backlogs in and streamlining the operations of the civil side of the superior court. Increasing attention is now being paid to criminal dockets and many of the techniques which have worked successfully on the civil side are now being introduced in selected courts on the criminal side. The various superior courts have, for clerical and routine administrative support, forty-three court reporters, thirty clerks and assistant clerks and eighty-four clerical assistants. In total, there are some 392 persons employed by the superior court. Included in this total are the personnel of the supreme court.

### Sessions of Court

Although the superior court is a unified court, it still retains vestiges of an earlier, more decentralized era. Although county government was abolished in Connecticut some years ago and existing court facilities located in the former seats of county government are in many cases inadequate, the superior court is, by statute, still required to hear criminal business at least four times each year in the several counties of the state. In each of the larger counties, one or more judges conduct continuous criminal business. In the smaller counties, criminal cases are heard less

regularly and civil cases are usually heard along with the criminal business. During the court year July 1, 1970 to June 30, 1971, the three largest counties accounted for approximately 80% of all defendants disposed of and 81% of all judicial time devoted to criminal business (Table 46). In three largest counties the court was probably more "efficient," averaging an estimated 3.6 defendants disposed of per judge day, whereas in other locations the court averaged only 1.8 defendants.

TABLE 46

Number of Defendants Disposed of and Court Days Sat by Judges On Criminal Matters	Court Years				
	1967-68	1968-69	1969-70	1970-71	Increase
Defendants disposed of 3 largest courts	2,033	2,699	3,258	3,666	144%
Statewide	2,767	3,683	4,487	5,213	152%
Judge Days 3 largest courts	649*	935*		1,470*	
Statewide	1,215	1,430	1,647	2,337	
Ratio, Defendants: Judge Days 3 largest courts	3.1:1	2.9:1*		2.5:1*	
Statewide	2.3:1	2.6:1	2.7:1*	2.2:1	

\* Estimated.

Recognizing the problems of rapidly expanding criminal caseloads and the advantages of more heavily concentrated criminal dockets, the recent biennial report of the chief court administrator, in looking to the not too distant future, forecast that courts will probably sit in fewer but more adequately equipped locations throughout the state.

#### Caseloads

Intensifying the prior concern for more efficient management of superior court criminal business is a dramatic expansion in criminal caseloads. Table 47 summarizes the number of criminal cases added and disposed of during the past six court years as well as the backlog of pending cases at the end of each period.

TABLE 47

Superior Court - Criminal Cases Added, Disposed of, and Pending for Court Years 1966-67 through 1970 1971

	Court Years				
	1966-67	1967-68	1968-69	1969-70	1970-71
Cases Pending at beginning of year	430	510	824	1,408	1,939
New Cases Added during the year	2,145	3,082	4,267	5,018	5,389
Cases Disposed of during the year	2,066	2,847	3,683	4,487	5,291
Cases Pending at the end of the year	509	745	1,408	1,939	2,037

The number of defendants whose cases are disposed of by the superior court each year shows a somewhat erratic but currently upward movement. While the number of dispositions has moved upward, the number of new cases has grown even faster.

During the past year, dispositions have been averaging about 440 cases per month, an increase of more than 66 cases per month over 1969-70, more than 131 cases per month over 1968-69, and 209 cases more than in 1967-68. New cases, however, are averaging about 448 per month, an increase of 30 cases per month over the preceding year. As a result, the backlog of pending cases has risen from 295 on July 1, 1964 to its present total of 2,037 on July 1, 1971. A second result is the aging of cases as the number of cases pending for 3 months or more increases as the courts become more clogged with business. Table 48 outlines the increase in cases pending more than 3 months.

TABLE 48

## Superior Court - Criminal Cases Pending Over Three Months on Selected Dates

Dates	Not Confined	Confined	Total
July 31, 1967	168	4	172
Dec. 31, 1967	219	29	248
June 30, 1968	148	17	165
Dec. 31, 1968	285	31	316
June 30, 1969	308	53	361
Dec. 31, 1969	509	93	602
June 30, 1970	548	109	647
Dec. 31, 1970	-	-	-
June 30, 1971	605	59	664

Some other implications of the expanded superior court criminal caseload are worthy of note. The ratio of defendants disposed of, to judge days, has remained for the past several years at 2.3:1. If criminal dispositions are to be speeded up and the backlogs reduced, substantially more judicial manpower will have to be devoted to criminal business. Court time devoted to criminal cases will have to increase at least 30% just to stabilize the backlog at current levels. What is not detailed here is the fact that of the 664 cases pending over three months on 6/30/71, 45% have been pending from 6-12 months, as compared to only 29% of the cases pending longer than three months one year before. Also, now 13% of the cases have been pending for longer than one year, as opposed to 10% on 6/30/70.

Reduction of superior court criminal jurisdiction to cases in which the offense charged carries a sentence of more than five years is expected to reduce the court's caseload.

The increasing caseload is not without meaning to the individual defendant. As Table 49 indicates, during the past seven court years, the combined percentage of cases disposed of by way of guilty pleas, nolles, and dismissals has varied from 90.9% to 98.6% of total dispositions. Interestingly, the percentage of guilty pleas, on the one hand, and nolles and dismissals, on the other, seems to vary as the caseload varies. With a steady increase in caseload, non-trial dispositions and nolles in particular are also on the increase.

TABLE 49

## Superior Court - Dispositions of Criminal Cases by Guilty Pleas, Nolles and Dismissals as a Percentage of Total Dispositions

	Court Year						
	1964-65	1965-66	1966-67	1967-68	1968-69	1969-70	1970-71
Total Defendants	2,075	2,782	2,066	2,767	3,683	4,487	5,213
% Guilty Pleas	79.5	76.0	79.1	76.1	73.2	71.0	70.6
% Nolles or Dismissals	13.1	16.9	12.9	15.1	18.6	24.7	25.0
Total % Guilty Pleas, Nolled or Dismissed	92.6	92.9	92.0	91.2	91.8	95.7	98.6

Of the 5,213 defendants disposed of in Superior Court during fiscal year 1971, 4,982 were disposed of without trial. The following table indicates the procedural outcome of these cases as well as the 2,526 disposed of in 1968 and the 3,382 disposed of in 1969.

TABLE 50

## Disposition of Criminal Cases (Defendants)

Outcome	1966-67	1967-68	1968-69	1969-70	1970-71	
Guilty Plea or Nolo Contendere	1,635	2,107	2,696	3,186	3,680	125%
Guilty Conviction	112	163	243	131	155	38%
Nolled	177	412	681	1,096	1,265	615%
Dismissed	90	7	5	14	37	-41%
Not Guilty	52	78	58	60	76	46%
Total Disposed of	2,066	2,767	3,683	4,487	5,213	152%

In Superior Court, 155 (67%) of the 231 cases disposed of by trial ended in conviction. This is a 30% decrease in the number of cases disposed of by trial since 1969.

In addition to handling cases at the trial level, the superior court is involved in other matters arising out of or related to criminal offenses and offenders. During the court year 1967-1968, 627 additional matters were presented to the court and 85% of them were disposed of; 15% remained at the end of the year.

TABLE 51

Additional Matters Presented to Superior Court, Court Years  
July 1, 1967 through June 30, 1971  
(Number of defendants)

Fiscal Year	NO. OF DEFENDANTS										Totals
	State Habeas Corpus	Petition for Release -Jail	Violation of Probation	Sentence Review Hearings	Board of Pardons Hearings	Criminal Appeals	Motion Reduce Bond	Other (Misc.)			
1967-1968	78	112	144	86	unk.	39	unk.	168			627
1968-1969											
1969-1970	74	69	117	181	unk.	53	unk.	269			763
1970-1971	90	67	160	278	109	47	48	626			1,281
Number of defendants presented during 1970-1971	103	67	160	278		47	36	590			1,281

### Prosecution

Nine state's attorneys, one for each county, and twenty-one assistant state's attorneys are appointed for two year terms by the panel of judges of the superior court to prosecute criminal cases on behalf of the state. Connecticut is the only state in which the judiciary selects the prosecuting officials. In other states prosecutors are normally either elected to, or appointed by, the executive branch of government and serve as part of that branch.

Most of the present state's attorneys are full-time, and under a recent legislative enactment, all future state's attorneys must be full-time. Most of the assistant state's attorneys are part-time and are prohibited from maintaining a private criminal defense practice. The state's attorneys and assistant state's attorneys normally serve only in the superior court sessions held within the county to which they are appointed. The chief court administrator has the power to assign, reassign or modify prosecutorial assignments as the criminal business of the superior court demands. Little use has been made of this power, but growing backlogs may prompt some marshalling of manpower in the busy court locations (see Table 52).

Although the superior court is a statewide court system and the selection of state's attorneys and their assistants is made by the entire panel of judges, prosecution of criminal cases is fairly decentralized. Appointment by the panel of judges is normally preceded by approval from the resident judges of the county in which the state's attorney is to serve, and a review by the executive committee of the judges. Cognizance should be taken of several recent proposals intended to centralize the functions of the state's attorneys. One is legislative, and would have the prosecutorial function removed from the control of the Judicial branch, and placed under the control of the attorney general, an elected officer who has few other duties than to defend the state in various legal actions. Another proposal is that of the Judiciary, which would retain control of the prosecutor's in that branch, but centralize the function under a chief state's attorney in order to better coordinate prosecution activities.

Clerical services for prosecutorial staff are provided by a staff of nineteen clerical assistants.

### Counsel for the Defendant

Legal representation for indigent defendants is provided through a public defender system. The judges of the superior court are, by statute, authorized to appoint, at their annual meeting, for each county, an attorney-at-law, of at least five years' practice and residence, to act as public defender for the ensuing year. At present, there are nine public defenders and nine assistant public defenders all but four of whom are part-time. Support is provided by two investigators. The judge presiding at any session or term of the superior court may, if the public defender or assistant public defender is disqualified, appoint a special public defender to serve on a given case. Just as in the case of the state's attorney, consideration is being given by the General Assembly to the feasibility of creating an office of chief public defender in order to increase coordination of statewide defender activities.

TABLE 52

## Superior Court

## Work Load Statistics - State's Attorney's Office-1970-1971

Location	Average Dispositions per State's Attorney per Month (% of Cases on Hand)	Number of State's Attorney Personnel			Total Cases During Year	Number of Cases Disposed Of	% Added by Bench Warrant During Year	% Disposed of Without Trial	Trials Concluded	Additional Matters
		Fulltime	Parttime	Total						
Fairfield	12.3 (72%)	1	5	6	1,227	889	30%	93%	42	251
Hartford	21.7 (78%)	2	5	7	2,347	1,822	14%	97%	55	245
New Haven	11.4 (57%)	5	2	7	1,666	955	30%	94%	43	346
Litchfield	13.7 (69%)	0	1	1	238	164	16%	82%	30	17
Middlesex	16.9 (80%)	0	1	1	254	203	11%	97%	7	104
New London	11.9 (70%)	0	2	2	408	286	30%	92%	19	78
Tolland	8.2 (69%)	1	1	2	285	196	39%	94%	11	90
Windham	13.3 (66%)	1	0	1	243	160	8%	96%	6	47
Waterbury	14.9 (81%)	2	1	3	660	536	37%	97%	18	103
TOTALS	14.5 (71%)	12	18	30	7,328	5,213	24%	95%	231	1,281

TABLE 53

## Superior Court

## Work Load Statistics-Public Defender's Office-1971

	Number of Public Defenders			Number of Defendants Disposed of	Rep'd. by Public Defender	% of Dispositions Rep'd. by P. D.	Average Dispositions per Public Defender per Month	Defendants with Additional Matters Rep'd. by P. D.	& as % of all Additional Matters
	Fulltime	Parttime	Total						
Fairfield	0	3	3	889	464	52%	12.9	15	6%
Hartford	2	3	5	1,822	835	46%	13.9	31	13%
New Haven	0	3	3	955	365	38%	10.1	48	14%
Litchfield	0	1	1	164	76	46%	6.3	11	65%
Middlesex	0	1	1	203	73	36%	6.1	45	43%
New London	0	1	1	286	173	60%	14.4	16	21%
Tolland	1	0	1	198	110	56%	9.2	59	66%
Windham	0	1	1	160	108	68%	9.0	40	85%
Waterbury	1	0	1	536	250	47%	20.8	47	46%
TOTALS	4	13	17	5,213	2,454	47%	12.0	312	24%

The statutory test of eligibility for representation of an accused person by the public defender is, "when such person is without funds sufficient to employ counsel for such defense". Eligibility is liberally interpreted and the public defenders represent a correspondingly high percentage of persons accused of crimes. Over the past several years, they have represented about one-half of all criminal defendants (Table 53). The three largest counties, Hartford, New Haven, and Fairfield, which are served by three public defenders and all six assistant public defenders, have the bulk of the public defender caseload. Table 54 summarizes the number of defendants represented by the public defenders in the three largest and six other superior court sites and Table 55 summarizes the percentage of all defendants represented by public defenders.

TABLE 54

Superior Court--Number of Defendants Represented by Public Defenders, by Location

Location	Court Year					Total
	1966-67	1967-68	1968-69	1969-70	1970-71	
3 largest counties	861	931	1,313	1,521	1,664	6,280
6 smaller counties	292	381	462	617	790	2,552
Total	1,153	1,312	1,775	2,138	2,454	8,832

TABLE 55

Superior Court--Percentage of Defendants Represented by Public Defenders, by Location

Location	Court Year					Average
	1966-67	1967-68	1968-69	1969-70	1970-71	
3 largest counties	58.1	45.9	48.6	46.7	45.1	48.9%
6 smaller counties	50.1	51.6	47.0	50.2	51.7	49.6%
Total	55.8	47.4	48.2	47.6	47.0	49.1%

### County Detectives

The 24 county detectives are the investigative arm of the state's attorney offices throughout the state. Each office has one or more county detectives assigned to it on a full-time basis with the bulk of them serving in the largest counties.

County detectives are carefully selected criminal investigators of wide experience, assigned to the state's attorneys' offices in the eight Connecticut counties. They are not members of any state or municipal law enforcement agency.

County detectives (all police officers) are on duty 24 hours a day, and are available any time during the day or night to proceed to a crime scene, in order to participate in, assist, counsel and advise local police authorities in proper procedures, investigative techniques, etc., in the case at hand.

County detectives are also called upon to conduct or participate in other types of investigations, such as serving subpoenas, stakeouts, surveillances, out-of-county or out-of-state contacts, meeting with informers, interviewing witnesses in connection with investigations of cases set down for trial, assisting other state's attorneys' investigators from Connecticut and other states in their investigations and other related work.

County detectives are periodically called upon to lecture at police training schools throughout the State on a variety of subjects that range from initial police investigations to supreme court decisions.

Some of the other functions performed by county detectives are: preparation of bindover cases; obtain complete criminal record; obtain additional information, if necessary; reinvestigate the case at hand, if necessary; interview witnesses prior to trial; obtain any information requested by the state's attorney and/or his assistants in connection with cases being prepared for trial; completely review all bindover cases to insure that all necessary information has been obtained; bring to the attention of state's attorney and/or his assistants any problems discovered that might affect the course of trial; confer with defense attorneys; subpoena witnesses and insure their presence at trial and transport them if necessary; assist state's attorney and/or his assistants in courtroom during the course of a trial; obtain services of expert witnesses; obtain sketches, diagrams, maps, etc.; prepare evidence; testify at trials, and other related functions.

County detectives also:

Assist in investigations of all homicide cases and attend autopsies, prepare cases to be heard before Grand Juries and insure that all persons necessary are present,

Investigate complaints against judges at the request of the Judicial Review Council,

investigate complaints against attorneys,

- Investigate complaints received by state's attorneys,
- Investigate complaints against local police departments,
- Investigate complaints against municipal government officials,
- Investigate complaints against State officials,

Investigate complaints from Governor's Office, Legislature, Judiciary and any state agency required by statute to bring evidence of wrongdoing to the attention of the state's attorney,

Investigate or participate in investigations at state prison or state jails,

Prepare cases for trial in above matters where investigation reveals such action necessary,

Investigate and have available all witnesses and evidence in special grand jury hearings.

Supervise and assist in the preparation of all extradition matters necessary to return felons to this jurisdiction and accompany local authorities to other states on extradition matters when necessary,

Interview all persons seeking advice and information or the assistance of the state's attorney's office in making a complaint,

Provide analytical, statistical research information,

Constantly maintain documentary updating procedures,

Maintain security in courtrooms,

Supervise bomb scare and court building security,

Give lectures on narcotics and actively participate in investigations pertaining to drug traffic.

Somewhat over \$210,000 of the superior court budget allocated to prosecution of criminal cases is spent on county detectives.

#### Sentence Review Division

The Sentence Review Division of the superior courts consists of 3 judges appointed by the chief justice of the supreme court. The review division, upon application of a sentenced person, may either increase or decrease the penalty imposed or may order such other sentence as could have been imposed at the time of the imposition of the sentence under review.

During the court year 1967-68, the sentence review division had 86 matters presented to it. Seventy-four were completed and 12 remained pending at the end of the court year.

#### Coroners

The judges of the superior court appoint, upon nomination of the state's attorney, an attorney-at-law as coroner for each county. The coroners serve for three-year terms and are empowered to appoint medical examiners. If the coroner or medical examiner has reason to suspect that death was caused by the criminal act, omission or negligence of another he may conduct further inquiry and if he finds culpability, must report his findings to the prosecutor of the jurisdiction who proceeds further with the matter.

The respective coroners offices expended \$102,714 in 1970-71. Staff support to these coroners offices is provided by seven clerical assistants.

#### Budget

During the past five years, expenditures on operating the criminal side of the superior court have doubled. Table 56 sets forth this steady growth.

TABLE 56  
Expenditures on Superior Court Criminal Business  
(in thousands of dollars)

	Court Year				
	1966-67	1967-68	1968-69	1969-70	1970-71
Adjudication (1)	865	1,027	1,108	1,159	1,113
Prosecution	589	754	887	1,065	1,336
Defense	123	160	174	231	326
Coroners	265	369	527	518	103 (2)
Total	1,842	2,310	2,696	2,973	2,878 (2)

(1) Includes judicial salaries as well as costs of maintaining and running the clerk offices, courthouses, etc. Criminal cases were allocated 25% of the total.

(2) Costs of medical examiners and other professional services no longer included in this item.

The growth in the costs of operating the criminal side of superior court parallels the growth of costs on the civil side, which have also doubled during the past five years. The portion of the total budget of the superior court allocable to criminal business has averaged about 40% for the past five years.

Although the overall costs have doubled, certain areas have moved more rapidly than others. Costs of adjudication have doubled during the past six years, prosecution costs have increased 143%, but expenditures on public defenders have risen 3.5 times. This rise in expenditures on defense services has, however, only partially closed the gap between expenditures on defense and on prosecution. Although public defenders represent 49% of all criminal defendants in the superior court, expenditures on defender services are, at present, only about 22% of those on prosecution.

THE SUPREME COURT

The Supreme Court of Connecticut is the court of final appellate jurisdiction within the State. It hears original appeals from the superior court and such criminal appeals from the appellate division of the court of common pleas as are certified by it or the appellate division. It consists of a chief justice and four other justices appointed by the General Assembly upon nomination of the Governor for eight-year terms and a sixth justice, similarly appointed, who is the chief court administrator.

TABLE 57

Criminal Cases Decided in the State Supreme Court, 1960-1970

Period: October to October	Total Cases Decided	Criminal Cases Decided	Percent of Total Cases
1961	200	4	2.0
1962	193	13	6.7
1963	197	6	3.0
1964	219	14	6.4
1965	211	19	9.0
1966	225	25	11.1
1967	291	18	6.2
1968	267	8	2.3
1969	273	27	9.9
1970	290	21	7.2

Source: Judicial Department

During the period October, 1960 through October, 1965 the supreme court decided 56 criminal appeals. From October, 1965 through October, 1970 the court decided 99 appeals in criminal cases. During those same periods the supreme court heard, exclusive of motions, 1,020 and 1,346 appeals respectively. Thus during the earlier period only 5.5% of the appeals decided were in criminal cases while that total rose to 7.4% during the past five years. With the expansion of criminal cases generally, the supreme court's criminal caseload will probably continue to increase gradually.

## THE JUVENILE COURT

Although the Connecticut General Assembly enacted in 1921 legislation establishing a Juvenile Court with exclusive jurisdiction over children under 16, that court was not characterized by uniformity of facilities, personnel, or procedure. The personnel of the minor criminal courts, including the judges, also functioned as officers of the juvenile court. Therefore, in 1941 the present statewide system was established, and it began operations on January 1, 1942.

### Jurisdiction and Venue

The court has exclusive jurisdiction over all proceedings concerning uncared for, neglected, dependent and delinquent children under 16, except for guardianship, adoption and certain property matters within the probate court's jurisdiction and, in certain circumstances, except for a child of 14 years or more, accused of murder. In addition to its original jurisdiction, the court has jurisdiction over persons 16 and 17 years of age transferred to it by the circuit court. The juvenile court must accept transfers from the circuit court except in those cases where the child has previously been convicted of a crime or had been previously adjudicated a delinquent. In these instances, the juvenile court has the discretion to accept or refuse jurisdiction.

The venue of petitions concerning delinquent children is in the district either where the delinquent act(s) occurred or where the child resides, in the court's discretion. All other petitions must be heard in the district where the child resides at the time the petition is filed.

According to Public Act 794, Section 1 (1969), a child may be found delinquent --

- (a) who has violated any federal or state law or municipal or local ordinance, or
- (b) who has without just cause run away from his parental home or other properly authorized and lawful place of abode, or
- (c) who is beyond the control of his parent, parents, guardian or other custodian, or
- (d) who has engaged in indecent or immoral conduct, or
- (e) who has been habitually truant or who, while in a school, has been continuously and overtly defiant of school rules and regulations, or
- (f) who has violated any lawful order of the juvenile court.

### Dispositional Powers and Acts of Delinquency

The court has broad statutory dispositional powers. According to Public Act 664, Section 9 (1969), if the court finds that the child is delinquent and needs the care, discipline or protection of the court, it may adjudge him

delinquent and place him in the care of any institution or agency which is permitted by law to care for children, order the child to remain in his own home or in the custody of a relative or any other fit person, or to withhold or suspend execution of any judgment. If the court finds that its probation services or other resources available are not adequate for the child, the court may commit the child to the Department of Children and Youth Services. Any child found mentally ill or mentally deficient may also be committed to any appropriate institution.

Although the juvenile court's statutory powers of disposition are broad, its realistic choices are extremely limited. A child adjudicated delinquent can be placed on probation or committed to the Department of Children and Youth Services. In most instances probation consists of individual counseling on a one-to-one casework basis. Several small-scale probation programs employ techniques of guided group interaction and involve intensive supervision and counseling. Although the court has the power to commit a child to a private child-caring institution or program, the court itself does not have the funds to pay for such placements or services and, therefore, must rely on the Welfare Department to provide payment. Furthermore, private and, in some instances, public facilities are able either legally or practically to control their intake from the court and are often unwilling to accept delinquent children into their programs. The long waiting lists at many private agencies also presents problems if immediate treatment is needed. The court, with few exceptions, is faced with either placing a child on probation or committing him to the commissioner of the Department of Children and Youth Services.

The types of delinquent acts committed by persons disposed of by the court cover a broad range. Acts of carelessness or mischief and theft consistently head the list of offenses. Unlawful entry, shoplifting, damage to property and "being ungovernable" are other common bases of jurisdiction. For example, in 1970, acts of carelessness or mischief accounted for over 20% of the cases disposed of, and, when joined with theft and unlawful entry, these three constituted one-half the court's caseload.

Whether or not a judicial hearing was conducted, the most common disposition by far was dismissal after a warning or "adjustment", about 76% of the cases being disposed of in this manner. Fourteen per cent (14%) resulted in probation supervision and only about 3% in commitment.

A study by the State Commission on Youth Services in 1966 found that over a period of years the court has committed annually about 5% of its delinquents to state schools; placed 17% on probation and 12% on "unofficial supervision"; referred 8% to individuals, private agencies or other institutions and dismissed about 53% with a warning or after a "minor adjustment".

The only readily-available statistical measure of the court's effectiveness seems to be the frequency with which children previously before the court return with new violations. As the following table shows, the percentage of such cases has increased very slightly over the past five years.

TABLE 58  
Disposition of Delinquency Cases 1970

	Boys	State Total Girls	Total
<u>Delinquency Cases</u>			
Disposition: TOTAL	9,443	2,471	11,914
<u>Judicial Cases: TOTAL</u>	2,207	735	2,942
Dismissed with warning	980	345	1,325
Probation officer to supervise	991	218	1,209
Committed to:			
a. School for Boys	191	0	191
b. Long Lane School	0	101	101
c. House of Good Shepherd	0	53	53
d. Mansfield Training School	4	6	10
e. Southbury Training School	10	2	12
f. Other institution, agency or individual	2	3	5
g. Father	0	0	0
h. Mother	0	0	0
Referred to:			
a. Other agency or individual	10	4	14
b. Other Court	8	0	8
Private School Placement	11	3	14
<u>Non-Judicial Cases: TOTAL</u>	7,236	1,736	8,972
Dismissed after warning or adjustment	6,333	1,388	7,721
Probation officer to supervise	296	169	465
Referred to:			
a. Institution or school	308	26	334
b. Public department	77	48	125
c. Other agency or individual	180	83	263
Runaway returned	42	22	64

TABLE 59  
Number and Per Cent of Children  
With Prior Court Experience  
1966-70

	Total Cases Disposed of	Prior Court Experience	Per cent
1966	9,715	2,977	30.6
1967	8,516	2,645	31.0
1968	10,071	3,178	31.5
1969	11,635	3,691	31.7
1970	11,914	3,722	31.2

Organization and Administration

The state is divided into three districts for purpose of juvenile court administration, each of which has a school population of approximately equal size. The cities of Hartford, Bridgeport, and New Haven serve as headquarters for the court in each district, while in 12 other cities distributed throughout the three districts there are permanent area offices staffed by resident probation officers. Each area office, in turn, serves several of the towns which surround it, the number of such towns being determined partly by the distance to be traveled and partly by the number of children residing in the towns. Each judge regularly (weekly or biweekly) visits each area office within his district and also hears cases in the adjoining communities, as business requires.

The number of juvenile court judges was increased by the 1967 General Assembly from 3 to 6, 2 judges being assigned to each district. Each judge must be an attorney-at-law, devote full time to his duties and reside in his district. Judges are nominated by the Governor and appointed by the General Assembly for terms of four years. Their annual salary is \$20,000. There is a chief judge of the juvenile court, designated by the chief court administrator and possessed of limited statutory powers; e.g., the chief judge may, after consultation with the other judges, assign judges of one district to sit in an adjoining district to cope with caseload pressures. The chief judge serves in such capacity at the pleasure of the chief court administrator.

There are 158 authorized positions within the juvenile court. All personnel in each district are appointed by the judges assigned to the district, after competitive civil service examinations conducted by the State Personnel Department.

Each district has a director of probation and casework supervisors. The statutory duties of the courts' probation officers are broadly defined. They are to "make such investigations and reports as the court directs or the law requires...execute the orders of the court...preserve a record of all cases

investigated or coming under their care and...keep informed concerning the conduct and condition of each person under supervision and report thereon to the court as it may direct".

Casework supervisors are presently supervising the work of approximately 9 probation officers each. Seventy-three (73) probation officers are employed by the court. In general, all officers handle both case intake and supervision of children. A typical caseload for a probation officer would be 40 cases involving supervision and 15-18 intake cases per month. One district is experimenting with differentiating caseloads as judicial or non-judicial and allowing officers to specialize.

Receiving centers for the detention of children pending the arrival of their parents or the disposition of their case are maintained in Hartford, Bridgeport, and New Haven, as well as the town of Montville. Two of the receiving centers are newly built: Bridgeport's (1964) and Montville's (1966). Approximately 37 persons are employed in the operation of these centers. On an average day, 15-17 children will be detained in each of these centers.

#### Caseload

Juvenile court statistics are reported by calendar year, and the reporting unit is the "case". "Case" figures do not equal the number of separate children before the court, since a child may be involved in more than one case in a given year. (Figures collected for 1966 indicate that 12% of the children before the court that year were involved in two or more complaints.) While "case" figures overstate the number of different children before the court, they understate the number of individual acts of delinquency, because one "case" may involve more than one delinquent act. But measuring the court's workload by "cases" does seem meaningful, since each case is an additional claim on court time and other resources.

The following figures reflect the trends in cases received and cases disposed of during the past 10 years (1960 through 1970):

TABLE 60

#### Caseload of Juvenile Court 1960-1970

	<u>Cases Received</u>	<u>Change</u>	<u>% Change over previous year</u>	<u>Cases Disposed of</u>	<u>Change</u>	<u>% Change over previous year</u>
1961	7,364	-	-	7,068	-	-
1962	8,080	+ 716	+ 9.7	7,747	+ 679	+ 9.6
1963	8,721	+ 641	+ 7.9	8,456	++ 709	+ 9.2
1964	9,564	+ 843	+ 9.7	9,265	+ 809	+ 9.6
1965	9,268	- 296	- 3.1	8,803	- 462	- 5.0
1966	10,188	+ 920	+ 9.9	9,715	+ 912	+10.4
1967	10,006	- 182	- 1.8	8,516	-1,199	-12.3
1968	11,817	+1,811	+18.1	10,071	+1,555	+18.3
1969	13,377	+1,560	+13.2	13,104	+3,038	+30.2
1970	13,186	- 191	- 1.4	13,566	+ 457	+ 3.5

Over the past 10 years the number of cases received has increased by 79% and the number of cases disposed of by 92%. Except for 1970, the court has not been able in any year to dispose of as many cases as it received, and the effect is shown in the following figures:

TABLE 61

#### Cases Pending at End of Year

1966	1,490
1967	1,843
1968	2,205
1969	2,478
1970	2,098

This represents a 41% increase during the period.

#### The Legal Framework of the Juvenile Court

The juvenile justice system operates within a complex framework of law, constitutional and statutory, as well as under a body of rules and guidelines established by the juvenile court.

In the 1967 case, In Re Gault, The United States Supreme Court made juvenile procedure in many states, including Connecticut, obsolete by ruling that certain elements of due process of law were required in juvenile courts. This ruling challenged the previously generally accepted doctrine that juvenile proceedings were not subject to the standards which are applicable to adults in the criminal courts. Now, however, all juvenile courts in the United States must follow procedures previously considered appropriate only in adult criminal trials. In a more recent case the Supreme Court has held that delinquency findings can be based only on proof beyond a reasonable doubt.

Chapter 301 of the General Statutes, as revised by Public Acts 794 and 664 in 1969, constitutes the body of statutory law governing the procedures and practices of the juvenile court. This chapter, dealing with child welfare, includes provision for dependent and neglected children as well as those who are considered delinquent. Under this chapter a delinquent child is defined, and the jurisdiction and organization of the juvenile court are established. The circumstances under which the police may arrest a child are spelled out and their disposition of an arrested child is regulated. Limitations are placed on the detention of a child in custody. The chapter also establishes procedures for hearings and requires an investigation by a probation officer prior to the disposition of any case in which a child has been found delinquent. Provision is made for appeal to the superior court. Procedures with respect to records and confidentiality are spelled out and the rights of the child and his parents or guardians to counsel and to remain silent are guaranteed.

#### Practice and Procedure

The Connecticut General Assembly, during its 1967 session, made mandatory the exercise of the juvenile court judges' statutory rule making power, and in June of 1968 the court published Rules of the Juvenile Court for the State of Connecticut. Practice and procedure in the court is now governed by the Juvenile Court Act and those rules. No attempt will be made to give a detailed description of court practice; rather, a broad overview of its proceedings in delinquency cases will be provided.

Written complaints by any individual or agency, alleging that a child is delinquent, are referred to the intake unit of the court's probation department. The police regularly account for 75%-78% of the referrals to the court.

Juvenile offenders are handled either by a regular member of the police force, or in the case of departments with special juvenile or youth divisions, by a youth officer. A survey of police departments in Connecticut conducted by the Planning Committee in 1971 shows that only 36% of all towns surveyed have juvenile officers within their police departments. In 1971 six cities of substantial size (30-50,000) did not have specialized units for handling juveniles in their departments. Even cities with such units have very small ones, usually ranging from one to three officers. Only Hartford (18), New Haven (17), Bridgeport (14) and Waterbury (10) have reported staffs of more than six officers. Less than half of the departments having juvenile bureaus provide special in-service training programs for juvenile officers.

Since 1966, transfer cases have ranged between 15.4% and 21.6% of the cases disposed of. 1970 transferrals accounted for 16.2% of the caseload.

The complaint is screened by the intake unit to determine whether the facts alleged, if true, are sufficient to bring the child within the court's jurisdiction and serious enough on their face to warrant some form of court intervention. This unit also considers in delinquency cases whether there exist any circumstances justifying detention pending disposition of the complaint. If the facts are insufficient to involve court action of any kind, the intake unit dismisses the complaint; the rules enjoin the unit, however, to refer any such complaint, "whenever possible...to an appropriate agency for consideration and service."

If the complaint is not dismissed, it is assigned to a probation officer for investigation, which investigation includes an initial interview with the child and his parent(s) or guardian(s). At this conference, the child and his parents are informed of their rights to counsel and to keep silent, told of the allegations of the complaint and requested to make a statement regarding the child's responsibility. However, should the child or his parents state that they wish counsel, the interview must end, and any further interviews can be conducted only with counsel present. Written waivers by both parent and child are required before the interview may proceed without counsel.

The interview must also end if the child denies responsibility for the alleged delinquency, and a petition will be filed, seeking a judicial hearing to determine responsibility, if the evidence warrants. No social history may be prepared by the probation officer, nor any other intervention by the court in the child's or his family's life allowed, in the absence of an acknowledgement of responsibility.

The child who acknowledges delinquency may be placed by the probation officer on "non-judicial supervision" for not more than 3 months. This relationship is effected without court adjudication but only after the child and his parents have been informed of and elected to forego their right to a court hearing. (The child and his parents may also demand a conference with the probation officer's administrative superior, instead of a court hearing, before agreeing to non-judicial supervision.) If the parties agree to such a relationship, the child remains under the officer's supervision for no more than 3 months. At the end of that time, the relationship cannot be extended without the approval of the officer's superior and the renewed consent of the parties to forego a court hearing.

Judicial hearings are held either when the child denies responsibility, and the evidence warrants a formal determination of delinquency, or when the child acknowledges responsibility, and the probation officer believes that some form of disposition more exacting than non-judicial supervision is required. Such proceedings are initiated by a formal pleading, a "petition", verified by the probation officer, alleging a delinquent act. Hearings are before the judge, there being no right to jury trial in the juvenile court. Table 58, above, indicates that only 25% of the cases disposed of in 1970 involved a judicial hearing, but a review of similar statistics over the past five years discloses a gradual increase in the frequency of such formal dispositions.

The specificity of petitions, the time and manner of their service and the procedures of the formal hearing are spelled out in detail by the court's rules. It is important to note that all hearings are divided into adjudicatory and dispositive phases, the former being concerned with determining the truth of the facts alleged by the petition and, therefore, the existence of jurisdiction over the child; the latter with deciding the action to be taken in the best interests of a child adjudicated delinquent and the community.

#### Detention

A particularly important aspect of court procedure is that regarding restriction of a child's liberty prior to an adjudication of allegations on a complaint or petition. Statute permits detention pending a hearing or disposition of the child's case, but forbids his confinement in "a jail or lockup, or in any place where adults are or may be confined." The court maintains four detention centers, and the recent rules provide procedures and standards for determining whether detention should be required.

As for standards, the rules forbid detention "unless it appears from the available facts" that

- (1) there is "reasonable cause to believe that the child is responsible for the acts alleged", and
- (2) there is
  - a. a "strong probability" the child will run away; or
  - b. a "strong probability" the child will commit other offenses before disposition; or
  - c. "reasonable cause to believe that the child's continued residence in (his) (her) home pending disposition will not safeguard the best interests of the child and the community because of the serious and dangerous nature of the (act) (acts) set forth in the...petition"; or
  - d. a need to hold the child for another jurisdiction.

A child may be detained up to 24 hours without the filing of a petition (but Saturdays, Sundays and holidays are not counted in computing the 24 hours). After a petition is filed, he may be held up to 24 hours without an order of detention signed by a judge. The child, his parents or his attorney may request a hearing before such an order is entered, and the hearing must be held within 24 hours of the request, excluding Saturdays, Sundays and holidays. Absent such a request, the court may enter an order without a hearing, upon finding that one or more of the standards mentioned above is met. Such an ex parte order authorizes detention for not more than 10 days and is not renewable without a hearing. (The district's director of probation, casework supervisor or their delegate are authorized to release the child to his parents at any time during this period if they consider detention no longer necessary.) An order of detention entered after a hearing authorizes detention for 15 days or until an adjudicatory hearing, whichever is the shorter period, and may be renewed after a further hearing.

Thus, it appears that a child may be detained without a detention hearing no more than 10 days. Subsequent to a detention hearing, there is no limit to the period he may be held pending adjudication, but further detention hearings must be held and orders renewing detention entered every 15 days during this period. The rules provide for notice by arresting officers and court personnel to parents of the arrest of their child and to the child and his parents of their right to counsel, to keep silent, to a detention hearing and the possible consequences of their failure to request the latter.

#### Constitutional Rights

The United States Supreme Court has recently held that the rights of juveniles in delinquency proceedings include:

1. the right to notice of the specific charge or factual allegations to be considered at an adjudicatory hearing, given sufficiently in advance of the hearing to permit the child and his parents to prepare to meet them;
2. the right to representation by counsel, at the expense of the state if the child and his parents are financially unable to retain counsel, and to notice of that right;
3. the right to confront and cross-examine the witnesses against him; and
4. the right to be free from compulsory self-incrimination.

#### In re Gault, 387 U.S. 1 (1967)

Both the statutes enacted by the 1967 General Assembly and the rules of the juvenile court contain several provisions intended to satisfy the constitutional requirements in delinquency proceedings. (Some of the rights required by the Gault case in delinquency proceedings were extended to neglect and dependency cases by the General Assembly.)

#### Provision of Counsel

##### Counsel for the Petitioner

The 1967 legislature empowered the judges to appoint, in addition to probation and clerical personnel, such "other personnel as they deem necessary". The rules now provide that testimony on behalf of the petitioner in a contested delinquency matter (i.e., where the allegations of the petitions are denied) may be elicited by an attorney known as the court's "Legal Advocate" but the judge may, in his discretion, elicit such testimony himself. In practice, the use of such "legal advocates" has greatly increased. The mode of securing such service appears to vary among the districts. One method has been to contract with a member of the bar to serve on a permanent parttime basis to serve this function while another is to appoint advocates on an ad hoc basis from a panel of lawyers provided by the county bar association.

### Counsel for the Respondent

Statutes passed in 1967 require the court to appoint counsel for a child if he cannot afford to retain counsel and in other cases where the judge before whom the proceeding is pending determines that the "interests of justice so require." The rules of the court restate the right to court-appointed counsel for those unable to afford counsel and make somewhat more specific the "interests of justice" standard. Under the latter, counsel is to be appointed:

1. "for the child, whether or not a request is made, if in the opinion of the court the interests of the child and his parents conflict;"

2. "for the child and parent...,whether or not...a request is made, if in the opinion of the court a fair hearing necessitates such an appointment."

All 3 districts appear to have adopted the practice of appointing counsel for respondents from panels of lawyers, on a case-by-case basis. In at least one district children and parents are often represented by attorneys employed by federally-financed legal services programs.

### Appeals

Children or their parents who are aggrieved by a decision of the juvenile court may appeal to the Superior Court. That court may order its family relations division to investigate the facts of the case and may appoint a public defender to represent the child or any other party in interest.

Pending such an appeal, the child may be detained by the juvenile court or released to his parents, a probation officer, or other person. Bond with surety or security may be required by the court to secure the child's appearance before the superior court.

### DOMESTIC RELATIONS BUREAU OF THE CIRCUIT COURT

The 1959 session of the state legislature authorized the establishment of a Domestic Relations Bureau in each of the eighteen circuits of the circuit court. This same session provided for a Family Relations Department to be set up in each of the bureaus with jurisdiction in any matter involving family relations problems (e.g., non-support, cruelty to children, husband-wife assaults, etc.) that is a proper subject for criminal proceedings in the circuit court whether an arrest has been made or not. These departments also have jurisdiction in the disposition of criminal matters involving minors between the ages of sixteen and eighteen. The Family Relations Department went into operation in 1961 and was widely regarded, at the time, as a unique innovation in the handling of criminal matters involving families and juveniles. Since then, the Family Relations Division has become an increasingly important factor in the handling and disposition of criminal offenses of many types.

There is also a Family Relations Division of the superior court, headed by a state director, assisted, in turn, by three district supervisors. Within each district, there are from one to three branch offices. The Superior Court Family Relations Division deals mainly with divorce, custody and similar types of cases. On the basis of present available information, its role in the criminal justice system process appears to be relatively less important than that of the Circuit Court Family Relations Division.

### Organization and Personnel

Each circuit has a Family Relations Division headed by a family relations officer and staffed by assistant family relations officers and clerical staff. They are supervised by a chief family relations officer who is assisted by three regional supervisors.

The family relations officer in each circuit is charged by statute with responsibility for investigation of all cases referred to him by the prosecuting attorney or by the court, and when necessary, with referring such cases to the prosecuting attorney. He is also charged by statute with responsibility for the collection and disbursement of all money in accordance with court orders, including support orders and support agreements, and with the maintenance of records and accounts, and the preparation of reports required by the court or by the chief family relations officer. Within each circuit, the family relations officer determines and supervises the activities of all personnel in the Bureau and can delegate to them whatever duties are necessary, subject to the approval of the court and the chief family relations officer. He is responsible for making recommendations to the prosecutor in all cases referred to the Bureau by the court and, consequently, supervises, schedules and holds hearings in such cases. In cases involving minors, the courts may appoint the family relations officer as Guardian Ad Litem

so as to safeguard the child's interests. In general, he handles any matter involving family relations that is a proper subject for a criminal proceeding before any arrest is made. Thus he is authorized to summon the respondents in such cases and hold hearings when and where necessary. In this general capacity, he makes arrangements for and supervises mental and venereal disease examinations ordered by the court.

The chief family relations officer is charged by rules of the circuit court with responsibility for supervision and direction of the work of the family relations officers, the formulation of methods of investigations, supervision, record keeping and reports, the training of personnel employed in the Family Relations Department, the compilation of statistics on the work of the department and in general such other functions as may be necessary for their efficient operation. In these efforts, he is assisted by the three regional supervisors, each exercising general direction of several of the 18 circuits.

It is interesting to note that while the chief family relations officer has general supervisory authority, he does not appoint the staff. The chief family relations officer is authorized to interview applicants to see that they qualify and so recommend. The judges in the respective circuits have final approval in the matter of staff appointment. Collectively, the judges of the court appoint the chief family relations officer and the family relations officers and assistant officers in all circuits and fix their terms of office and their salaries. In general, there is no lateral transfer between circuits; that is, if there is a vacancy for a family relations officer in one circuit, an assistant officer in any of the other circuits would normally not be eligible for that position in preference to residents within that circuit.

Presently, there are 108 persons employed by the Family Relations Department. The cost of operating the department during fiscal 1971, the last year for which figures are available, was \$985,000, an increase of 9.8% over the previous fiscal year. In large part, this reflected an upgrading of salaries and benefits in order to improve the quality of applicants. All personnel are full-time and there is no particular educational or experience background required by statute for appointment to the bureaus, nor are any formal continuing training courses conducted by the bureaus or the court. However, the judges have set minimum qualifications for appointment. An applicant for assistant family relations officer must now have either a college degree, or two years of college and three years of related experience, or five years of work experience related to his duties in the department, while an applicant for family relations officer must have three years experience as an assistant family relations officer. Candidates for this position must also demonstrate personal qualities related to performance of supervisory duties in the department. Candidates for one of the three regional supervisor positions created by the judges must have been a family relations officer for at least three years and have demonstrated supervisory capabilities. The latter assist the chief family relations officer in his duties, each exercising general direction of several of the 18 circuits.

### Operations and Procedures

In general, the Family Relations Division deals with four major classes of cases involving family relations matters:

1. Non-support,
2. All cases referred to the Bureau by the circuit court after an arrest has been made,
3. Cases involving family relations matters which are a proper subject for criminal proceedings in the circuit court, but in which no arrest has been made, and
4. Cases involving minors between the ages of 16 and 18 years.

No procedures are prescribed by statute or rule for the conduct of interviews or informal hearings by department personnel, nor are any uniform standards or guidelines for the determination of support obligations in force. However, the Division has developed well-defined working procedures for handling all of the above classifications of cases. The bulk of cases handled by the Division fall into the first class but it is those cases with criminal justice system implications (the remaining three classes) which are of interest here, especially those cases involving referral from the circuit court for investigation and disposition. In that capacity, the Division is an important component of the criminal justice system as can be seen from Table 62.

All of the cases coming into the Division originate with complaints. Those with criminal justice system implications are generally in one of two states: either an arrest has been made or the offense is such that there is likely to be one.

Cases involving persons over 18 years of age which have been referred to the Family Relations Division by the court after an arrest has been made usually result from excessive drinking, neglect of children, abuse of family, absence from family, involvement with other persons, etc. The range of criminal offenses involved in the cases handled by the Division is illustrated in Table 63 which is derived from its Fiscal Year 1971 annual report. This is not a recent phenomenon because, as can be seen from Table 64, the Division has been handling a steadily increasing number of relatively serious criminal offenses since its inception. In such cases, the instructions of the court are followed closely. That is, the court directs the Division to investigate and attempt to reach a satisfactory conclusion. A preliminary interview is held followed by hearings involving both sides of the complaint and if the Division is successful in this, the case is then referred to the prosecutor with a recommendation of nolle or dismissal by the court. Where the Division is unsuccessful in bringing about a satisfactory conclusion, the case is referred back to the prosecutor with a recommendation

TABLE 62

Criminal Justice System - Related Activities  
of the Circuit Court Family Relations Division

FY 1962 - FY 1970

Activity	FY 1962	FY 1963	FY 1964	FY 1965	FY 1966	FY 1967	FY 1968	FY 1969	FY 1970	FY 1971
Cases Referred From Court	8,517	6,459	7,959	8,624	8,687	9,551	11,146	14,623	13,501	10,436
Interviews on Cases Referred From Court	N.A.	6,592	8,346	9,339	9,337	11,634	13,849	17,722	14,886	12,436
Juveniles Referred to Juvenile Court	914	1,169	1,729	1,851	1,447	1,567	2,307	2,335	2,037	1,311
Juveniles Referred to Circuit Court	531	501	530	552	376	728	616	609	580	635
Psychiatric Examinations	242	246	412	272	366	423	415	402	421	346
Commitments to State Hospitals	35	73	96	60	89	93	114	100	130	135

Source: Family Relations Division, annual reports

TABLE 63

Family Relations Division  
State of Connecticut Circuit Court  
Cases Referred from Court July 1970-June 1971

Abandonment	2	Discharging Fireworks	1	Obtaining Money under False Pretenses	4
Adultery	7	Disorderly Conduct	22	Poss. of Controlled Drugs	22
Aggravated Assault	19	Embezzlement	1	Poss. Stolen Goods	2
Arson	18	Evading Responsibility	1	Proc. Liquor False Statement	1
Assault	267	False Alarm	4	Prostitution	237
Assault with Intent to Kill	1	False Information to Police	1	Rape	18
Assault with Intent to Carnally Know Female Child	5	False Complaint to Police	1	Rec. Stolen Goods	14
Attempted B & E	6	Forgery	2	Removal of Signs	3
Attempted Larceny	3	Fornication	4	Resisting Arrest	14
Bigamy	25	Fraud	1	Risk of Injury	34
Blackmail	1	Fugitive from Justice	2	Sale of Fireworks	4
Breach of Peace	4,973	Gambling	1	Shoplifting	225
Breach of Peace w. Crim. Intent	4	Harassing Phone Calls	4	Sodomy	1
Breach of Peace w. Assault	10	Illegal Poss. of Fireworks	2	Statutory Rape	55
Breaking and Entering	88	Impersonation	1	Streetwalking	63
Breaking and Entering with Criminal Intent	11	Inadequate Support	32	Tampering with M.V.	49
Burglary	2	Incest	3	Tampering with Values	7
Carrying Dangerous Weapon	6	Indecent Assault	19	Theft	134
Concealed Weapon	24	Indecent Exposure	76	Theft of M.V.	38
Conspiracy	8	Interfering with Police	2	Throwing Objects at M.V.	4
Conspiracy to Commit Breach of Peace	19	Keeping House of Ill Fame	3	Trespassing	71
Cruelty to Children	1	Kidnapping	1	Unlawful Deposit of Filth	3
Cruelty to Persons	3	Kindling Fire	7	Using Explosives to Injure Property	1
Damage to Public Property	6	Larceny	89	Vagrancy	9
Drunkenness	841	Lascivious Carriage	221	Violation of Probation	3
Damage to State Signs	3	Lewdness	4	Violation of Town Ordinance	19
Danger of Vice	64	Loitering	16	Wilful Damage	94
Dangerous Weapon in M.V.	5	Manifest Danger	2	Without Permission	158
Delivering Liquor to Minor	4	Misuse of Flag	2		
Destruction of Property	2	Neglect of Children	39		
		Non-Support	2,458		
		Obscene Phone Calls	1		
		Operating M.V. w/o License	1		

TABLE 64  
Cases Involving Representative Types of Criminal Offenses  
Referred From Circuit Court to Family Relations Division

Type of Case	FY 1962	FY 1963	FY 1964	FY 1965	FY 1966	FY 1967	FY 1968	FY 1969	FY 1970	FY 1971
Aggravated Assault	2	9	11	9	30	20	47	37	30	19
Assault	204	164	177	179	93	122	212	287	374	267
Breach of Peace	3,869	3,583	4,212	4,387	4,723	4,940	5,545	5,068	5,980	4,973
Breaking and Entering	43	56	67	63	88	112	133	145	151	88
Burglary	-	-	7	2	1	3	4	12	8	2
Concealed Weapon	1	2	30	42	13	31	44	40	73	24
Larceny	34	59	32	40	77	90	103	139	187	89
Manslaughter	-	-	-	-	-	-	-	-	-	1
Murder	-	-	-	-	-	1	2	-	2	-
Narcotics (incl. possession)	1	1	3	1	-	9	45	76	65	22
Prostitution	50	40	23	25	14	50	68	145	179	237
Rape	-	-	-	-	-	-	-	7	17	18
Robbery with violence	4	-	4	-	1	1	1	6	5	-
Shoplifting	46	60	86	79	94	115	170	159	211	225
Statutory Rape	14	13	8	25	10	28	48	32	54	55
Theft	112	196	248	208	211	179	320	303	317	134
Theft of Motor Vehicle	33	48	73	73	40	77	103	141	83	38
Use of M.V. Without Permission	67	87	119	168	138	213	250	227	243	158
Totals	8,517	6,459	7,959	8,624	8,687	9,551	11,146	14,623	13,501	10,936

for a continuance or for further action by the court. This category also includes those cases involving moral offenses wherein the court orders a venereal disease examination or a mental (psychiatric) examination (or both).

The handling of cases involving family relations matters in which no arrest has been made is somewhat similar. The cases falling into this category are those where a complaint is made to the Bureau involving an offense where an arrest could have been made but was not because of the complainant's refusal or lack of desire to have an arrest made. These cases may include those resulting from excessive drinking, neglect of children, etc. - similar to those offenses described in the previous category - except that no arrest was involved. In such cases, after a preliminary interview with the complainant, a hearing is held at which both sides of the case will be heard with the view of determining which side is at fault. An attempt is made to dispose of the matter by some mutual understanding between the parties with the assistance of the Division or by referral to an appropriate agency for investigation, advice and assistance. If, after all measures are exhausted, no solution can be reached, the matter may then be referred to the prosecutor for continuance.

The processing of cases involving minors between the ages of 16 and 18 is somewhat similar. Where an arrest has been made, a thorough investigation is made by the Division including acquisition of a copy of any adult probation investigation that may have been made. Hearings are also held between both sides and a report will then be made to the court through the prosecutor with a recommendation. If no arrest has been made, but the complaint against the minor (between the ages of 16 and 18) is such that criminal prosecution could result, the minor is summoned to a hearing at which both he and the complainant are heard. An investigation is made and as with adults (i.e., over 18 years of age), an attempt is made to dispose of the matter by some mutual understanding between the parties with the assistance of the Division or by referral to an appropriate agency for investigation, advice and assistance. If, after such attempts, no solution can be reached, it may be found necessary to submit the matter to the prosecutor.

#### Needs and Problems

The role of the Family Relations Division in the criminal justice process has not yet been studied in great detail but, as was pointed out earlier, it appears to be a key one. The major problem facing the Division at this time appears to be that of a substantial workload of cases involving criminal offenses. As a consequence, the need for additional in-service training on a continuing basis can be expected to increase. In addition, the need for an improved records and information system becomes more apparent when it is realized that while the Division is handling a large volume of criminal cases it is difficult to extract much more than summary caseload data from its records. It would be useful, for example, to have regular information concerning all repeaters (that is, people going through the Division a second time or more), socio-economic data for cases handled and more detailed data on the relationship between circuit court and later dispositions

of cases handled by the Division. This type of information is presently available on an individual case basis but the provision of this on a regular basis from the present manual system is not easy. This data would be useful not only for planning and research but, especially so, for management and resource allocation.

The Division's personnel needs and problems are an important aspect of its activities, with respect to the handling of criminal offenses, which require further investigation. This is especially so in view of the fact that there is no legal provision for lateral transfer within the system; that is, vacancies in senior positions (and, usually, in all positions) in one circuit must be filled from candidates residing within the circuit or from personnel in the particular circuit court's Family Relations Division. Over the next ten years (1971-80), about thirty to forty retirements are expected and the area of personnel needs and problems will be an important one. Consequently, the need for a more flexible transfer policy for personnel based on experience, ability, and seniority rather than on place of domicile will become increasingly necessary in order to insure that all circuits are staffed by qualified and experienced personnel.

There has been a change in the law during the 1971 session of the Connecticut General Assembly that provides that an agreement to support has the same force and effect as an order of the court. This eliminates, in many cases, the criminal warrant of non-support.

DEPARTMENT OF ADULT PROBATION

Jurisdiction

The Department of Adult Probation provides probation services for the circuit and superior courts under the provisions of Section 54-104 of the General Statutes.

An individual may be sentenced to probation only or to incarceration with probation to follow. Drug-dependent persons may have their sentences suspended and be placed in the custody of the Department of Adult Probation for treatment by the Commissioner of Mental Health or they may be required to live in a residential community center. The table below indicates the number of individuals on probation during fiscal years 1968 through 1971.

TABLE 65

Number of Probationers, 1968-1971

Fiscal Year	Under supervision beginning of year	Received	Total	Discharged	Remainder on probation end of year
1967-1968	6,995	5,816	12,811	5,604	7,207
1968-1969	7,207	6,499	13,706	5,607	8,089
1969-1970	8,089	7,348	15,437	6,245	9,192
1970-1971	9,192	7,819	17,011	6,942	10,069

Misdemeanants comprised 71% of the total cases added to probation in fiscal 1968. This distribution decreased to 69% in fiscal 1969, and 57% for both fiscal 1970 and fiscal 1971.

Structure and Administration

The Department of Adult Probation, an independent agency established in 1955, provides services to both the circuit and superior courts. The Department's two main functions are: (1) to provide information concerning the family, social, economic, and mental background of the defendant necessary to the sentencing decision, through the investigation of all convicted offenders subject to incarceration for more than one year; and (2) to supervise and counsel all offenders placed on probation by the courts. The Department is administered by a policy-making commission of six members appointed by the Governor with the advice and consent of either House of the General Assembly. By statute, the composition of the Commission must include one judge of the circuit court, one judge of the superior court, one practicing attorney, and three laymen conversant with the criminal justice system. The Chief Justice of the supreme court is an ex-officio member of the Commission and acts as chairman.

These probation services are provided through 23 local offices, with a staff of 88 probation officers. During the 1971 fiscal year, a total of 7,043

pre-sentence investigations were completed and 17,011 offenders were under supervision. The total cost for these services, including central office expenditures was \$1,450,152 for the 1971 fiscal year.

Programs

The Department of Adult Probation conducts two major programs. One is pre-sentence investigation of offenders and the other is probation supervision of adult offenders.

The objective of this program is to give the court a complete and unbiased report on the offense, the offender's version of the offense, past record, social history, family situation and economic status. A copy is furnished to the correctional institution if the defendant is to be confined.

Adult probation officers are assigned investigations to be made as requested by the court with a written report to be returned at stated times. Such investigations require personal interviews with the defendant, members of his family, social agencies, medical personnel, as well as other parties having helpful information. Schools, police departments, and employers within and out of state are contacted. When assembled all information is typed into a report following a standard procedure set forth in a pre-sentence manual available to all probation officers.

TABLE 66

Number of Presentence Investigations

<u>1968-69</u>	<u>1969-70</u>	<u>1970-71</u>	<u>1971-72</u>	<u>1972-73</u>	<u>1973-74</u>	<u>1974-75</u>
5,814	5,354	7,043	7,434*	8,049*	8,664*	9,279

\* Estimated.

Approximately 85% of a superior court probation officer's time is taken up by presentence investigation.

Probation Supervision of Adult Offenders

The objective of this program is to bring about an improvement in the attitude, conduct, and conditions of those offenders on probation and to satisfy the courts that such persons have complied with the requirements of probation successfully and are eligible for discharge from probation.

Adult probation officers are assigned to cover all superior and circuit courts, to investigate and to supervise throughout the state. Field offices are maintained in strategic locations to serve the courts. Probationers are required to report to the probation officers at these offices as scheduled. Periodic contacts are made with families, employers, schools and social agencies. Counseling and guidance is provided during reporting visits.

TABLE 67

Number of Adult Probationers

<u>1968-69</u>	<u>1969-70</u>	<u>1970-71</u>	<u>1971-72</u>	<u>1972-73</u>	<u>1973-74</u>	<u>1974-75</u>
13,706	15,437	17,011	18,691*	20,344*	21,997*	23,650*

\* Estimated

Caseload and Manpower

Supervision and treatment proceeds on a casework basis with each officer carrying a mixed caseload averaging approximately 118. Drug dependent probationers receive special care in community treatment facilities when openings occur. The probation period is satisfactorily completed by 80% of all persons discharged. The other 20% are discharged for absconding, being sentenced on a new charge, or for other serious violations of the conditions of their probation.

Probation is the correctional alternative currently used for most offenders. The Connecticut Department of Adult Probation is experiencing manpower problems, which prevent it from fully meeting additional volume demands upon its services and from developing new community programs and treatment modalities. The following tables summarize the increases in probation manpower and workload which have occurred from the Department's first full year of operation to the present.

TABLE 68

Percentage Increases in Probation Workload and Manpower

<u>Fiscal Year</u>	<u>Total Caseload</u>	<u>Cases Added</u>	<u>Cases Remaining</u>	<u>Presentence Investigations</u>	<u>No. of Officers</u>
1957-1969	90%	57%	113%	-	70%
1968-1969	7%	12%	12%	13%	6%
1969-1970	13%	13%	14%	12%	14%
1970-1971	10%	6%	10%	11%	5%

TABLE 69

Average Supervisory Caseload per Officer

<u>Fiscal Year</u>	<u>Average Caseload</u>
1957	88
1968	104
1969	111
1970	110
1971	118

The tables indicate that for the past three fiscal years the total caseload of the Department of Adult Probation has increased steadily over that of the previous year. Both the total number of probationers under supervision during the year and the number of new probationers received during each year have increased an average of 10%. But these lag somewhat behind the 12% average annual increase in the numbers remaining on probation at the end of the year indicating that the average length of a probation sentence is probably increasing. This reinforces the point that the caseloads are containing a higher proportion of felony convictions each year. During this same period, the number of probation officers increased only 5%, resulting in a general increase in the average caseloads for each fiscal year from 104 to 118 per officer. At the same time the number of presentence investigations performed by probation officers has also increased an average of 10%. So that now not only has each probation officer a larger caseload but also one of increasingly greater complexity, given the change in the proportions of the misdemeanor-felon distribution.

From fiscal 1968 to the present, only fifteen officers have been added. The new college recruiting program should introduce and interest more seniors and graduate students in a career in corrections. However, it may be difficult to hold their interest due to a salary structure which is not competitive with private social agencies. For non-supervisory positions, the salary range for probation officers is currently \$7,327 to \$13,826 over an eleven-year span.

Using fiscal 1971 statistics, 210 additional officers would have been necessary to have had the average caseload of 35 recommended by the President's Crime Commission. Assuming that the same number of additional officers are needed to attain the recommended caseload averages, the minimum additional expenditure necessary for an average caseload of 50 would be \$879,240 and \$1,538,670 for an average caseload of 35. These figures represent only the present salary rates for hiring a probation officer with a B.A. degree and no experience, and do not include additional supervisory personnel costs, or increased training costs.

Alternatives other than the addition of more officers are being considered to reach the goal of reduced workload due to the prohibitive factors of cost and shortage of qualified officers. The Probation Department's budget for all expenditures during fiscal 1971 was \$1,450,152. To hire enough officers to reduce the average caseload size to 50 would require a 61% minimum increase in the fiscal 1971 budget; to reduce the caseload size to 35 would require a 106% increase.

Another alternative being considered is the use of volunteers. Over 300 courts in the United States have established volunteer programs in the past nine years. Evaluations of these programs indicate that a greater range of services can be provided to more probationers at a nominal cost to the department through utilization of volunteers. The ratio of staff supervisory time to volunteer time contributed varies from 1-5 to 1-10. The total amount of volunteer program support costs are estimated to range from 5 - 30¢ per volunteer hour. Some 30 distinguishable job categories have been filled by probation volunteers.

Still another alternative to be considered is limiting the use of probation for certain offenses or offenders. This would require the identification of the various types of offenses and offenders for which probation is used as an alternative or supplement to incarceration, and to determine for each type the success of probation in preventing future violations of the criminal law and in helping integrate the offender into society. Such a study might show for, example, that probation is used frequently for motor vehicle law violators, but has little effect on their future driving patterns. If this were the case, other dispositions such as fine, suspension of driver's license, or mandatory driver education course might be more appropriate. Such a study would also provide the information necessary to assess the feasibility of specialized caseloads, which could result in the more proficient handling of certain types of offenders.

DEPARTMENT OF CORRECTION

On October 1, 1960, county government was abolished and the nine jails previously operated by the counties came under the control of the newly established State Jail Administration.

In 1966 the American Foundation Institute of Corrections was asked to prepare a study of the correctional institutions and services of Connecticut. The report, released in November 1966, made five major recommendations. They included: (1) the creation of a Department of Correction; (2) the abolition of all jails in Connecticut with the exception of New London and possibly the Bridgeport jail; (3) establishment of in-service training programs; (4) establishment in the Department of Correction of a field service division responsible for probation and parole supervision; and (5) the establishment of a state central board of parole. The 1967 legislature created a Department of Correction containing all the elements suggested by the American Foundation's report except for correctional administration of probation services.

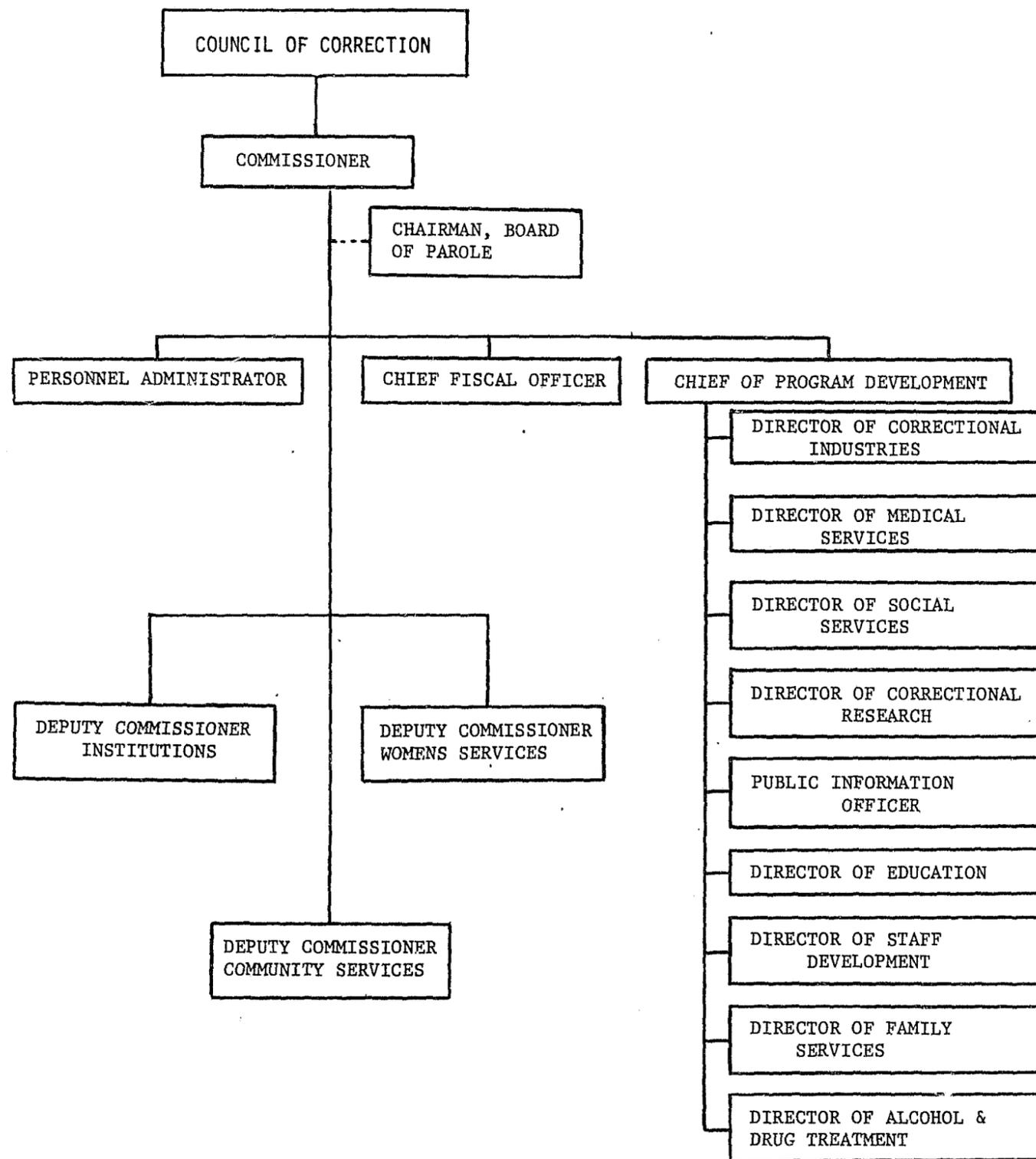
Structure and Administration

The overall legal framework of Connecticut's Department of Correction is contained in Chapter 325 of the Connecticut General Statutes. This chapter, establishing the department, includes within it the Council of Correction, the Connecticut Correctional Institutions, the Community Correctional Centers and the Board of Parole.

The Department is overseen by a seven-member policy-making body, the Council of Correction, with the Commissioner of correction and chairman of the board of parole as ex-officio members. The Council also reviews the need for legislation and makes appropriate recommendations to the Governor and the General Assembly (see Figure 6).

The chief executive of the Department of Correction is the commissioner of correction, appointed by the Governor upon consultation with the Council of Correction. He is usually an experienced correctional administrator, and his duties include the administration, coordination, and control of the operations of the Department. He is also responsible for the overall supervision and direction of all institutions, facilities and authority of the Department. He appoints and is assisted by three deputy commissioners, each responsible for one of the following three areas: institutions, community services and women's services. The deputy commissioner for institutions is responsible for the central administration of the Connecticut Correction Institutions at Somers, Enfield, Cheshire, and the youth camp at Portland. The deputy commissioner for community services oversees administration of the correctional centers, parole field services for men, and the pre-release and work release programs. The deputy commissioner for women's services, who is usually a woman is, also the superintendent of the State Farm and Prison for Women, the only correctional facility for women in the state. Since there are no field parole officers for women in Connecticut, her duties also include the direction of institutional parole services for women.

FIGURE 6  
Connecticut Department of Correction Organizational Chart



## Central Office and Supportive Services

The central office of the Correction Department is responsible for the administration of the Department. Its basic task includes the coordination of adult correctional programs in the several institutions, evaluation of correctional programs, and information departmental goals and progress. For fiscal year 1970, the total budget for the central office was \$579,450.

The chief of program development administers major programs within the Department of Correction, and is directly responsible to the commissioner. There are also a number of other key staff functions organized under departments including public information, staff development (i.e. training and orientation for new personnel), correctional industries, medical services, education, social services, research, inmate family services, and alcohol and drug treatment. All of these are headed by directors and usually consist of a few staff persons under that director. The Central office provides the mechanism for coordinating and orchestrating these diverse departmental functions. Evaluation of these programs is performed on an on-going basis by the research department.

## Parole Division

The Parole Division, incorporated into the Correction Department in 1968, is responsible for the supervision and counseling of parolees from the Connecticut Correctional Institutions at Somers, Enfield, Cheshire and Portland. The Correction Department's deputy commissioner in charge of field operations heads the division, with the chief of field supervision directly in charge of the parole division. Parole for the Connecticut Correctional Institution at Niantic is under the authority of the deputy commissioner of women's services, who, as stated before, also serves as superintendent of that institution.

The Act that established the Correction Department on July 1, 1968 also established a seven-member Board of Parole to replace individual institutional boards. The board of parole, though included within the Department of Correction, is an autonomous body appointed by the Governor under General Statutes section 54-124a. It is responsible for the parole division process and the terms of parole. It is the responsibility of the board to review and act upon all parole requests and to conduct discharge and revocation hearings. The functions of the board are:

- (1) to determine if there is a reasonable probability that an inmate, if released, will adhere to the conditions of his parole, refrain from further law violations and not constitute a danger to society; and,
- (2) to determine if a parolee has violated the conditions of his parole, and, if so, whether he should be incarcerated again.

## Activities and Resources

The functions of the State Correction Department as defined by statute include the following: (1) to detain all apprehended persons not released on bail until a court disposes of their cases; (2) to provide for the security of the community through the control of all misdemeanants and felons committed to the commissioner's custody by the courts through confinement and/or supervision in the community; and (3) to shape the post-release behavior of convicted offenders by providing the offender with the social skills and attitudes necessary for non-deviant and socially productive functioning in a non-institutional setting, and by providing support and services necessary to his reintegration into the community.

Under section 54-120 of the Connecticut General Statutes, commitment of prisoners is made by the courts to the commissioner, who in turn has the authority to assign them to any institution within his jurisdiction and to transfer inmates from one institution within his jurisdiction to another within the state but outside the jurisdiction of his department, with the concurrence of the superintendent of the receiving institution (General Statutes, section 18-86 and 1969 P.A. section 13). He can assign them irrespective of the institution to which the inmate was originally committed or the length of his sentence when it appears to the commissioner that the best interests of the inmate or the other inmates will be served by such action.

The commissioner is also charged with the establishment of disciplinary, diagnostic, classification, treatment, vocational, and academic education services and programs through the department. He is responsible for organizing and operating inter-institutional programs for the development and training of institution and facility staffs and may also contract with the federal government to obtain any prisoner held under U.S. law as well as for the transportation of same.

Under the New England Interstate Corrections Compact (1967 P.A. 471), the commissioner may transfer any inmate from any of the institutions or facilities of the department to any other such institution or facility in other New England states. He also administers the Interstate Agreement on Detainers (under 1971 P.A. 116).

His duties also include the supervision of parolees and, after consultation with the Corrections Council, the establishment of rules for the administrative practices and custodial and rehabilitative methods of the institution and facilities in accordance with recognized correctional standards.

## Institutions

The Connecticut Department of Correction has the responsibility for incarcerating all sentenced felons, sentenced misdemeanants, and persons who cannot be released on bond while awaiting trial. On the average there are 1,950 sentenced felons, 750 sentenced misdemeanants, and 700 unsentenced persons. In addition, the parole division has the responsibility for supervising about 1,000 individuals who have been released by the

board of parole. To fulfill this responsibility, the department maintains the following facilities:

- Connecticut Correctional Institution at Somers  
(maximum security for males; formerly the Connecticut State Prison),
- Connecticut Correctional Institution at Enfield  
(minimum security; formerly the Osborn Branch of the State Prison),
- Connecticut Correctional Institution at Cheshire  
(for males ages 16-21; formerly the Connecticut Reformatory),
- Connecticut Correctional Institution at Niantic  
(for all women, 16 years of age and over, including those awaiting disposition of their cases),
- Youth Camp at Portland  
(minimum security for males 16-21),
- Six community correctional centers (formerly jails)  
located throughout the State. The largest are Hartford, New Haven, and Bridgeport.  
(for male prisoners awaiting disposition of their cases and those serving short terms of incarceration),
- Hartford Correctional Pre-Release Center  
(for selected Cheshire inmates who will be living in the metropolitan Hartford area and whose release on parole is six weeks away).

The following numbers of inmates have been or will be served by the Department of Correction on the basis of average daily population:

	1969-70	1970-71(est)	1971-72 (est)	1972-73 (est)	1973-74 (est)
Male	3040	3192	3352	3520	3696
Female	130	137	144	151	159
Total	3170	3329	3496	3671	3855

(See Tables 70-73.)

TABLE 70  
Department of Corrections  
Distribution of Expenditures

FUNCTION	Actual 69-70	%	Est. 70-71	%	Recom. 71-72	%
Administration	1,434,005	9.2	1,743,347	9.9	1,857,430	9.7
Food Services	1,888,251	12.2	1,936,709	11.0	2,106,061	11.0
General Services	2,091,755	13.5	2,013,272	11.4	2,189,876	11.5
Care & Custody	8,886,689	57.5	9,638,587	55.0	10,548,500	55.5
Educ. & Training	363,741	2.3	425,731	2.4	413,405	2.1
Pay to Inmates	133,753	.8	166,300	.9	180,441	.9
Field Services	317,304	2.0	372,037	2.1	368,798	1.9
Reception & Diagnostic Center	8,040	.1	80,830	.4	151,800	.7
Maintenance Center	-	-	223,945	1.2	246,001	1.2
Alcohol & Drug Treatment	29,140	.2	320,860	1.8	365,420	1.9
Board of Parole	-	-	-	-	71,436	.3
Supervision of Parolees	87,063	.5	90,330	.5	100,285	.5
Undistributed Other Funds	203,593	1.3	514,721	2.9	470,721	2.6
Totals	15,430,291	100.0	17,512,916	100.0	18,983,574	100.0

Source: Ibid, pg. 138.

TABLE 71

Department of Correction  
General Statistics

	Expenditures		
	1969-70 <sup>1</sup>	1970-71 <sup>2</sup>	1971-72 <sup>3</sup>
<b>CAPACITY-INSTITUTIONS</b>			
Rated Capacity	3,365	3,393	3,393
Special Purpose Beds	212	240	240
Actual Beds	3,153	3,153	3,153
<b>POPULATION</b>			
Average In-Resident	3,112	3,189	3,215
Number of Admissions	32,169	33,348	34,008
<b>STAFF TO INMATE RATIO</b>			
Connecticut State Prison	1:2.11	1:1.88	1:1.97
State Farm for Women	1:1.12	1:1.11	1:1.02
Connecticut Reformatory	1:1.80	1:1.90	1:2.10
Hartford Correctional Center	1:5.25	1:5.55	1:5.61
Bridgeport Correctional Center	1:4.60	1:4.60	1:4.78
New Haven Correctional Center	1:4.00	1:4.11	1:4.33
New London Correctional Center	1:2.42	1:2.42	1:2.50
Brooklyn Correctional Center	1:2.35	1:2.54	1:2.58
Litchfield Correctional Center	1:2.30	1:2.20	1:2.38
Portland Correctional Camp	1: .63	1: .54	1:2.10
Osborn Correctional Institution	1:2.20	1:2.15	1:2.28
<b>TOTAL</b>	<b>1:2.78</b>	<b>1:2.73</b>	<b>1:2.49</b>
<b>ANNUAL PER CAPITA COST BY DIVISION</b>			
Connecticut State Prison	5,242	5,825	6,377
State Farm for Women	9,793	10,312	10,840
Connecticut Reformatory	5,431	5,683	5,921
Hartford Correctional Center	2,639	2,567	2,771
Bridgeport Correctional Center	2,628	2,885	2,954
New Haven Correctional Center	2,903	2,888	3,143
New London Correctional Center	4,248	4,976	4,982
Brooklyn Correctional Center	4,493	4,558	4,813
Litchfield Correctional Center	4,451	5,023	5,258
Portland Correctional Camp	7,061	6,743	6,130
Osborn Correctional Institution	5,242	5,026	5,556
Department	4,990	5,484	5,109

1. Actual
2. Estimated
3. Recommended

Source: State of Connecticut, Budget Report 1971-1972, pg. 137.

TABLE 72

Summary of Population, Staffing and Costs, All Institutions  
Connecticut Department of Correction, 1967-1972

	Act. Exp. 1967-1968	Est. Exp. 1968-1969	Actual 1969-1970	Est 1970-1971	Recommended 1971-1972
Average Daily Population	3,068	3,145	3,169	3,189	3,215
Yearly Admissions	28,208	28,772	32,169	33,348	34,008
Total Staff Positions	1,196	1,356	1,431	1,477	1,500
Total Daily Costs per Inmate	9.95	11.16	12.77	N.A.	N.A.
Daily Costs per Inmate for Education and Training	.21	.25	.60	N.A.	N.A.
Per Cent of Total Daily Costs for Education and Training	2.06	2.24	4.69	N.A.	N.A.
Daily Cost per Inmate-Care and Custody	5.93	6.99	7.88	N.A.	N.A.
Per Cent of Total Daily Costs for Care and Custody	60.0	62.7	61.7	N.A.	N.A.
Annual per Capita Costs	3,632.25	4,073.56	4,990.00	5,484.00	5,109
Total Annual Budget**	11,382,969.00	13,094,507.00	15,430,291.00	17,512,916	18,983,574

\*\* This amount includes Fixed Charges and Equipment sections of the Budget; however, these sections were not used in calculating the above costs.

Source: State of Connecticut; Department of Correction

TABLE 73

## Summary of Population and Staffing

Institution	Capacity	Average Daily Population		Total Staff Positions		Staff: Inmate Ratio	
		1968	1969	1968	1969	1968	1969
State Prison, Somers	965	1,161	1,180	572	637	1:2.03	1:1.85
State Reformatory, Cheshire	502	333	360	180	195	1:1.85	1:1.85
Prison for Women, Niantic	180	117	140	133	167	1:1.14	1:1.19
Seven Correctional Centers	1,796	1,457	1,465	311	357	1:4.68	1:4.10
Parole Services	N.A.	1,000	1,000	20	20	1:50	1:50

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Requisite to efficient use of departmental resources is an analysis of each inmate as he enters the system. At each institution there is a classification committee which has the responsibility to assign in-coming individuals to programs which meet their needs as outlined in the intake diagnosis.

Reclassification occurs as inmates either complete programs or fail to progress as they should. These classification committees are comprised of the assistant superintendent for treatment and members of the counseling, medical, religious, educational, and custody staffs of the institutions.

#### Inmate Diagnostics and Evaluation

A thorough diagnosis and evaluation of every inmate should increase the effectiveness of subsequent rehabilitative efforts. Through the services of such a center an inmate is evaluated and his physical and psychiatric condition is reviewed. An individualized program is then planned for the inmate. In Connecticut, with a relatively small number of inmates and with geographic closeness of the correctional institutions, a central reception and diagnostic center would seem to be the most efficient and economical way of providing this service.

The Department of Correction received funds in its fiscal 1970 budget to begin such a facility. Although the construction of this center has been given high priority by the Department, it is anticipated that it will be several years before plans can be realized.

Presently only Somers inmates are receiving the benefit of such a reception and diagnostic center but as resources become available, it will be extended to all inmates who will be with the Department of Correction long enough to justify the diagnostic work-up.

The center would provide services for all felony offenders and jail inmates who have been sentenced to terms of six months or longer. The average time spent in the center by a new prisoner would be 30 days. While medical, psychological and social services would continue to be provided by each institution, the value of all of these would be enhanced by the type of diagnosis which is possible in a reception and evaluation center.

A similar service is presently being served, in the correctional centers, by the traveling diagnostic center. It is expected that the mobile Center will reach 1,000 to 1,200 inmates with expanded diagnostic services.

One major step toward these goals is represented by the establishment of a pilot redirection center at the New Haven Correctional Center. It is designed as a comprehensive facility to meet the legal, personal-social and related problems of those awaiting trial.

#### Classification

After admission to a correctional institution, inmates are classified for more effective management of offenders in the institution and for determination of treatment.

The three major decisions made by the classification committee are custody, assignment to general work or training areas, and review data for parole requests. The committee does not make housing or specific work assignments, as these are decided by the supervising captain. Cases are generally reclassified once a year.

The classification committee for the Connecticut Correctional Institution at Cheshire is more oriented toward counseling. Decisions are based primarily on the recommendations of the captain and the head of work industries. Inmate summaries are prepared for the classification committee by a correctional counselor. A reception and diagnostic center is planned by 1973 for the proposed Cheshire Correctional Complex which would serve present Cheshire inmates. By 1975, it will also serve inmates of the proposed new mens institution and the adult male regional correctional center at that site.

Cheshire inmates who are classified as good security risks and who have less than a six-month sentence may be transferred to the minimum security Portland Youth Camp.

Although security classification or custody grading is done at all institutions, it is the only form of classification at the community correctional centers. Each person admitted to a community correctional center is classified by the admitting and processing officer and is assigned to a section of the center, when possible, depending on the following criteria:

1. Age of the inmate, youthful offenders between 16 and 21 being housed in a separate wing of the center.
2. Sentenced or unsentenced inmates:
  - a) Sentenced prisoners who are not escape risks and have no holds or detainers from other authorities may be housed in a dormitory.
  - b) Sentenced prisoners who are escape risks and/or have holds or detainers on them are housed in the maximum security wing of the center.
  - c) Unsentenced prisoners who are misdemeanants or alcoholics are placed in a section of the center with minimum security.
  - d) Boundovers to superior court are placed in maximum security cells. Maximum and minimum security cells are locked at night. However, those inmates in minimum security cells have more freedom of movement during the day.

#### Rehabilitation of Inmates

Because more than 98 percent of all inmates who are incarcerated eventually will be released to the community, in order to fulfill

the Department of Correction obligation to protect the community, every effort must be made to alter the post-release behavior of inmates. This involves a coordinated program with several treatment areas. Educationally, inmates generally score from 2-5 years below average on achievement level testing (see Table 74), while occupationally, they generally are from the unskilled or semi-skilled levels and have unsuitable employment records. A large majority have either alcohol or narcotic problems. In addition, there are personality disorders that must be dealt with while the person is incarcerated. The current programs are described below by functional category.

#### Educational Program

The educational program at Somers and Enfield is under the direction of a school principal and a department head in charge of vocational instruction. There are eight full-time academic teachers who provide instruction in high school subjects. Inmates who test below fifth grade level are required to attend school during the day. Most other classes are held in the evenings. Eligible students take high school equivalency examinations. Qualified Somers and Enfield inmates may attend courses at a nearby community college.

The education program at Cheshire is operated by a full-time principal, two full-time and four part-time teachers, and 14 Teacher Corps interns. The majority of classes are conducted in the evening, and all inmates testing below 5th grade level attend school. Less than 20% of the inmate population attends school. Instruction is offered in basic English, mathematics, and social studies, with the primary emphasis being on remediation.

The Portland Youth Camp has a cooperative arrangement with the City of Portland's adult education program, whereby inmates receive basic education and can also prepare for the high school equivalency exam.

The education program at Niantic involves every inmate in either full or part-time study. Each new prisoner is given achievement tests and has a conference with the education director to determine the advisability of participation in the educational program in accordance with her ability, motives and interests. This program is given priority over all other activities, and a woman is free to attend classes if she so desires. Classes are held at both the elementary and secondary levels, including reading classes and individual tutorial projects for illiterates. While instruction for illiterates in the jail is of limited practical value, due to the short period of time involved, the personal attention and time given to an individual is considered therapeutic. At the secondary level, classes are given in English, mathematics, science and social studies. There are also classes on business subjects, typing and shorthand, home economics and social education.

Since fiscal 1968, adult basic education programs have been established in all community correctional centers. This was made possible in part by a grant from the U.S. Department of Health, Education and Welfare, which permitted the development and operation of a programmed instruction course for grades 0-8.

TABLE 74  
Distribution of Inmates, by Achievement Level, by Institution.

Achievement Level	Institution								Total	Percent		
	Somers No.	Somers %	Osborn No.	Osborn %	Cheshire No.	Cheshire %	Portland No.	Portland %			Niantic No.	Niantic %
Not Tested - Illiterate	11	1.0	7	2.0	2	.4	1	3.4	-	-	21	1.0
Not Tested - Other Reasons	792	73.3	174	50.4	447	98.9	22	75.9	65	76.5	1500	75.3
2.5 - 3.4	2	.2	1	.3	1	.2	-	-	1	1.2	5	.2
3.5 - 4.4	5	.5	2	.6	-	-	-	-	1	1.2	8	.4
4.5 - 5.4	35	3.2	12	3.5	-	-	1	3.4	-	-	48	2.4
5.5 - 6.4	31	2.9	40	11.6	-	-	2	6.9	2	2.3	75	3.8
6.5 - 7.4	36	3.3	26	7.5	-	-	1	3.4	3	3.5	66	3.3
7.5 - 8.4	56	5.2	25	7.2	-	-	1	3.4	2	2.3	84	4.2
8.5 - 9.4	30	2.8	31	9.0	-	-	-	-	4	4.7	65	3.3
9.5 - 10.4	11	1.0	9	2.6	-	-	-	-	5	5.9	25	1.3
10.5 - 11.4	23	2.1	10	2.9	1	.2	1	3.4	2	2.3	37	1.9
11.5 & Over	5	.5	6	1.7	1	.2	-	-	-	-	12	.6
No Information	43	4.0	2	.6	-	-	-	-	-	-	45	2.3
TOTAL	1080	100.0	345	99.9	452	99.9	29	99.8	85	99.9	1991	100.0

Vocational Training and Work Programs

Vocational training allows inmates at Somers and Enfield to receive on-the-job training in such specialized occupations as baking, automotive repair, dry cleaning, silk screen printing, furniture refinishing, accounting, drafting, and dental technician. This program is implemented by two full-time and ten part-time vocational instructors. All of the training programs are registered with the State Apprenticeship Council, and inmates may earn credits toward journeyman licenses for which they may apply after they leave prison. Inmates are also able to continue in apprenticeship programs with private industry after their release on parole.

In January 1968, a data processing program was initiated at the prison. Computing equipment worth \$500,000 was donated to the prison by private industry. Inmates from Somers and Enfield may also take the course in small business machine repair offered at Enfield.

The industries program at Somers and Enfield embraces approximately one-half of all inmates. The instruction operates 24 separate industries which include the following: clothing factory, furniture factory, print shop, laundry, concrete shop, typewriter repair, sign shop. Under an act passed by the 1956 legislature, state institutions and agencies may purchase prison products at prices comparable to the lowest prevailing market value, providing specifications are met and prompt delivery is assured. Political subdivisions of the state - cities and towns - also may purchase goods from the prison.

Inmates who work in various industries receive incentive pay as well as vocational training. They earn from three to seven cents an hour, although wages are limited to \$1 a day including the 25 cents daily subsistence allowance given to all inmates by the state.

In-house vocational training at Cheshire is limited to on-the-job training in the three industrial areas (marker and sign shop, print shop and cabinet shop) or in maintenance and housekeeping work. The Division of Vocational Rehabilitation of the State Department of Education has recently provided two counselors to Cheshire to provide the following range of services to inmates: full evaluation of the vocational potential of the inmates, counseling and guidance, medical-surgical care, related therapy, pre-vocational and vocational training, remedial education, placement in a job, and post-placement follow-ups.

Wilcox Technical School provides vocational training to 50 Cheshire inmates each afternoon.

Inmates at the Portland Youth Camp receive training in fire fighting. The camp has a cooperative work program with the Department of Parks and Forests and with the State Warehouse Department.

Vocational education at Niantic is centered around on-the-job training in the work program. Training areas include data processing, key punching, clerical, nursing aid, chef's assistant, food preparation and service, industrial serving and laundry.

No vocational training is now being offered in the community correctional centers. Sentenced prisoners in the correctional centers are given the opportunity of working on outside work details. Although these inmates are only paid a package of cigarettes per day for their labor, the 60 odd work placements are eagerly sought by the inmates because they have contact with the outside world for the seven hour workday, with little or no supervision. These men are essentially "trustees" since they could easily walk off any of these details. The work is mainly in the maintenance area and all of the work assignments are with government agencies or, in rare instances, charitable agencies, since modern correctional practice precludes contract prison labor. The number of work trustees has recently been greatly reduced, because of an unfavorable opinion by the State's Attorney General toward this practice.

### Counseling

The counseling staff for Somers and Enfield consists of a supervisor and five counselors. The duties of these counselors include preparing social history reports for the reclassification committee and counseling inmates on their individual problems. There has been difficulty in filling vacant counseling positions. Psychiatric treatment and consultation are available.

Counseling at Cheshire is done largely by the correctional counselors. Psychiatric treatment and consultation are available. Group therapy sessions are held each week and involve a total of 60 inmates. The services of the staff are used primarily for referrals or in a crisis situation. Although the psychological assistant sits on the classification committee, he has little authority in the decision-making process.

Inmates at the Portland Youth Camp receive individual and guided group counseling. Referral and consultation is available through the Yale Psychiatric Clinic. A new program is being started whereby divinity students would serve their internships at the camp working with the counseling staff.

At Niantic, emphasis is placed on professional counseling and guidance. Unlike the other correctional institutions, Niantic parole officers work both within the institution, doing counseling, and outside the institution supervising parolees. Individual and group counseling is carried on by two part-time psychiatrists and a full-time clinical psychologist.

Counseling is available at community correctional centers, but an inmate hears of these services during an orientation session concerned primarily with rules, regulations and security. He must then request counseling services. At present there is one counselor for approximately 450 men. In order to alleviate this situation, counselor aides will be assigned to each of the major centers.

### Family Services

A pilot program of inmate family services, aimed at maintaining ties between the incarcerated inmate and his family and to include them in the rehabilitation process, has been initiated. The program operates

from the new reception and diagnostic center at Somers and will eventually service inmates processed through the center.

The counselor aides for correctional centers will provide inmates with family community services among other things. Another pilot project is the creation of the position of community resource coordinator for a trial metropolitan area. The coordinator works with counselors in the correctional centers and institutions, and with parole officers, to connect clients who have special needs with the community agency that can meet their needs. He provides specialized assistance in welfare, family services, etc., and is currently operating from the Hartford Correctional Center in close coordination with the family services project.

### Recreation

All Connecticut correctional institutions have recreational programs and relatively well equipped facilities, including libraries. Television and movies are available at all centers. Only the Hartford Community Correctional Center employs a recreation director.

### Alcohol and Drug Treatment for Offenders

Historically there has been an extremely close association between alcohol use and crime. Estimates range between 25 and 60 percent of inmates who claim that they committed their offenses while under the influence of alcoholic beverages. Both alcohol and criminality seem to be symptoms of deep-seated problems within the personality of the inmate.

The purpose of alcohol treatment programs is to deal effectively with the alcoholic who is admitted to correctional centers several times per year, and to provide intensive and thorough treatment programs for those inmates whose more serious crimes result from or are closely related to alcohol use. The first priority in an alcohol treatment program is the treatment of the alcoholic who cumulatively serves many years in a correctional institution, thirty days at a time. These people are characterized by meager social resources in the community, by extremely poor health, and low motivation. Their crimes are usually drunkenness, breach of peace, or disorderly conduct and they can in no way be classified as hard core criminals. The treatment program for this type of individual would include a medically sound detoxification process, strong doses of vitamins and continued support in the community after release.

The individual who commits a very serious offense while under the influence of alcohol poses a different problem. He is more likely than other inmates to be recidivist in crime after release. The alcoholic check writer is the category of inmate most likely to be recidivist in crime (parole violation rates are usually in excess of 90%). Thus, an intensive, coordinated program involving the use of self-help programs such as Alcoholics Anonymous, individual counseling, and a post-release program that provides more than the usual degree of supervision is required.

Approximately half of the inmates presently committed to the Connecticut Department of Correction have an immediate record of some prior drug use. This varies from institution to institution, with higher proportions in female and youth institutions than in the jails and other adult facilities. The narcotic addict has successfully resisted traditional rehabilitative efforts. Producing change in these individuals is going to require an intensive, diversified program going well beyond that presently available in correctional institutions.

The objective of the drug treatment program is to provide both a medically sound means of withdrawing inmates from the use of narcotic drugs and a treatment program that will enable them to adjust to the outside community after release without being dependent on drug use. Withdrawal from drug use is most frequently accomplished through the use of methadone, a synthetic drug.

Rehabilitating the drug addict has proved to be one of the most difficult tasks facing the correctional, health, and mental health fields. The addict is characterized by a seriously deteriorated family and social relationship. Drug use is a common part of his culture. When an addict returns home following treatment, he returns to this same culture. A successful drug treatment program must involve intensive medical care, usually extensive dental work, special treatment programs utilizing ex-addicts along with professional staff, vocational training and guidance, and an intensive post-release program which goes well beyond that presently available in any correctional agency. This post-institutional program must extend over a period of many months and thus provide support for an inmate in the community, without employment initially, and subsidize his income from employment later. The program must include frequent checks to determine whether the person has returned to narcotics use and requires a quantity and quality of staff greater than that required to deal with the usual correctional inmate.

Alcohol and drug treatment programs available through the Department of Correction are summarized below

#### Connecticut Correctional Institution, Somers

Group Therapy Program. Operational June 30, 1969. Three groups, one sponsored by the Connecticut Jaycees, accommodate approximately 45 participants. There is a substantial waiting list and arrangements are in process for an expanded and more extensive program.

Planned is a 60 bed unit for drug dependent inmates to be staffed similarly to the Daytop residential treatment unit at Cheshire. The program is being designed to take advantage of the existing educational and vocational programs at Somers. It is anticipated that this unit will be operational during early 1971.

Reception and Diagnostic Center. This unit, which began operation on June 1, 1970, provides complete diagnostic work-ups on all newly admitted inmates. Two reception and diagnostic staff members are involved exclusively with drug dependent inmates. The team consists of a professional counselor

and a recovered addict formerly on the staff of Daytop. Part of their duties include staff training for correctional personnel working with drug dependent inmates.

#### Connecticut Correctional Institution, Enfield

Counseling Groups. Operational January 1, 1969. Weekly counseling and discussion groups are led by professional counselors with a total participation of approximately 40 inmates. Beginning in September 1970, a high-intensity encounter group has been added to the program, led by a recovered addict formerly on the staff of Daytop.

Alcoholic Treatment Center. Operational August 31, 1970. A residential treatment unit with a capacity of 20. Inmates from community correctional centers with an established history of alcoholism who have at least 60 days to serve may be transferred to the Osborn program, which is heavily A.A. oriented. Staff includes a recovered alcoholic ex-inmate, formerly on the staff of Watkinson House, Hartford, and two correctional treatment officers. Major components in the program, in addition to counseling content, is extensive medical service including vitamin therapy and the opportunity to engage in outdoor work assignments.

#### Connecticut Correctional Institution, Cheshire

In-House Daytop Residential Center. Operational July 1, 1970; 28 bed capacity. A separate residential unit located within the security perimeter of the reformatory. Staffed by three recovered addict graduates of Daytop, two correctional treatment officers, and three "housefather" inmates with drug histories who have been transferred from our Osborn institution. Under direct supervision of the deputy superintendent for treatment.

The program is basically self-help oriented along the Daytop model with professional supervision. Means of expanding bed capacity are being explored.

Dartec House. Under the transfer provision of Public Act No. 753 of the 1969 Session of the Connecticut General Assembly, the Department of Mental Health has made 5 beds available to reformatory inmates screened as amenable to the Dartec program.

#### Connecticut Correctional Institution, Niantic

Escent House Residential Center. Operational September 1, 1970; 25 bed capacity. Staffed by two recovered addicts formerly associated with the Matrix House Program at the National Institute of Mental Health Clinical Research Center, Lexington, Kentucky, and a professional counselor.

The program is modeled after the Matrix House program and is designed to be integrated with parole and other community release services of the Department of Correction. Staff training is an integral part of the program, which has tentative plans for expansion.

## Community Correctional Centers

Medical withdrawal is available for newly admitted addicts and alcoholics. This is generally accomplished through reduced dosages of the withdrawal agent over a period of one week.

Regular institutional programs of education, vocational training, and work assignments are considered important adjuncts to drug programs and are integrated into these programs whenever possible.

All professional counselors see drug dependent inmates on an individual basis whether or not they are a part of a program.

### Community Correctional Center, Hartford

Therapy Groups. Operational September 15, 1970, under direction of a professional counselor with participation by approximately 40 inmates. Staff training component is also included.

In early planning stages is a work release-methadone maintenance program similar to that at the New Haven Community Correctional Center.

### Community Correctional Center, New Haven

Work-Release-Methadone Maintenance Unit. Operational October 1, 1970. An innovative program in cooperation with the Connecticut Mental Health Center which places inmates with drug backgrounds on work release, once a methadone maintenance regimen has been established at the Connecticut Mental Health Center. Traditionally, addicts are screened out of work release programs as very poor risks. A 20-bed housing unit, formerly the Sheriff's quarters, will also take transfers from other correctional institutions of inmates who will be released to the Greater New Haven Area. Staff includes both professional and para-professional counselors.

Group Counseling. For drug dependent inmates in the regular population, conducted by Connecticut Mental Health Center staff. In addition, Daytop, NARCO, and other self-help agencies visit the New Haven Community Correctional Center 2-3 times a week, providing counseling and information and arranging placement in self-help programs upon release.

### Community Correctional Center, Bridgeport

Individual and Group Counseling. Professional counselor provides 20 hours per week of individual counseling to drug dependent inmates. In addition, there are 2-3 counseling groups led by a professional counselor, with approximately 35 participating inmates. Placements are made for interested inmates at Daytop, Marathon House, and other self-help residential centers.

## Community Correctional Center, Brooklyn Community Correctional Center, Litchfield Community Correctional Center, Montville

The sentenced population at each of these small community correctional centers is not large and drug dependent inmates are few. There is no organized drug program at Litchfield or Brooklyn. However, motivated addict inmates are transferred to other institutions which operate programs from which they may benefit. Montville provides group counseling for sentenced inmates conducted by a professional counselor. Efforts are also made to refer suitable unsentenced inmates to the courts for placement in non-correction programs as an alternative to incarceration. Placements with Altruism House are made for released inmates.

### Inmate Transfers to Mental Health Programs

The State Department of Mental Health operates a number of treatment programs around the State. Public Act No. 753 of the 1969 Session of the Connecticut General Assembly provides the basic groundwork for the transfer of some inmates into these programs. Those sentenced for offenses involving violence are ineligible. Effective procedures have been established to implement transfers.

### Division of Parole

The Parole Division cooperates with the board of parole in arranging and monitoring drug treatment programs in the community. Inmates with a history of drug dependency are frequently paroled on condition that they participate in a treatment program in the community. Effective October 1, 1970, a parole officer with special skills in each field office will work exclusively with addict parolees. Parole aides - recovered addicts - will assist the parole officer. Every parole officer has received ongoing group work training over the past year.

### Institute of Living Program

Through contract with the Institute of Living, a chemotherapy program for parolees and dischargees is available for inmates being released from Somers, Osborn, Cheshire, and the Hartford Community Correctional Center. The program, which has been operational since March 1970, is in the process of being evaluated for effectiveness. Any drug dependent inmate is eligible for the program which involves stabilization of the inmate on a non-addictive drug one month prior to release and maintenance on the drug in outpatient status while on parole.

### Services for Inmates Returning to the Community

Correctional programs will have optimum effectiveness if they are either located in the community or if they are oriented to the community, as opposed to the correctional institution. The community is better protected and rehabilitation potential is increased by programs which permit staff to observe sentenced offenders in controlled community settings where they must deal with real-life pressures and anxieties.

The Department of Correction provides programs in educational release, work release, and pre-release. Each correctional center has residential facilities for educational release and work release programs. In these facilities, individuals go to school or to work during the day and report back to the correctional center at night and on weekends. The departmental director of community release programs assists them in procuring employment, supervises and counsels them with their employer or school, and maintains records on their performance. Relative to pre-release, the Osborn institution serves as a pre-release center for the Somers inmates and the Hartford Correctional Center houses a pre-release unit for Cheshire inmates who will be released to the Hartford area. Other pre-release programs are under development. A pilot half-way house has been set up in New Haven.

#### Pre-Release

The Connecticut correctional institutions at Somers and Enfield conduct a social education program for inmates about to be released on parole. This pre-release program consists of 15 one-hour topics during a three week period. Subjects include the art of living together; alcohol as a cause of maladjustment; making the most of marriage; the nature and the functions of the family; how to get a job; understanding yourself; and ethics and life. Pre-release counseling is available at all other correctional facilities on a more limited basis.

The only pre-release program in Connecticut, which was initiated at the beginning of 1969, allowed for the selection of Cheshire inmates living in the metropolitan Hartford area to be transferred from that institution six weeks prior to their actual release date to the Hartford Correctional pre-release center, which adjoins the Hartford Correctional Center. Inmates are screened at Cheshire by a correctional counselor as to their home location and ability to function in a small group situation.

Upon arrival at the pre-release center, each man is assigned a parole officer who, along with the correctional officer assigned to the unit, attempts to obtain employment for the pre-release participant. If the person selected for the pre-release center desires to continue his education at one of the local community colleges or universities, he is encouraged to do so. It is important to point out that these men are still under the control of the Department of Correction and, with the exception of attending school or working, are never unsupervised. There is room for 15 men at the pre-release center.

Inmate drivers assigned to the pre-release unit drive the participants to their places of employment and pick them up at the end of their shift. In the evenings, the men may be taken to the movies or to other places of recreation under the supervision of volunteers from the local area. Group therapy sessions in the evenings, led by volunteers, are also part of the overall pre-release program.

When the inmate begins his employment, he pays \$4.00 per week to the Department for door-to-door transportation, as well as \$21.00 per week for board

and room. The inmate is given \$10.00 a week pocket money, and the rest of his paycheck either is put into the bank for him or given to his family. By the time a resident of the pre-release center is ready to begin his parole, he has established a relationship with his parole officer which should continue throughout his parole period.

#### Work and Educational Release

The work and educational release program has been extended to all correctional institutions and centers since its inception at the Hartford Correctional Center in April of 1969. Presently there are 56 persons in the work and educational release program. The program enables inmates to leave their institution daily for employment in a regular job or to attend school nearby. The inmate spends non-working hours in confinement at the institution. Applicants for the program are screened initially by classification committees at each institution to determine whether they meet the basic criteria of the program. Criteria for participation in the program are as follows:

Inmate must volunteer for work and educational release by application.

He must be a minimum custody prisoner

He must physically fit for the job and have physical clearance, and,

He must be free from serious emotional and personality defects and not have a history of violent behavior.

Upon selection to the work release program, a series of employment interviews are arranged by the chief of community release programs, and employment is obtained for the inmates. Selection preference is given to inmates whose families receive welfare assistance.

#### Furlough

An inmate at any institution may receive a community furlough for the following purposes: (1) to visit a dying member of his immediate family, (2) to attend the funeral of a member of his immediate family, (3) to attend an interview with a prospective employer, (4) to attend a special training course, (5) to arrange post-release residence, and (6) to receive medical care not available in the institution. In addition, inmates assigned to the work release program and a limited number of minimum security inmates may be granted a home visit furlough no more than once a month. All inmates granted a furlough for any reason must inform the police department in the town to which they are going, or the State Police if there is no local police department, of their expected arrival and departure date, the reason for their being on furlough, and where they will be staying.

#### Half-Way House

The object of this project is to focus a wide range of community resources on the problems of recidivism and crime in the inner city by establishing

a coordinated, community-based rehabilitation program which begins prior to release from incarceration and extends beyond the parole period, and which reorganizes and supplements present programs.

Phase I of this program will provide for developing a significant relationship between a staff member and the inmate while in the institution. This relationship and these group pressures will extend into Phase II where the participant will spend one month in a "Street Academy" learning community skills. Then in Phase III, the participant will continue in all phases of the program and be on work release status. Phase IV will be normal parole with the degree of participation in the program to be decided by the parole officers. Phase V will be post-parole where participation by ex-parolees or individuals released without parole can, when necessary, utilize the "boarding house" services of the Half-Way House in New Haven and have a place to go when in need of assistance, advice, support, friendship or encouragement.

#### Other Agencies

##### The Commission on Forfeited Rights

The Commission on Forfeited Rights consists of 3 members, one appointed by the Governor, one by the Speaker of the House of Representatives, and one by the President Pro Tempore of the Senate. The commission has jurisdiction of the restoration of electoral privileges. Private hearings are held throughout the year in the offices of the commission. During the 1969 fiscal year, 57 applications were received by the Commission, 56 of which were granted.

##### The Board of Pardons

The Board of Pardons consists of five members appointed by the Governor with the advice and consent of either House of the General Assembly. It has jurisdiction over the granting of commutations of punishment or release from incarceration, conditioned or absolute, in the case of any person convicted of any offense against the State, or under the penalty of death. It also has the authority to grant pardons, conditioned or absolute, for any offense against the state at any time after the imposition of any sentence. The board holds four regular sessions per year, hearing about 30 cases each session. Approximately 5 to 7 pardons are granted per session. Special sessions are held in the case of a request for commutation of a death penalty.

## DEPARTMENT OF CHILDREN AND YOUTH SERVICES

### Scope and Jurisdiction

In 1969, the Connecticut General Assembly passed comprehensive legislation (P.A. 664) designed to strengthen and centralize the State's efforts to prevent delinquency and treat children in trouble through the establishment of the Department of Children and Youth Services.

The Department is responsible for creating, developing, operating and administering "...a comprehensive and integrated state-wide program for children and youth whose behavior does not conform to the law or to acceptable community standards" (s17-412). This includes developing "...a comprehensive program of prevention of child delinquency and of diagnosis, treatment, rehabilitation and special care for children and youth in need of assistance..." (s 17-412).

"...(d) 'Child' means any person under sixteen years of age. (e) 'Youth' means any person sixteen to twenty-one years" (s17-410). "A child may be found 'delinquent' (a) who has violated any federal or municipal or local ordinance, or (b) who has without just cause run away from his parental home or other properly authorized and lawful place of abode, or (c) who is beyond the control of his parent, parents, guardian or other custodian, or (d) who has engaged in indecent or immoral conduct, or (e) who has been habitually truant, or (f) who has violated any lawful order of the Juvenile Court" (s17-53).

"...(a) Commitment of children adjudged delinquent by the Juvenile Court to the Department of Children and Youth Services shall be for an indeterminate term up to a maximum of two years..." (s17069).

"The Commissioner may, in his discretion, admit to the Department on a voluntary basis any child or youth who, in his opinion, could benefit from services offered by the Department" (s17-419).

The Department attempts to provide a means of organized response and intervention for children and youth in trouble with themselves, the home, the school or the community at the earliest point possible in order to prevent further deviant behavior and conflict with the community.

### Structure and Administration

According to statute, the Commissioner of the Department of Children and Youth Services has authority to place children committed to the department in any resources or facility available to the department, to terminate commitment and release the child, and to transfer any child to any program or facility of the department if he determines such action to be in best interests of the child. Commitment of a child adjudicated delinquent by the juvenile court is for an indeterminate time, up to a maximum of two years. The commissioner may petition the court for an extension of this commitment for another two years. These restrictions also apply to a child voluntarily admitted to the department. Persons voluntarily admitted may be placed in any resource or facility available to the commissioner, with the exception of Long Lane School (for girls) and Connecticut School

for Boys. In addition to commitments from the juvenile court and voluntary admissions, the commissioner of the State Correction Department can transfer any youth under age twenty to the Department of Children and Youth Services, provided that the commissioner of the latter department agrees to accept the transfer.

There is an advisory council on children and youth services which consists of fourteen members. The Governor appoints fourteen members including at least one woman member, one psychiatrist licensed to practice medicine in this state, and three youth members between eighteen and twenty-five years of age at the date of their appointment, all of whom shall serve without compensation, except for necessary expenses incurred in the performance of their duties. The commissioners of welfare, health, mental health, state parks and forests, and community affairs, the secretary of the state board of education, and the chief officer of the commission for higher education shall be ex-officio members of the council without a vote. The commissioner, also, is an ex-officio member of the council without vote and attends its meetings. The council meets quarterly, and more often upon the call of the chair or the commissioner or on the written request of any five of the members. A majority of the council constitutes a quorum. The council recommends to the Governor and to the General Assembly such legislation as will improve the services for children and youth in the State.

The department is structured into the following three divisions:

#### Division of Institutions and Facilities

The Division of Institutions and Facilities maintains, operates and seeks to improve services to youth at the Connecticut School for Boys and Long Lane School for Girls. Innovative approaches to programming are the Division's first priority with a direct correlation to the development of necessary institutions and facilities to ensure the most effective implementation of these programs.

Long Lane is a residential institution for the education and rehabilitation of girls committed by the juvenile courts to the care of the commissioner of the department. The Connecticut School for Boys is an institution for adjudicated delinquent boys from age 12 through age 16.

#### Division of Evaluation and Placement

This division has not yet been finalized. Department plans call for this division to provide major functions which have previously been lacking in services to children and youth throughout the state:

1. A state-wide evaluation, diagnostic and placement capability for all children and youth referred to or committed to the Department of Children and Youth Services.
2. The supervision and training of all clinical staff throughout the department in the dynamics of evaluation, testing, counseling and individualized programming.
3. Provision of out-patient diagnostic and evaluation services for youths committed or voluntarily admitted to the department.

The department has also been given the authority to purchase necessary services from other agencies such as foster homes, private residential agencies, psychiatric counseling, research services, beds in halfway houses, etc. This division will establish the procedures and guidelines for such services, and make such individualized treatment available whenever it appears appropriate and in the child's best interest.

#### Division of Community Services

The Community Services Division develops and operates community based direct service programs for pre-delinquent and delinquent youth; provides technical assistance and consultation on youth activities and facilities, community analysis, public education and professional training programs; coordinates local public and private agencies in their programs for children and youth; provides a central source of information gathering and dissemination; plans, develops, implements and evaluates community based programs and services for troubled children and youth.

#### Present Facilities and Programs

At present the facilities of the department include the Long Lane School, the Connecticut School for Boys, and the Bridgeport Community Service Unit.

#### The Long Lane School, Middletown

Long Lane School was established in 1870 to provide residential care, education, training, and treatment to delinquent girls. The school has a capacity for 215 residents and is a residential institution for the education and rehabilitation of girls committed by the juvenile courts to the care of the commissioner of the Department of Children and Youth Services. Effective in 1970, Long Lane ceased to operate as an autonomous entity and was brought under the authority of the Department of Children and Youth Services.

During the past fiscal year, 80 girls were committed from 35 communities. The largest number were from Stamford and Hartford with 9 each. The next largest (8 girls) were from New Haven. The average age range was from 13 to 15; 39 girls were 15 years of age at the time of commitment and 23 were 14. The average monthly population for fiscal 1971 was 78. The number of girls released during fiscal 1971 was 107 and the population as of June 30, 1971 was 60.

The work of Long Lane School is carried out through five major departments -- Administration, Social Service, Residential Living, Education, and Nursing Care and Special Services. The Administration Department is headed by the superintendent, who is responsible for the total management of the school in accordance with the policies of the Department of Children and Youth Services. Direct supervision of various departments is delegated to the assistant superintendent. The assistant superintendent is responsible for the coordination of programming between the departments, the summer program, personnel and public relations, in conjunction with the office of the commissioner.

Included within the administrative department is the office of the business manager. This office is responsible for the financial activities of the school. This includes payroll, purchasing, safekeeping of student funds, the operation of the storeroom, and maintenance.

The Social Service Department is headed by the supervisor of social service, and divides its functions into two sections, aftercare and counseling. The aftercare section is directed by the parole supervisor. Each worker in this section is assigned to one of six districts of the State, and is responsible for the casework within that district. When a girl is committed to the Department of Children and Youth Services and is placed at the school, the worker assigned to the district in which the girl resides begins the casework. Casework includes investigating placement possibilities for the girls, counseling the girl during her stay at the school, keeping the girl's family informed of her progress and counseling the family, arranging for educational or vocational training for the girl and her family, giving guidance, support and supervision. The worker's responsibility ends when the girl is formally discharged from the custody of the Department of Children and Youth Services.

The counseling section, under the supervision of the social worker, is responsible for the in-school casework. Each worker in this section is assigned to a particular cottage and services the residents of that cottage. The worker gives direct counseling to girls in order to help them in their adjustment in the school, and their personal problems. Informal group counseling is given in the house council meetings. These council meetings also provide an exercise in self-government with much peer group interaction. The social worker and the counselors are responsible for the direction of the discipline program. The program is a system of earning privileges for positive responses in the behavioral areas.

Two youth services supervising officers head the Residential Living Department, one supervising food and food preparation, and the other responsible for cottage life. Youth Services Officers I staff the cottages; two staff members are present in the cottage at all times.

The Youth Services Officers I are responsible for the management of the individual cottages, informal guidance and counseling of the residents of each cottage, and training residents in various areas of personal hygiene and home care. This training includes methods of housekeeping, and cooking fundamentals. The Youth Services Officer I also helps residents learn to live peacefully and considerately with others, and to take pride in themselves and in their group efforts. Important to this aspect of cottage life is recreational programs and encouragement and help in developing hobbies.

The Education Department is centered in the fully accredited Cady School which is under the direction of the State school principal and the State school department head. Cady School serves residents in the upgraded sixth and seventh grade through the twelfth grade. It offers standard

academic courses in mathematics, history, English, science, business, physical education and health, music and art. This program is supplemented by prevocational training in sewing, crafts, hairdressing and greenhouse techniques. Plans have been developed for an academic intervention program with emphasis on remedial math and reading.

Students from Wesleyan University and the University of Connecticut further enrich the program. Students involved in the Wesleyan Tutorial Program offer courses in black literature, reading for enjoyment, and foreign languages, as well as private music lessons and remedial help in academic subjects. Student nurses from the University of Connecticut's McCook Hospital offer a course in sex education and family living.

Not only is Cady School the academic center of the School, but it is generally the social center of the residents.

In the Nursing Care and Special Services Department, Long Lane maintains an infirmary to serve the health needs of the residents. A registered nurse is on duty at all times to supervise the infirmary. A physician visits regularly and is available for emergencies. For more intensive care, residents are transferred to nearby Middlesex Memorial Hospital.

Special services provided for the residents also include the services of a clinical psychologist, a dentist and dental hygienist, a psychiatrist, and a security staff. The full-time psychologist administers psychological and intelligence tests to provide more information on the capabilities of each resident. This testing helps in the development of programs suited to the individual resident. The psychologist also counsels residents and conducts a drug therapy group. More intensive therapy is given by the part-time psychiatrist.

Operating Expenditures. During fiscal 1971, the Long Lane School for Girls had total operating expenditures of \$1,245,958 and a capital outlay of \$118,438. The average number of full-time employees was 114 and the average number of residents was 78. The population as of June 30, 1971 was 60; 170 girls were released during FY 1971.

#### The Connecticut School for Boys

The Connecticut School for Boys is an institution under the direction of the Department of Children and Youth Services. It is the only child care institution in the State in which juvenile courts can place boys without the approval of the institution. Thus the population of the School is a heterogeneous group of adjudicated delinquent males from age 12 through age 16.

Cottage Life: The Cottage Life Department at the Connecticut School for Boys includes a staff of 34 employees responsible for the care and custody of boys committed to this institution.

Behavioral Modification System: Throughout the summer of 1970, a number of meetings involving all cottage life staff were held for the

purpose of allowing line staff to participate in the development of a new program. Recommendations were received from the staff committees and in January, 1971, two experimental cottages were opened under the guidance of consultants from the Yale Psycho-Educational Clinic. The cottages are based on a behavioral modification system which requires the boys to earn a specified number of points in order to advance through three stages of development which must be completed prior to release from the Connecticut School for Boys. Staff volunteered to participate in the new cottages without concern for work schedules or compensation for overtime. All personnel involved in the new program spent long hours of their own time cleaning and painting the cottages prior to accepting boys into the program. In addition, the entire staff went through a training program developed by the Yale consultants. Such factors as: 1) involvement of all staff in cottage decisions, 2) excellent coordination of cottage program by cottage coordinators, and 3) open lines of communication between staff and boys, have contributed to the "team spirit" and high morale which seems to prevail in each cottage. For the time being, the program is limited to two cottages.

Cottage F is a cottage which is used to contain boys classified as chronic runaways. The treatment unit is an area with 10 cubicles which are used for short-term disciplinary isolation. However, since Connecticut School for Boys is the only facility in the State for adjudicated delinquents, frequently dealing with boys who are a constant threat to the community and who cannot be contained within the institution, the treatment unit is sometimes used for long-term confinement of these boys. Recently passed Public Act 13 of 1971 permits the transfer of difficult boys to the Cheshire Reformatory. This provides an alternative for the handling for boys considered to be unsuited to an open institution. As of late 1971, no boys have been transferred to Cheshire.

Summary: Present plans call for the opening of a new behavioral modification cottage in 1972. It is anticipated that within the next year all cottages will be on the behavioral modification system.

Education: The School Department at Connecticut School for Boys espouses a sincere belief in:

1. Individualization of instruction
2. Ungradedness
3. An element of pupil choice.

These concepts, while certainly not unique, present myriad problems to implementation within a correctional institution. It has been stated and accepted that discipline is a prerequisite for education. Simultaneously, a major objective of all education must be self-discipline. Some semblance of order, if not discipline, is a prerequisite for education.

A cottage-based school program which was conceived in frustration is presently working very well. The cottage-based school program has one teacher responsible for the educational program of every boy in the cottage to which he or she is assigned. Working with the boy, cottage

parents, vocational and special area instructors, the director of the work-for-pay program, school officer personnel, clinical staff, and supervisors, the cottage-based teacher plans and charts each day of each boy.

Social Service: At the start of the fiscal year, the Social Service Department consisted of a director of social services, parole supervisor, five parole officers, four social workers, and three clinical staff. The case work staff is assigned to work with boys and staff in areas of greatest need. In addition to counseling boys and staff, the case workers are utilized in transportation of boys from special visits and vacations, picking up runaways and some counseling with parents in their homes. Case workers also handle special assignments such as the work-for-pay program at the Connecticut School for Boys, off-grounds work projects, and school placements at Platt High School, Meriden, and Xavier in Middletown.

During the fiscal year, 345 boys were placed in the aftercare program by the parole staff, 94 boys were returned for violation of parole, 69 for relocation and 167 were discharged from the aftercare program (by action of the Commissioner, 64; by court action as a result of new offense, 103). In addition, the parole staff was involved in the institutional-care program. The staff transport boys home and back from vacations, return runaways, and spend at least one day per week at the school counseling boys from their area and helping plan their aftercare program.

Department plans indicate that there will be a shift in the aftercare program to a centralized and increased staff; therefore, parole staff is gradually being relieved of responsibilities for some of the in-care functions. Preliminary planning is in the direction of community-based parole officers. Staff is currently involved in working out the role and function of the aftercare worker within such a concept.

Psychological Services: Upon admission to the Connecticut School for Boys, new residents are studied by the Department of Psychological Services. This diagnosis includes academic achievement tests, vocational and intelligence tests and projective tests which include analysis of the personality with recommendations. The Department is further responsible for periodic re-studies to aid in the evaluation of the resident's programs and progress. In addition, upon commitment to the institution, every resident is interviewed to assess strengths and weaknesses not only to help in the boy's adjustment to the institution, but also to help meet his needs when he returns to the community.

Staff Development: In November 1970, at the Connecticut School for Boys, a Staff Development Center was begun in an old, vacant, dilapidated building. This building was cleaned and furnished with items such as blackboards, school desks; rugs, etc., which were gathered from wherever possible.

On January 18, 1971, with an actual cash outlay of only \$18.40, the first week-long seminar, "Basic Orientation", was held. There were

seventeen enrollees; twelve from Connecticut School for Boys and five from Long Lane School for Girls.

An audio-visual room containing 90 theater seats is now being used in conjunction with a projection booth. The seats, wiring and speakers were donated by the local community.

Recreation: The initial effort to form a Department of Recreation within the Connecticut School for Boys was undertaken in July, 1970. This process started with the employment of a recreation consultant for two months.

At the end of this period he submitted a comprehensive report with a total evaluation and revision of the recreation program. This report provided a sound basis for planning a recreation program at the Connecticut School for Boys. It became obvious that a recreational program could serve as a therapeutic tool in rehabilitation of young boys. Social, emotional and intellectual growth can be demonstrated through all forms of recreational activities.

Currently, recreational staff includes twelve summer recreation aides. The present staff-to-boy ratio is approximately 1 to 45.

Release. According to statute, the commissioner must review the case of each child within his care or custody at least every 6 months to determine whether the child should be transferred to another facility or program. The commissioner makes decisions to release children from the institutions based on the recommendations of the adjustment committee in the case of Long Lane and the progress committee at the School for Boys. Both of these committees review a youth's case every 2 to 3 months. Criteria for recommended release include the achievement of compatible peer relationships, the attainment of some work skills, an advance in educational achievement in keeping with capabilities, improvement of self image and mutual trust and understanding between student and parent, and the physical condition of the child.

Operating Expenditures. During fiscal year 1971, the school's operating expenditures totaled \$2,111,047, and it had a capital outlay of \$70,514. The average number of full-time employees was 195 and the average number of resident boys per month was 145. The population as of June 30, 1971 was 134: 349 boys were released during FY 1971.

#### Bridgeport Community Service Unit

The third facility of the Department of Children and Youth Services, the Bridgeport Community Service Unit, provides community-based intervention services for juveniles. Supportive and treatment programs at the center

allow troubled youth to remain functional within the community. The program at the center includes: individual and group therapy, family counseling, referral services, recreation programs, education and employment counseling.

The average number of youths served monthly during FY 1971 was 23: as of June 30, 1971, 201 youth were in supportive and treatment programs. The total number of youth seen during FY 1971 was 211.

#### Planned Facilities and Programs

The Department's philosophy is that the first attempt to prevent and control delinquency must be made at the community level, and several of the proposed programs attempt to meet this need. It has been a consistent finding in delinquency research that prognosis for eventual success is better the earlier the underlying problems can be attacked.

However, it is also clear that community based programs alone will not provide the comprehensive approach necessary in Connecticut. Delinquents sometimes pose a serious public safety problem: assaultive, aggressive youngsters may harm themselves or others. Consequently, community treatment programs must be supported by a modern institutional structure providing both open and controlled treatment capability. While the thrust of progressive juvenile programming is, and should be, directed at the community, for it is in the community where success or failure is determined, there is a substantial need for a modern institutional structure in Connecticut.

The Department has proposed a program which provides a full range of services to prevent, control and treat juvenile delinquency. Several of these programs, such as community service units, decentralized and expanded aftercare, and purchase of service for foster and group home placements are designed to enable the youth to cope with the demands made by the community while he is in it by means of different levels of counseling and support.

For those with perhaps more serious problems, or problems where more supervision and attention is required, a wider scope of institutional programming than that presently available in Connecticut is proposed.

Included are such projected programs as smaller community residential units, a co-educational training school; a new central diagnostic and treatment center. The central diagnostic and treatment center is the means by which many of the programs of the Department are tied together. The central diagnostic and treatment center will play the major role for the Department in testing, diagnosing and subsequently determining what the placement for a particular youth should be. After a three to four week stay at the center, placement at a training school, group home, foster home, halfway house, etc., will be recommended and implemented. This center, then, ties together and coordinates the resources available to the Department, and develops treatment plans which reflect the Department's capabilities.

The diagnostic and treatment center will also fill a need long existing in Connecticut. Youths with the most serious behavioral and emotional

problems will remain at the center for intensive treatment. The center will be secure, and will be staffed by highly trained professional and clinical personnel. Thus, the existing training schools will no longer have to cope with children whose behavior they cannot control. Programming can then be devoted to those who can most benefit from a training school setting.

#### Training School

It is anticipated that both training schools will be consolidated into one co-educational training school located at Long Lane. At present there is increased joint programming between the schools in the areas of vocational training, educational training, and social activities. Departmental policy is geared toward maximizing available facilities at both schools. As consolidation of the two schools increases, there will be modification of various existing programs with the ultimate goal being to create one co-educational training school operating on a therapeutic community model.

#### ACTIVITIES AND RESOURCES, NON-CRIMINAL JUSTICE SYSTEM AGENCIES

Among projects funded under the LEAA block grant program in 1969-71 are several that created or supported facilitating bodies or programs not strictly within the criminal justice system but certainly operating in its support:

Hartford Criminal and Social Justice Coordinating Committee  
New Britain Regional Criminal Justice Coordinating Committee  
New Haven Pretrial Services Council  
Windsor Thirteenth Circuit Court Regional Criminal Justice Program  
Bridgeport Family Crisis Intervention Center

Department of Health Toxicology Lab

Many Community-Based Youth Services Programs  
Group Homes  
Youth Services Bureaus

Drug Advisory Council  
New Haven Alcoholic Rehabilitation Program  
New London Comprehensive Alcohol Rehabilitation  
Capitol Region Diversion of Chronic Alcoholic Offender  
Bridgeport, Hartford and Waterbury Methadone Maintenance Programs  
New Haven and Westport Residential Drug Treatment Programs

Military Department Planning for Civil Disorder  
Hartford Adult Civilian Patrol  
Waterbury PAL Summer Day Camp  
New Haven Adventure Club for Spanish-Speaking Youth  
Waterbury Information Center

Office of State Medical Examiner

Among the State agencies providing direct services in support of the criminal justice system are these:

Department of Community Affairs

Department of Mental Health; Alcohol & Drug Dependence Division

Department of Health, Toxicology Laboratory

Welfare Department

Human Rights Commission

General Assembly

Department of Health Hospitals (for mentally-ill offenders)

Department of Education

State Motor Vehicle Department

Among the many private organizations supporting the criminal justice system, these are typical:

Private drug treatment programs

Connecticut Prison Association (aides in counseling inmates, obtaining employment)

H.E.L.P. (provides pre- and post-release counseling of prisoners, mostly in jails)

Fraternal organizations, such as Big Brothers, Boy Scouts of America, who provide young people with guidance, training, emotional security, and education.

Seven institutions of higher education in Connecticut offer law enforcement programs, most leading to Associate's degrees in law enforcement. Two lead to Bachelor's of Science degrees in public administration, with majors or courses in law enforcement administration and law enforcement science, in addition to basic courses in the humanities and sciences.

Private attorneys participate in public education programs related to crime and delinquency under the auspices of the State bar association, while county bar associations make private attorneys available as counsel for both petitioners and respondents in juvenile cases under special arrangements with the juvenile court.

The House of the Good Shepherd, a residential setting operated by the Sisters of the Good Shepherd, is available to the juvenile court as a resource through court commitment.

Some of the voluntary agencies in Connecticut providing residential treatment for children referred by the court are the Connecticut Junior Republic in Litchfield, Mount Saint John's School in Deep River, Boys Village in Milford, and Waterford Country School.

Child and Family Services of Connecticut is a multi-service agency, with a residential treatment facility, two group homes, and outpatient clinics throughout the state.

In addition to the agencies providing residential care, there are many Family Service Association offices, child guidance clinics, and social agencies sponsored by religious organizations (e.g., Catholic and Jewish Family Services) which provide counseling to parents and children on an outpatient basis.

Concerning drug abuse alone, a recent compilation of treatment resources in Connecticut for the drug dependent individual lists 37

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community referral, information and educational centers (including the Capitol Region Drug Information Center, which lists contact persons in each of the 29 capitol region towns), nine methadone programs, 13 out-patient day programs, and nearly 30 residential treatment centers.

A recent application to NIMH to support a regional (six-town) narcotics program lists four drop-in centers, a multi-service center, an inpatient program and an out-patient clinic among its affiliates. Four "closely allied" residential drug treatment programs and 22 "other cooperating agencies" were also listed, along with unaffiliated local citizens.

The drug information and referral center of one 50,000-population municipality has provided clear evidence of its local support by the JayCees, Chamber of Commerce, Board of Directors, the town newspaper, individual private citizens and the general population via its numerous effective fund-raising and community education efforts.

If one considers the broad area of youth crime and delinquency prevention, there are myriad organizations, camps, municipal recreation departments, school systems and private employers who engage youngsters in work, camp and recreational experiences as alternatives to socially unacceptable behavior.

The Connecticut Planning Committee on Criminal Administration has undertaken to define, codify and inventory resources by municipality and region during the summer of 1972. State and regional planners will attempt to gather systematic information about both CJS and non-CJS agencies and resources, guided by a 24-page draft form, which when completed will constitute a uniform indexed handbook for each planning region. Along with municipal, police, judicial and corrections data will be entries for such related groups as campus police, housing authority police, industrial security forces, and community agencies (e.g., Community Development Action Programs, Human Relations Councils, Big Brothers, Alcoholics Anonymous, etc.). Treatment Facilities (hospitals, clinics, residential drug programs, juvenile facilities) will be described. Cooperative arrangements within and between towns, and by region, are also included. A separate section will describe multi-town services and resources (such as circuit courts) and characteristic inter- and intra-regional cooperative arrangements. A preliminary compilation is expected in late 1972, but there will be no final edition of the regional inventories, as information will change continuously.

AREAS OF HIGH CRIME INCIDENCE/LAW ENFORCEMENT ACTIVITY

Connecticut has eleven groupings of towns that were designated by the U.S. Bureau of the Budget after the 1970 census as Standard Metropolitan Statistical Areas. These areas have been defined to include groupings of contiguous cities and towns which have a central city with a population of at least 50,000 people and are socially and economically integrated with the central city. The seventy-seven towns in Connecticut SMSA's contain a total of 2.5 million people, or approximately 82 per cent of the state population.

Only one of these urban areas, the Hartford SMSA, meets the criterion for inclusion in the discussion of "Assistances to High Crime/Law Enforcement Activity Areas" defined as city, county or urban area where crime incidence constitutes at least 20% of the state major crime incidence" [see item (i), SPA Guide page 71]. None of the other areas or the core cities are large enough to meet this criterion and a county definition of the state no longer exists in Connecticut (Table 75).

TABLE 75  
Population and Crime-Standard Metropolitan Statistical Areas (SMSA)  
and the Core Cities

Area	Core Cities - 1970			SMSA - 1968	
	Pop- ulation	Total Index Crimes	Rate of Crime Per 100,000 People	Total Index Crimes	Percent of State Total
Connecticut	3,031,709	78,076	2,573.3	61,451	100
Hartford	158,017	9,305	5,888.6	14,145	23.9
Bridgeport	156,542	9,922	6,337.6	9,922	16.1
New Haven	137,707	8,473	6,152.9	11,145	18.1
Stamford	108,798	3,565	3,277.6	4,294	7.0
Waterbury	108,033	3,336	3,087.9	3,115	5.1
New Britain	83,441	2,857	3,424.0	2,642	4.3
Norwalk	79,113	2,681	3,388.8	2,995	4.9
New London - Groton	-	-	-	-	-
Norwich	-	-	-	2,822	4.6

Source: U.S. Department of Commerce, Bureau of the Census, Federal Bureau of Investigation - Uniform Crime Reporting Program

There are only two core cities, Hartford and Bridgeport, which meet the criteria imposed in item (ii) in the section on "Assistance to High Crime Areas" that require a population "in excess of 150,000 population" and "an annual index rate for serious crime of at least 2,500 offenses per 100,000 population." The five additional cities displayed in Table 1 will be included in the discussion of "Assistance to High Crime Areas" because of the similarity in each city's rate of crime.

All of the cities mentioned have populations of approximately 80,000 or larger. The largest city - Hartford - has 158,000 people, nearly twice as many as the smallest city in the group - Norwalk - which has 80,000 citizens. Over the past twenty years, the population of the four largest cities has tended to remain the same or to decline slightly, while the surrounding suburban areas constituting the cities Standard Metropolitan Statistical Areas or SMSA's have experienced steady increases in population. Over the past decade, this trend has accelerated as shown in Table 76.

TABLE 76  
Population Characteristics

City	Population		City	1960-1971 Percent Change	SMSA
	1960	1971			
Hartford	162,178	157,600	- 2.8		+27.4
Bridgeport	156,748	153,700	- 2.0		+15.6
New Haven	152,048	135,400	-11.0		+14.4
Stamford	92,713	110,200	+18.9		+20.6
Waterbury	107,130	107,400	+ 0.3		+16.1
New Britain	82,201	82,200	- 0		+19.0
Norwich	67,775	79,800	+17.7		+35.0

1971 Population data estimated by Public Health Statistics Section of the Conn. State Department of Health (data is as of July 1, 1971).

These seven cities are also quite unlike the rest of the state in population makeup. While they contain 27 percent of the total state population, they have 79 percent of Connecticut's black population and 83 percent of its Puerto Rican population. It has been suggested that, by 1990, these minority populations will probably constitute the majority population in Hartford and New Haven (A.D. Little, Inc. Connecticut Welfare Study, 1969).

While the seven cities contain only about 27% of the state's total population, these cities experienced 51% of the reported index crimes in 1970 but they had only 33% of the total police personnel and 44% of statewide expenditures to deal with them.

TABLE 77

Police Resources vs. Numbers of Crimes, as Percentages  
Of State Totals

Data	Population Groups in thousands					Totals
	More than 100	75-100	50-75	25-50	Less than 25	
Population served by Munic. Police Dept.	21.7	5.3	19.9	17.6	26.9	91.4 (1)
Expenditures, Fiscal Year	37.9	6.1	21.2	15.8	19.0	100.0
Total Personnel	27.8	5.5	20.7	17.3	28.7	100.0
Part I Offenses Known(2) - 1970	44.3	7.1	15.7	13.9	11.6	92.6 (2)
Area Served	3.0	0.1	6.0	8.9	34.1	52.1 (2)

- Percentages add to less than 100% because there is not a municipal police department for every town within the state.
- Full data not available for 1971. Total is less than 100% because some Part I offenses are committed in communities without organized police departments.

Index crimes in the largest cities have increased at about the same rate as for the entire state - only the numbers are much higher. These seven cities contain about one fourth of the state's population, yet account for more than half of its reported crimes. Despite the trend of decreasing population in many of these cities, reported crime has increased greatly, while the number of arrests has increased uniformly but far less rapidly over a five year period, as shown in Table 78.

TABLE 78

## Reported Index Crimes and Total Criminal Arrests

## a. Index Crimes

	1966	1967	1968	1969	1970	% Change 1966-1970
Hartford	3,810	5,495	8,941	9,163	9,305	144%
Bridgeport	3,074	4,449	5,767	8,245	9,922	223%
New Haven	3,242	5,199	7,401	7,760	8,473	161%
Stamford	2,278	2,588	3,007	2,895	3,565	56%
Waterbury	1,863	2,174	2,492	3,386	3,336	79%
New Britain	1,038	1,361	1,796	2,281	2,857	175%
Norwalk	1,299	1,608	2,011	2,217	2,681	106%

## b. Total Criminal Arrests

	1966	1967	1968	1969	1970	% Change 1966-1970
Hartford	14,718	14,092	14,812	17,225	18,831	28%
Bridgeport	4,685	4,784	5,814	8,342	8,292	77%
New Haven	18,138	17,063	18,133	20,123	23,750	31%
Stamford	2,194	2,272	2,489	2,524	2,744	25%
Waterbury	3,171	3,587	3,800	3,906	4,525	43%
New Britain	1,924	2,073	2,006	2,317	2,560	33%
Norwalk	4,953	5,879	6,614	7,256	7,883	59%

The combined rate of index crimes for Connecticut's largest cities is 4,826.4 per 100,000 population (almost double the state rate) and compares more favorably with the national rate for cities of much larger size than for cities of the same population. The "Index Crime: rates for the seven cities" compare with national figures for cities in the 250,000 - 500,000 population category; yet, these seven cities - Hartford, New Haven, Bridgeport, Stamford, Waterbury; New Britain and Norwalk - have populations between 80,000 and 158,000.

In 1969, Connecticut's rate of arrest was 2,604.3 per 100,000 residents. For the seven cities the rate of arrest was 7,418.1 per 100,000, or nearly three times the state rate of arrest. Further, 79% (5% higher than the previous year) of all arrests made in Connecticut were made in the seven cities containing 27% of the state's population. In 1970, this rate of arrest had increased by 11% to 8,247 arrests per 100,000 people.

Without knowing how many persons were involved in these arrests, it is difficult to draw any firm conclusions from this data, but it would seem to indicate increasing activity on the part of active offenders in the cities. <sup>11</sup>

Although crime and the scope and magnitude of the police workload, in general, have increased greatly, police departments have generally not kept pace with respect to the size of their departments. In fact, the police departments in the largest cities have shown little change in manpower levels, and with the budgetary situations prevailing in cities and towns.

Throughout the State in general, the prospect for any great increase in police budgets in the future, beyond the amounts needed for salary increases, and therefore in police manpower <sup>12</sup>, are probably not very good. In fact, where there have been increases in total fulltime police employees over the years in the five largest departments, these have consisted mostly of new civilian employees. Consequently, the workload per sworn officer in the five largest cities will be steadily increasing. In recent years, this trend has accelerated.

<sup>11</sup>. Such information (on the number of persons involved in crimes) could be made available from an offender-based police records system in which information is collected about an offender and his activity. However, at present all police records systems in Connecticut are geared to collecting data on offenses and arrest reports; a major disadvantage of the present records systems is that it is difficult to determine the extent to which increase crime reports are a function of records system improvements.

<sup>12</sup>. This is demonstrated by the fact that in the seven largest cities in Connecticut, about 90% of the average departmental budget is consumed by personnel expenses with one year's total budget equalling the costs of the next year's personnel expenditures.

More than one-half of the non-motor vehicle criminal cases disposed of in Circuit Court in FY 1971 originated with arrests in the seven largest cities. Interestingly, the ratio of criminal arrests to motor vehicle arrests is not the same in these seven cities as in the state as a whole. In fact, criminal offenses now account for 51 percent of the offenses in the largest cities, according to dispositions in Circuit Court. [The state ratio is 63% motor vehicle, 37% (other) criminal]. Thus, total court dispositions of all offenses originating in the seven cities is approximately 40% of all offenses disposed of in the state.

TABLE 79  
Offenses Disposed of in Circuit Court by Town of Offense, FY 1971

		Percent of State	Total Offenses	Motor Vehicle Offenses	Other Criminal Offenses
Hartford	1969	10.8%	28,994	11,907	17,087
	1971	12.9%	37,090	16,814	20,276
Bridgeport	1969	6.4%	17,317	10,953	6,364
	1971	6.1%	17,587	9,558	8,029
New Haven	1969	10.0%	26,886	12,985	13,901
	1971	10.5%	30,417	14,536	15,881
Stamford	1969	2.0%	5,398	2,881	2,517
	1971	2.1%	6,032	3,137	2,895
Waterbury	1969	2.4%	6,466	3,255	3,211
	1971	2.6%	7,624	3,292	4,332
New Britain	1969	1.5%	3,907	1,616	2,291
	1971	1.8%	5,070	2,441	2,629
Norwalk	1969	3.2%	8,707	5,737	2,970
	1971	3.2%	9,321	5,906	3,415
Total-Seven Cities	1969	36.3%	97,675	49,334	48,341
	1971	39.2%	113,141	55,684	57,457
Statewide	1969	100 %	269,181	178,119	91,092
	1971	100 %	288,530	182,070	106,460

Source: Circuit Court Statistical Report, Connecticut Judicial Department.

The display of correctional inmate data further highlights the involvement of the state's largest cities and their residents in crime in

Connecticut. Almost three-fourths of the inmates who were born in Connecticut came from the core-cities of Hartford, New Haven, Bridgeport, Stamford, Waterbury, New Britain and Norwalk. A distribution by town of residence, at the time of current offense, further shows that two-thirds of the inmates were residents of one of the core-cities in which four-fifths of the inmate-offenses were committed. Therefore, for those crimes disposed of in Connecticut courts, 65% of those with sentences of imprisonment had one of the seven cities as towns of residences and 80% of those incarcerated committed their sentence offense in one of those cities.

TABLE 80  
Town of Residence and Town of Commitment of Correctional Inmates, 1971

	<u>Town of Residence</u>		<u>Town of Commitment</u>	
	<u>1969</u>	<u>1971</u>	<u>1969</u>	<u>1971</u>
Connecticut	95 %	95.8%	-	-
Out-of-State	5 %	4.2%	-	-
Hartford	17.8%	24.7%	26.6%	31.5%
Bridgeport	13.2%	13.5%	23.6%	22.1%
New Haven	13.3%	11.5%	20.0%	16.3%
Stamford	4.5%	3.8%	0.5%	0.4%
Waterbury	7.0%	6.9%	8.7%	8.0%
New Britain	2.7%	2.2%	0.1%	0.1%
Norwalk	2.3%	2.8%	0.6%	0.6%
Seven Cities	60.8%	65.4%	80.1%	79.0%

Source: Connecticut Correction Department

**END**